Discussion Paper

People experiencing homelessness in the City of Adelaide

May 2023

ACKNOWLEDGEMENT OF COUNTRY

The City of Adelaide acknowledges that we are located on the traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past, present and emerging.

We recognise and respect their cultural heritage, beliefs and relationship with the land. We also extend that respect to visitors of other Aboriginal Language Groups and other First Nations.

Document Properties

Contact for enquiries and proposed changes

If you have any questions regarding this document or if you have a suggestion for improvements, please contact:

Contact Officer: **Colleen McDonnell**

Title: **Manager, City Planning and Development**

Program: **City Planning and Development**

Phone: (08) 8203 7203

Email: C.McDonnell@cityofadelaide.com.au

Record Details

HPRM Reference: TBC

HPRM Container: TBC

Version History

Version	Revision Date	Revised By	Revision Description
1	May 2023	**Colleen McDonnell**	Revised for Council

1. INTRODUCTION

The purpose of this discussion paper is to help inform the City of Adelaide's (CoA) response to homelessness. This paper discusses some of the key challenges in responding to homelessness, outlines approaches to homelessness by national, state and local governments, including the CoA and makes recommendations for the development of a CoA Homelessness Policy.

This Homelessness Discussion Paper is to promote discussion and seek views from stakeholders, including those who have experienced homelessness, to inform the development of a new Homelessness Policy. Following the development of a draft Homelessness Policy, further public consultation will occur.

This discussion paper covers the following key areas:

- The current and historical approach to the City of Adelaide's response to homelessness through policies and actions.
- The current strategic framework and approaches in the international, national, state and local levels.
- The key issues for consideration include:
    - Systemic issues relating to homelessness.
    - Local government's role in homelessness and the capital city's role in people experiencing homelessness.
- Approach to consultation.

2. DEFINITIONS, DATA AND PROTOCOLS

2.1. Defining and Measuring Homelessness

There are numerous definitions for homelessness used in Australia and in South Australia and there is not one agreed definition. See Table 1 for several common definitions used in Australia. The CoA defines homelessness as:

People who are rough sleeping[1] or living in crisis accommodation, supported accommodation, boarding house accommodation, severely crowded accommodation, caravans or couch surfing.

---

[1] Rough sleeping refers to someone who is experiencing homelessness and is sleeping in parks, streets, or squatting.

Table 1: Definitions of homelessness used in Australia

Source	Definition
CoA 2022[2]	People who are rough sleeping[3] or living in crisis accommodation, supported accommodation, boarding house accommodation, severely crowded accommodation, caravans or couch surfing.
ABS 2021[4]	When a person does not have suitable accommodation alternatives, they are considered as experiencing homelessness if their current living arrangement: • is in a dwelling that is inadequate • has no tenure, or if their initial tenure is short and not extendable, or • does not allow them to have control of, and access to space for social relations.
AIHW 2021[5]	Living in non–conventional accommodation (such as living on the street), or short–term or emergency accommodation (such as living temporarily with friends and relatives).
Flavel et. Al. 2009[6]	Inadequate access to safe and secure housing.
Chamberlain and MacKanzie[7]	'The minimum accommodation that people have the right to expect in order to live according to the conventions of contemporary life.' This minimum Australian standard is considered to be a small, rented flat with a minimum level of amenities (e.g. bedroom, bathroom, kitchen, living room). With homelessness then divided into three categories. Primary (rough sleeping), secondary (couch surfing) and tertiary (transitional or boarding housing).

The lack of an agreed definition of homelessness creates challenges for measuring levels of homelessness, as multiple definitions has contributed to multiple methods and data sets being used to understand levels of homelessness in Australia.

The current CoA definition for homelessness is broad enough to capture the ways in which homelessness is likely to be experienced in the CoA and is compatible with the ABS definition which is one of the key data sources measuring levels of homelessness used at a national and state level.

Research conducted for Greater Adelaide, illustrates the key ways in which different demographics experience homelessness: [8]

• Rough sleeping is more often experienced by men;

• Women are more likely to access homelessness services; and

• Young people are more likely to couch surf or be in temporary accommodation rather than sleeping rough.

---

[2] Homelessness, Social Housing and Housing Affordability Policy
[3] Rough sleeping refers to someone who is experiencing homelessness and is sleeping in parks, streets, or vacant buildings.
[4] Estimating Homelessness: Census methodology, 2021 | Australian Bureau of Statistics (abs.gov.au)
[5] Australian Institute of Health and Welfare 2021, homelessness and homelessness services, AIHW, <https://www.aihw.gov.au/reports/australias-welfare/homelessness-and-homelessness-services>.
[6] Flatau, P., Eardley, T., Spooner, C. & Forbes, C.S. (2009) Intergenerational homelessness and the intergenerational use of homelessness services. AHURI Positioning Paper No. 119. Melbourne: Australian Housing and Urban Research Institute.
[7] Definition of homelessness changes but problems remain (theconversation.com)

[8] Counting homelessness: Working creatively to generate complex descriptive profiles of the health and demographics of people experiencing homelessness in Adelaide - Flavel - Australian Journal of Social Issues - Wiley Online Library

There are numerous ways to measure homelessness, with no data set being complete due to the often hidden nature of some forms of homelessness. Key data sets include:

- Census data – relies on ABS staff to survey people experiencing homelessness.

- South Australian Housing Authority (H2H) and Australian Institute of Health and Welfare (AIHW) – rely on collecting data on people accessing their homeless support services.

- Adelaide Zero Project – uses a by name list to understand who is experiencing homelessness in the CoA.

While the ABS census provides a national data set, it is point in time, collected only every five years and resource intensive to collect more regularly. Other data sets such as those collected by the South Australian Housing Authority and AIHW, rely on reporting those accessing services.[9]

The Adelaide Zero Project provides a comprehensive data dashboard providing month to month information on the numbers of people experiencing homelessness in the CoA (see Our Progress – South Australian Alliance to End homelessness). The Adelaide Zero Project uses a 'By Name' list to understand levels of homelessness and uses three categories to understand people experiencing homelessness. These categories are:

- inactive – not currently engaged with services
- not homeless – known to be housed
- actively homeless – currently known to services to be homeless

2.2. Rates of Homelessness – National and State Context

Census data reports increased numbers of people experiencing homelessness across Australia, from 116,427 in 2016, to 122,494 in 2021. Representing an increase of 5.2% over the five year period.[10] Similarly, South Australia has experienced increasing levels of homelessness, from 936 in 2016 to 1,391 in 2021.[11] This is a trend consistent with most other states (see Figure 1).

---

[9] Counting homelessness: Working creatively to generate complex descriptive profiles of the health and demographics of people experiencing homelessness in Adelaide (wiley.com)

[10] Estimating Homelessness: Census, 2021 | Australian Bureau of Statistics (abs.gov.au)

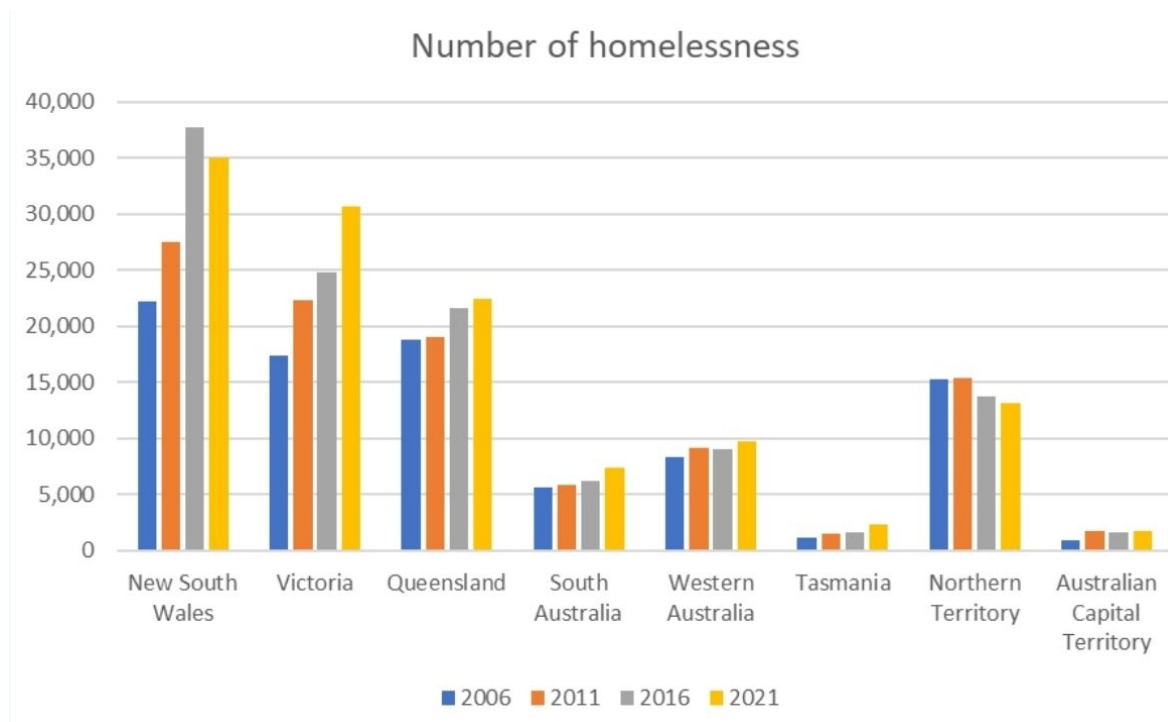[11] Estimating Homelessness: Census, 2021 | Australian Bureau of Statistics (abs.gov.au)

Figure 1: Number of homeless in Australia produced by Shelter SA, using ABS data.

The 2021 South Australian Census data highlights several population groups whose representation among those people experiencing homelessness has increased since the last Census in 2016, this includes: children, youth, females, and Aboriginal people. [12] With Aboriginal people consistently over-represented among people experiencing homelessness.

2.3.   Rates of Homelessness – City of Adelaide

The City of Adelaide's population as a capital city continues to grow. It is important that the homeless population does not grow proportionately. As a capital city, the CoA has higher rates of homelessness, including temporary homelessness, partly due to the centralisation of services, and transitory marginalised communities who visit CoA for appointments, cultural events or to visit family and friends.

ABS data for the CoA reports 398 people experiencing homelessness on the Census night in 2021. [13] As discussed above however, census data is a point in time taken every five years and may not be reflective of levels of homelessness between Census counts.

In March 2023, Adelaide Zero Project reported 235 'actively homeless' people, which was an increase from 204 in February 2023.[14] There was however, a reduction in newly identified people sleeping rough for the first time. [15] . Figure 2 identifies the inflow and outflow from April 2022 to April 2023 and fluctuation over the months in CoA.

---

[12] Estimating Homelessness: Census, 2021 | Australian Bureau of Statistics (abs.gov.au)

[13] Estimating Homelessness: Census, 2021 | Australian Bureau of Statistics (abs.gov.au)

[14] Our Progress – South Australian Alliance to End Homelessness (saaeh.org.au)

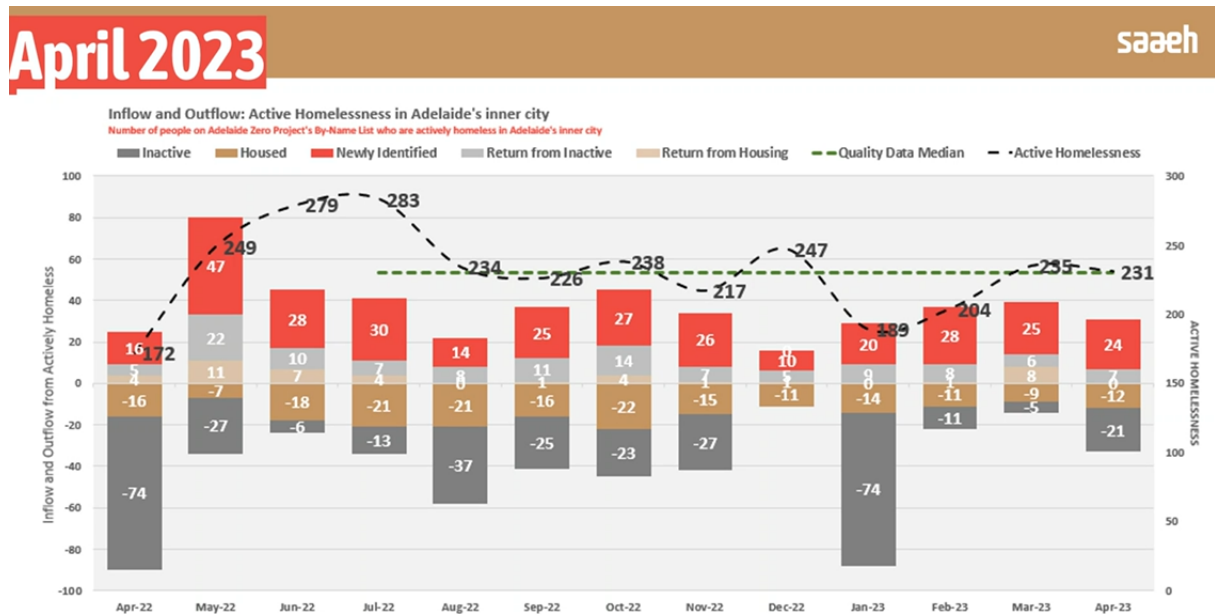[15] Our Progress – South Australian Alliance to End Homelessness (saaeh.org.au)

Figure 2: Example of the Adelaide Zero Project Dashboard Data April 2022 to April 2023

2.4. City of Adelaide Context and Approach

The *City of Adelaide Strategic Plan 2020-2024* outlines a vision for the CoA to become the most liveable city in the world. To support the Commonwealth and State Government roles in responding to homelessness, the Strategic Plan, also outlines the following overarching strategic directions and actions which have guided the existing Homelessness, Social Housing and Affordability Policy:

- *Outcome: Well planned and inclusive residential population growth*
- *Outcome: Functional Zero homelessness[16]*
- *Action 1.3: Continue support for the Adelaide Zero Project and other initiatives to achieve functional zero homelessness*
- *Action 1.5: Support health and housing for vulnerable people and young people*

CoA's Homelessness, Social Housing and Housing Affordability Policy supports a Housing First Approach which is based on the following principles:

- People have a right to a home
- Housing and support services are separated i.e. people can have housing solutions regardless of their service need.
- Flexible support
- Choice and self determination
- Active engagement without coercion
- Recovery orientated practice to stabilise housing situation with people with mental health issues
- Social and community inclusion
- Harm reduction approach.

---

[16] Functional zero homelessness is defined when the number of people who are experiencing homelessness on any given night is no greater than the housing available. This critically means the housing availability is important to the reduce the number of rough sleepers.

Key components of the existing CoA Homelessness, Social Housing and Housing Affordability Policy include:

- Leveraging planning policy
- Governance and collective impact
- Community capacity building
- Support service delivery providers
- Public realm and Park Lands management
- Continuous improvement through research and development
- Advocacy to state and commonwealth government
- Culturally led and self-determination solutions
- Address the social determinants of health and risks to homelessness.

Adelaide Zero Project - Strategic Partnership

City of Adelaide has been a major partner of the Adelaide Zero Project since 2018. This originated through the City of Adelaide's former partnership with the Don Dunstan Foundation.

Council has approved a partnership agreement with the Australia Alliance to End Homelessness until June 2024 to the value of $335,301, to enable the CoA to provide a primary coordination role for Adelaide Zero Project. Through this partnership the State Government has matched CoA funding since 2018.

The Adelaide Zero Partnership supports the Toward Zero Methodology to reach Functional Zero. *'A community reaches Functional Zero when the average capacity of its housing system is greater than the existing need'.*[17] Adelaide Zero Project implements the Toward Zero Methodology through:

- Tracking levels of homelessness through regular updates on key metrics, operational data, outcomes, challenges and opportunities of the project.
- Identifying existing, future and potential partners in the Adelaide Zero Project, including the role and reporting requirements required by the South Australian Housing Authority.
- Using the data generated by the Adelaide Zero Project from the 'By Name' list to understand the drivers of movement of people experiencing homelessness from the regions into the city.
- Advocacy for prevention of homelessness broadly and to the Toward Home Alliance and the State Government.

Support for Homelessness in the City of Adelaide

City of Adelaide supports homeless and vulnerable people through the activities of multiple teams and programs. These include:

- A 0.6 FTE Social Planner, Homelessness position partially funded through the State Government's Homeless and Vulnerable People Project (0.4 FTE). This has been provided yearly since 2019. The Social Planner, Homelessness role within the City of Adelaide provides referrals and linkages of people sleeping rough in the city and Park Lands, and works to build relationships between stakeholders including residents,

---

[17] [Background | Don Dunstan Foundation](#)

businesses and service providers with the aim to achieve a more cohesive community response to homelessness.

- *Team of Community Safety Officers* ensure the use of public space including the Park Lands are safe and that public facilities are accessible for the whole community. This sometimes involves education and enforcement of by-laws, which may at times require officers to issue cease-camping notices in the Park Lands and connect people to Street Connect.[18] The Regulatory, Cleansing and Community Connections Teams within CoA also provide support to Community Safety Officers when required.

- *Place Coordinators* provide a conduit to businesses and community members. Through the Social Planner, Homelessness, they also provide education on how they can support homeless and vulnerable people through existing services such as Street Connect, Department for Human Services, and SA Police for anti-social behaviour.

- *Advocacy and broader stakeholder engagement* is conducted by the CoA across key government and non-government agencies to homeless clients, specific areas of concern in the community and supports the development of innovative responses to homelessness.

- *Community Centres and Libraries* provide safe spaces where all are welcome. These facilities provide public computers, Wi-Fi, borrowing services, a place to rest/chat and information about emergency assistance and accommodation.

While the CoA doesn't provide direct specialist support to people experiencing homelessness (see **Appendix 1** for government and non-government service providers operating within the CoA), it does have two key financial levers it uses to support those responding to homelessness:

- *Rate rebates* – ratepayers can apply for a reduced rate if they directly support homelessness.

- *Community Impact Grants* are provided to a range of community partners including those who support prevention of homelessness and those experiencing homeless and vulnerable people.

- *Community Impact Strategic Partnership for up to 3 years* Council offers this through a competitive process open to all community organisations. In 2021/2022, Catherine House received a Community Impact Strategic Partnership for 3 years until 30/06/2025. Annually they receive $44,250 +GST to deliver a targeted community development program called 'Build Your Tribe' which is about:
  - Support vulnerable and marginalised women and women experiencing homelessness to build, maintain, and strengthen a safe community network (their 'tribe') to reduce social isolation and loneliness and thrive instead of just surviving.
  - Delivering training with council Customer Service Staff to assist them to develop skills in recognising women who present to Council services who may be socially isolated, at risk of, or experiencing homelessness.

3. BENCHMARCHING AND BEST PRACTICE

This section outlines best practice internationally and nationally. These approaches are summarised in **Appendix 2**.

---

[18] [Street Connect](#)

3.1.   International Approaches

United Kingdom (UK)

Under the *UK Homelessness Reduction Act 2017*[19], UK councils have a duty outlined in legislation to prevent homelessness and relieve homelessness. More recently the UK Government Department for Levelling Up, Housing and Communities, published a strategy titled 'Ending Rough Sleeping For Good'[20] to strategically guide Councils approach to homelessness.

Council such as Manchester City Council have also produced their own Manchester Homelessness Strategy 2018-2023 to effectively respond to homelessness, balancing its legislative requirement with leveraging its strong community connections through the Manchester Homelessness Partnership, founded in 2016.

Finland

In 2007, Finland adopted a 'housing first' approach to homelessness, the fundamental premise of which is that everyone is entitled to somewhere to live, even people with complex psychosocial, health and financial issues such as addiction or poor credit ratings. The theory is that it is more effective to tackle the multiple issues often faced by a person experiencing homelessness if that person has a stable home. This approach has seen homelessness decrease from approximately 3,500 to 1,000 between 2008 and 2020, which equates to an almost 30% reduction in people experiencing homelessness.[21] This is a figure significantly higher compared to other European countries.[22]

The City of Helsinki's approach to homelessness is outlined in Helsinki's Housing Policy[23]. This policy highlights how they were able to prevent homelessness through local outreach and the development of preventive services which were provided at a person's home, at the same time as reducing homelessness through a housing first approach. Helsinki's approach highlights prevention as the key component in the reduction of homelessness and the need for affordable and available housing using housing stock owned by the city.[24]

Canada

Canada has adopted a human rights approach to homelessness as outlined in *A National Protocol for Homelessness Encampments in Canada.*[25] This document recognises that 'encampments are a reflection of Canadian governments' failure to successfully implement the right to adequate housing'[26]

The City of Vancouver's *Homeless and Supportive Housing Strategy 2012-2021* has two key goals, the first being to end street homelessness and the second to provide more affordable

---

[19] Homelessness Reduction Act 2017 (legislation.gov.uk)

[20] Department for Levelling Up, Housing and Communities Ending Rough Sleeping For Good

[21] Housing First: Combatting Long-Term Homelessness in Finland | Successful Public Policy in the Nordic Countries: Cases, Lessons, Challenges | Oxford Academic (oup.com)

[22] Housing First: Combatting Long-Term Homelessness in Finland | Successful Public Policy in the Nordic Countries: Cases, Lessons, Challenges | Oxford Academic (oup.com)

[23] Helsingin asuntopolitiikka - Historiallinen katsaus ja nykytilanne

[24] Helsingin asuntopolitiikka - Historiallinen katsaus ja nykytilanne

[25] Tent Encampment Protocol (make-the-shift.org)

[26] Tent Encampment Protocol (make-the-shift.org) p. 2

housing choices for all Vancouverites.[27] This strategy outlines how the City of Vancouver provides support through land use regulation to increase affordable housing supply, increase supportive housing units and grant programs. Vancouver has also undertaken work to understand its population to improve service provision.[28] The City of Vancouver's response to homelessness is also supported by Addressing Homelessness in Metro Vancouver a position paper to identify factors which have contributed to the homelessness crises in metropolitan Vancouver.[29]

3.2. Approach to Homelessness in Australia

National Approach

In Australia absence of strong policy leadership at the national level has resulted in serious neglect of social and affordable housing and resulted in a housing crisis nationally. While some financial support services have been provided through programs such as Commonwealth Rental Assistance (CRA), Job Seeker, Medicare and the National Disability Insurance Scheme, these services do not directly contribute to increasing the supply of affordable housing or housing people experiencing homelessness. Financial support provided by CRA and Job Seeker fall short of the support required to assist people in stable and secure housing.[30] [31]

Since 2018 the National Housing and Homelessness Agreement (NHHA) has provided $1.6 billion in funding annually to state and territory governments. It also sets out the roles and responsibilities of Commonwealth, State and Local Governments (see **Appendix 3**). In 2020-21 NHHA included $129 million set aside for homelessness services, which state and territories matched. The NHHA has been extended until June 2024.

In 2022, the Productivity Commission published a report reviewing NHHA. This report identified two key drivers of homelessness:

- insufficient funds and resources to meet demand; and
- a shortage of long term affordable and secure housing.[32]

The report found that someone experiencing homelessness has higher associated costs in justice and health care sectors. Research, however, shows that these costs are reduced once people who have been experiencing homelessness are in stable housing [33]. Prevention and housing first are critical to reducing the costs of homelessness for government and the community.

The Commonwealth Government has committed to Closing the Gap by supporting Aboriginal and Torres Strait Islander people to secure appropriate and affordable housing aligned with their priorities and needs. The Government has committed to a establishing a Housing Policy

---

[27] Vancouver's Long-Term Housing and Homelessness Strategy: 2012 - 2021

[28] Microsoft PowerPoint - DOC 2020 232124 ACCS - HSG - Homeless and Supportive Housing Strategy - Presentation - RTS 14039 [Read-Only] (vancouver.ca)

[29] homelessnessstrategy2017.pdf (wordpress.com)

[30] Overview - In need of repair: The National Housing and Homelessness Agreement (pc.gov.au)

[31] Job seeker ref

[32] Housing and Homelessness Agreement Review - Commissioned study - Productivity Commission (pc.gov.au)

[33] Housing and Homelessness Agreement Review - Commissioned study - Productivity Commission (pc.gov.au)

Partnership, which will work to reduce the higher rates of homelessness in Aboriginal communities.[34]

Guided by the National Housing Supply and Affordability Council, the Commonwealth Government is developing a ten-year National Housing and Homelessness Plan. Stakeholder engagement is expected to commence in the second quarter of 2023.[35] This plan will be supported by the supply of social and affordable housing through the Housing Australia Future Fund.[36]

Victoria

Victoria's homeless response is guided by the Homelessness and Rough Sleeping Action Plan (see Figure 2 for an overview).[37] This plan is actioned through a combination of Commonwealth and State government funding of approximately $200 million annually and the services outlined in the plan are delivered by a network of 131 agencies, who collectively aid more than 100,000 people per year. The services are responsible for a range of early intervention, early housing of rough sleepers, post housing support and homeless service system.

---

[34] Housing Policy Partnership (DSS) | National Indigenous Australians Agency (niaa.gov.au)

[35] National Housing and Homelessness Plan | Department of Social Services, Australian Government (dss.gov.au)

[36] Housing Australia Future Fund Bill 2023 – Parliament of Australia (aph.gov.au)

[37] Victoria's Homelessness and Rough Sleeping Action Plan – Victoria Government (dhhs.vic.gov.au).

Figure 2 Victoria's Homelessness and Rough Sleeping Action Plan[38]

Capital Cities – Australia

Capital Cities across the world in and in Australia typically see a higher proportion of homelessness. As per the National Housing and Homelessness Agreement (**Appendix 3**) most Capital Cities in Australia support:

(a) building approval processes;

(b) local urban planning and development approval processes; and

(c) rates and charges that influence housing affordability.

In terms of Homelessness approaches, across Australia there are varied approaches employed by local government (**Appendix 4** provides a comparison table of approaches).

---

[38] Victoria's Homelessness and Rough Sleeping Action Plan – Victoria Government (dhhs.vic.gov.au).

In summary, most Capital Cities:

- Support a housing first approach.
- Work in coordination with direct service providers, police and health services to provide rough sleeper support.
- Provide community development services to reduce the drivers of homelessness.

To provide more detail, the following provides commentary on the City of Melbourne and City of Sydney.

City of Melbourne

City of Melbourne is working to address homelessness through, *Future Melbourne 2026*[39], which highlights a commitment to a city that is accessible, affordable, inclusive, safe and engaging, that promotes health and well-being, participation and social justice.

City of Melbourne receives advice from a Homelessness Advisory Committee and operates under a Homelessness Operating Protocol[40], which is a joint agreement between the City of Melbourne and Victoria Police. The protocol supports a 'safety first' approach. Key themes of the operating protocol include:

- Stronger connections and partnerships with service providers
- Earlier intervention by City of Melbourne with support from Victorian Police
- More assertive action by City of Melbourne and as required by Victorian Police
- Lower tolerance of street clutter and amenity impacts
- A high level of consistency in the application of the local law.

City of Sydney

City of Sydney is working towards "A City for All: homelessness action plan"[41] The plan details their role in responding to homelessness based on three strategic priorities:

1. Monitor trends in inner-city homelessness and increase access to safe and sustainable housing and support
2. Assist people sleeping rough and managing the public domain
3. Work smarter to have a greater impact

In 2019, the city signed the End Street Sleeping Collaboration Agreement with the NSW Government, the Institute of Global Homelessness and other NGO service providers to:

- reduce rough sleeping in the City of Sydney area by 25% by 2020 (achieved in 2020)
- reduce rough sleeping in the City of Sydney area and NSW by 50 per cent by 2025
- work towards zero rough sleeping in the City of Sydney area and NSW.

The City of Sydney has several groups to support collaboration, direct response and continuous improvement to achieve the targets.

City of Sydney supports a 'Dedicated Homeless Unit' that works towards 'Functional Zero' homelessness. This includes:

---

[39] *Future Melbourne 2026*

[40] Homelessness Operating Protocol / Policy Operating Statement (melbourne.vic.gov.au)

[41] A City for All: homelessness action plan 2020 City of Sydney

- coordinating the biannual street count, which tracks the number of rough sleepers in the city
- supporting the collection of qualitative data through coordinating the Connections Week in City of Sydney in 2019
- hosting quarterly homeless interagency meetings to build the capacity of the sector
- conducting research and advocacy to influence policy and government spending and engaging and coordinating services to harness the capacity of the sector and the community to share resources, skills and knowledge to address this complex social issue.

3.3. Approaches to Homelessness in South Australia

South Australian Government

The South Australian Government approach to homelessness and support for those experiencing a housing crisis, includes:

- *Our Housing Future Strategy 2020-2030*,[42] a 10-year plan for better housing outcomes across South Australia. The Strategy proposes reforming the housing and homelessness service sectors through the realisation of five key strategies:

   1. Create conditions for a well-functioning housing market that meets the housing needs of all South Australians

   2. Reduce housing stress through 20,000 affordable housing solutions

   3. Create housing pathways to enable people to access housing and services as their needs change

   4. Prevent and reduce homelessness through targeted and tailored responses

   5. Modernise the social housing system and reposition it for success.

- *Future Directions for Homelessness*, provides a framework on the future directions for homelessness.[43]

- *South Australian Aboriginal Housing Strategy 2021-2031* is a 10-year plan for housing outcomes specifically for Aboriginal and Torres Strait Islander peoples.[44]

- *State Public Health Plan* is important to supporting communities to reduce the drivers of homelessness through community wellbeing.[45]

The National Housing and Homelessness Agreement (NHHA) supports the State Governments' financing. The South Australian Government receives around $10.3 million in funding to support its shared and sole responsibilities under the Agreement[46]. The National *Funding Homelessness* funding is linked to each state's share of total homelessness based on 2006 Australian Bureau of Statistics Census homelessness estimates. As mentioned in Section 2, ABS data is limited as it is only a point in time estimate, conducted every 5 years.

---

[42] Our Housing Future 2020-2030 | SA Housing Authority

[43] Future Directions for Homelessness (housing.sa.gov.au)

[44] South Australian Aboriginal Housing Strategy | SA Housing Authority

[45] State Public Health Plan | SA Health

[46] National Housing and Homelessness Agreement (federalfinancialrelations.gov.au)

SA Homelessness Alliances

In 2021, the South Australian Housing Authority established five alliances to service the complex and evolving needs of people experiencing or at risk of homelessness across South Australia. This includes four regional homelessness alliances, and one state-wide domestic and family violence alliance.

The alliance approach involves multiple non-government partners coming together to develop integrated service networks with supporting behaviours and practices. It saw the transformation of a fragmented system with many program-based contracts to five alliance-based contracts comprised of providers working together in a formal and structured way, both at a system and geographical level. The CoA is part of the Adelaide South Alliance, with five organisations operating as part of this funded alliance. These organisations are Lutheran Care as the lead, Baptist Care SA, Mission Australia, The Salvation Army (SA) and Sonder Care.[47] This means there are providers in the CoA which are not funded through the SA Homelessness Alliance.

State Government, does however, provide direct and indirect support, outside of the SA Housing Alliance, to those experiencing homelessness to the following organisations and services:

- Partnership Agreement with the Adelaide Zero Project working Towards Zero Methodology
- Homelessness and Vulnerable People project
- Social Impact Bonds
- Affordable housing agreements
- Peppercorn leases for some non-for-profit service providers
- Toward Home Alliance
- Street Connect Service
- Safety and Wellbeing Taskforce
- SAPOL public safety and crime prevention
- Drug and Alcohol Services
- Sobering up unit
- Health services at major hospitals.

Local Government Association of South Australia

The Local Government Association facilitates the Local Government Homelessness Network. The network provides a forum for South Australian Councils to share information and knowledge and advocates for a best practice approach to homelessness across the sector.

The Local Government of South Australia's Research and Development Fund has recently funded the Centre for Social Impact and Flinders University to prepare a toolkit, 'Ending homelessness: A toolkit for Local Government'. This will be released at the end of 2023. The toolkit will be a practical kit to assist local government in South Australia. The toolkit is expected to include the following resources specifically targeted for local government:

- Resources including fact sheets to support Local Government in responding to and ending homelessness.

---

[47] SA Homelessness Alliances | SA Housing Authority

- Examples of Local Government as a partner in the journey through multi-agency efforts, Collective Impact.
- Place-based strategies − role of place and scale in efforts to end homelessness (metropolitan, regional, multi-council efforts).
- Case studies of success and innovative practice in ending homelessness.
- Culturally safe responses in ending homelessness.
- Advocacy tools.
- Homelessness and disaster/emergency management and resilience.
- Ending homelessness terminology and definitions.

City of Salisbury

City of Salisbury has adopted the [Salisbury Homelessness Strategy](). The Strategy is focused on the following strategic priorities:

1. Prevention and early intervention responses to reduce homelessness
2. Engagement and outreach to people experiencing homelessness
3. Provision of affordable and low-cost housing
4. Inclusive public realm
5. Regional collaboration and service integration
6. Evidence-based advocacy.

City of Salisbury has an 'Assistance with Care and Housing Project' which aims to support those who are homeless or at risk of homelessness to access appropriate and sustainable housing.

4. Focus for City of Adelaide's New Homelessness Policy

4.1. Drivers of homelessness

Homelessness is a systemic issue which requires a multidisciplinary public policy response. Homelessness cannot be solved without improvements to social services, primary and secondary health services and addressing Australia's housing crisis. Causes of homelessness vary greatly.

In Australia the top causes of homelessness can be poverty, unemployment, shortage of affordable housing, triggered by family breakdown, domestic violence, mental illness, sexual assault, addiction, financial difficulty, gambling and social isolation. Young people are more likely to become homeless because they often experience difficulties securing long-term accommodation and are particularly affected by poverty and the shortage of affordable housing in Australia. When faced with the need to leave their family home, young people often have little option but to end up on the streets.

Research also shows that homelessness is experienced differently by different demographics.

Nationally, the ongoing reduction of social housing and increasing housing unaffordability has contributed to increased housing stress making already vulnerable Australians more vulnerable to experiencing homelessness. Solutions to homelessness cannot be considered without increases in transitional housing, social housing and improvements in housing affordability.

Within the CoA there are several crisis and transitionary forms of accommodation which are either at capacity due to demand or due to lack of housing available to transition vulnerable people once they are ready for more permanent accommodation (e.g. Uno Apartments). This transitionary accommodation must be established with appropriate wrap around services for

their cohort. It is crucial that regardless of the population transitional or crises housing serves, that there is enough appropriate and affordable housing to transition into.

4.2.   What should the City of Adelaide as a Capital City focus on?

The National Housing and Homeless Agreement[48] (NHHA) is between the Commonwealth and State Governments. The NHHA[49] outlines local governments operate under State regulation and are not parties to the Agreement. Local governments, are responsible for:

> (a) building approval processes;
>
> (b) local urban planning and development approval processes; and
>
> (c) rates and charges that influence housing affordability.

City of Adelaide as a local government organisation, is the closest level of government to communities and has the potential to reduce some of the drivers of homelessness.

This Discussion Paper seeks to provide information to enable robust engagement to develop a new Homelessness Policy. This provides an opportunity to redefine the City of Adelaide's role in homelessness and support the changing and emerging needs and community aspirations.

DISCUSSION POINTS

- How can the City of Adelaide better support these communities who are at risk of homelessness?
    - Women and children affected by domestic and family violence
    - Children
    - Young people especially those exiting out of home care
    - First Nations people
    - People experiencing repeat homelessness
    - Older people
    - Veterans
    - People currently exiting institutions (including exiting incarceration and care into homelessness).
- What are the missing components to support homeless people in the City of Adelaide?
- What does success look like in the City of Adelaide?

---

[48] National Housing and Homelessness Agreement.

[49] National Housing and Homelessness Agreement.

6.   DEVELOPMENT OF A POLICY

The purpose of this discussion paper is to support the development of a new policy or strategy. Homelessness is a complex issue that requires a systemic response across all tiers of government and non-government networks. The homelessness issue in the City of Adelaide requires a metropolitan region response.

6.2 Consultation and Engagement

Feedback from stakeholders will be sought to seek ideas and approaches for Council's new draft Homelessness Policy. A participatory process will be designed to help identify issues and views to ensure that concerns and aspirations are understood and considered prior to our decision-making.

Tactics and approach

We will involve stakeholders in the process using a range of mediums to ensure ideas, concerns and aspirations are reflected in draft proposals.

The starting point of engagement is a Homeless Roundtable involving key stakeholders and people, including those with lived experience. The purpose of this is to support a facilitated discussion about current challenges and opportunities within the City of Adelaide.

Homelessness Week facilitated by Homelessness Australia is between 6 to 12 August 2023. This may present opportunities to listen and hear innovative and targeted ways to address homelessness in Adelaide.

Evaluation and drafting of policy

Feedback received through the consultation process will be collated and reported to Council for review. Once this feedback has been considered it will be incorporated into policy for final review and decision.

The consultation will be evaluated with these performance indicators:

- Support of stakeholder and community members reached.
- Support of participants in the process to reconsider the policy.
- Number of quality responses received.
- Responses received by people with lived experience.
- Feedback about the process
- Timeframes and budget were delivered.

Appendix 1

Government and non-government service providers supporting people experiencing homelessness in CoA:

- Aboriginal Sobriety Group
- The Big Issue
- Adelaide Day Centre
- Brian Burdekin Clinic
- Hutt Street Centre
- Multicultural Youth SA
- Nunkuwarrin Yunti
- Royal Adelaide Hospital
- Salvation Army Sobering Up Unit
- Salvation Army Community Support Service
- Food Hub (WestCare)
- Fred's Van
- Youth Gate Way (Trace a Place)
- Housing SA
- Street Home Hub
- Uniting Communities (Street Link Youth Service)
- St Vincent De Paul Homeless Mens Crisis Accommodation Service
- The Magdalene Centre
- Tenants Information and Advisory Service
- Westcare Centre
- Catherine House
- Crisis Care
- Aboriginal Connection program (DASSA)
- Lifeline
- Mental health emergency
- Mobile Assistance Patrol

Appendix 2

Council and guiding document	Approach	Service System
Manchester City Council – Manchester Homelessness Strategy 2018-2023	Two-pronged approach; • legislative requirement - Homelessness Reduction Act 2017 • the Manchester Homeless Partnership	1. Manchester Homelessness Partnership 2. Manchester's Homelessness Charter 3. Multiple Action Groups
Helsinki City Council – Helsinki housing policy 2022	Focusing on prevention through • local outreach • the development of preventive services which were provided at a person's home.	1. Rental housing subsidy loan 2. Wrap-around service support focusing on prevention
City of Vancouver – Homeless and Supportive Housing Strategy	A whole of Council approach • land use regulation and policy • providing land for social and supportive housing • granting programs • advocating for partnerships • providing outreach services, • managing houses.	1. Community Partners 2. Councils Internal Stakeholders 3. Government Partners

Appendix 3: Roles of Government as set out by the National Housing and Homelessness Agreement

Commonwealth	Shared State and Local	State Government	Local Government (City of Adelaide)
Commonwealth agrees to be responsible for: (a) providing a financial contribution to the States in accordance with this Agreement; (b) monitoring and assessing performance under this Agreement to ensure that the outputs are delivered within agreed timeframes; (c) leading the development of data improvements and a nationally consistent data set, including as set out in Schedule C; (d) where relevant, in accordance with the Building and Construction Industry (Improving Productivity) Act 2016, ensuring that financial contributions to a building project or projects as defined under the Fair Work (Building Industry – Accreditation Scheme) Regulations 2016 are only made where a builder or builders accredited under the Australian Government Building and Construction WHS Accreditation Scheme is contracted; and (e) where relevant, ensuring that compliance with the Code for the Tendering and Performance of Building Work 2016 (Building Code 2016) is a condition of Australian Government funding. 24. Additionally, the Commonwealth is responsible for: (a) income support and Commonwealth Rent Assistance;	The Commonwealth and the States agree to be jointly responsible for: (a) housing, homelessness and housing affordability policy, recognising that States will have responsibility for the content and implementation of their housing and homelessness strategies; (b) support for renters; (c) participating in consultations; (d) identifying and sharing best practices and policy for housing, homelessness and housing affordability; (e) participating in and contributing to the reviews of this Agreement conducted by the Productivity Commission in accordance with clauses 53 to 55; (f) collecting and sharing data, including a commitment to provide data for the development of a nationally consistent data set and a commitment to the continuous improvement of data as set out in Schedule C, and the data collections and compilations set out in Schedule D; and (g) setting joint priorities for evaluation and research. Collect and share data; provide reasonable access to research and administrative data sets; and, where practicable, allow Parties to share data for delivering improved outcomes under this Agreement. The Parties will meet the requirements of Schedule E, Clause 26	States agree to be responsible for: (a) developing bilateral schedules in consultation with the Commonwealth; (b) delivering on outputs as set out in clause 17; (c) providing evidence of the delivery of outputs as set out in Part 4 – Performance Monitoring and Reporting; (d) providing a matching contribution in respect of the Commonwealth's homelessness (including homelessness SACS) funding as set out in Table 2 in Part 5 – Financial Arrangements; (e) social housing and homelessness services, administration and delivery to support local needs; (f) where relevant, ensuring that only a builder or builders accredited under the Australian Government Building and Construction WHS Accreditation Scheme is contracted, and providing the necessary assurances to the Commonwealth; and (g) where relevant, ensuring that compliance with the Building Code 2016 is made a condition of tender for and performance of building work by all contractors and subcontractors, and providing the necessary assurances to the Commonwealth. 26. Additionally the States are responsible for:	Local governments operate under State regulation and are not Parties to this Agreement. Local governments, and the Australian Capital Territory and the Northern Territory Governments, are responsible for: (a) building approval processes; (b) local urban planning and development approval processes; and (c) rates and charges that influence housing affordability.

(b) provision of Commonwealth own-purpose housing and homelessness related programs and services; (c) immigration and settlement policy and programs; (d) financial sector regulations and Commonwealth taxation settings that influence housing affordability; (e) competition policy; (f) the National Housing Finance and Investment Corporation to operate: an affordable housing bond aggregator to provide lower cost and longer tenor finance to community housing providers; and the National Housing Infrastructure Facility to provide grants, equity investments and concessional loans to build the critical infrastructure needed to bring forward the supply of housing; (g) the collection and publication of housing, homelessness and housing affordability related data, in conjunction with (but not limited to) the Australian Bureau of Statistics, the Australian Institute of Health and Welfare, the Productivity Commission and other Commonwealth and State bodies as necessary.	of the IGA FFR, by ensuring that prior agreement is reached on the nature and content of any events, announcements, promotional material or publicity relating to activities under this Agreement, and that the roles of both Parties will be acknowledged and recognised appropriately.	(a) the collection of data from housing providers and agencies that provide services to people who are homeless; (b) land use, supply and urban planning and development policy; (c) tenancy legislation and regulation; (d) legislation to support the operation of the national regulatory system for community housing; (e) housing-related State taxes and charges that influence housing affordability; and (f) State based infrastructure policy and services associated with residential development.	

Appendix 4: Australian capital city approaches to homelessness

Council and guiding document	Approach	Service System
City of Sydney- A City for All homelessness action Plan	Council provides. • Innovative housing solutions,	1. Volunteer program 2. Street Counts 3. Assertive Outreach

Council and guiding document	Approach	Service System
[A City for All: homelessness action plan - City of Sydney (nsw.gov.au)](#)	• Invest in services that reduce the risk of people becoming homeless • Works with partners to reduce the impacts of homelessness on amenity in the public domain • Increase community understanding of participation in and support for initiatives that respond to homelessness	4. Direct investment in Housing 5. State-wide Extreme Weather Response 6. Indicator Framework
City of Perth- All Paths Lead to a Home 2020-2030 and the City of Perth Homelessness Action Plan 2022-2024 [All Paths Lead to a Home: Western Australia's 10-Year Strategy on Homelessness 2020–2030 (www.wa.gov.au)](#)	Five priority areas • Housing First • No Wrong Door • Whole of Community Approach • Place based Response • Rough Sleeper support	1. Outcomes Measurement Framework 2. The Western Australian Alliance to End Homelessness 3. Aboriginal Empowerment Framework 4. Application of Housing First
City of Melbourne – Operating Protocol [Homelessness Operating Protocol / Policy Operating Statement (melbourne.vic.gov.au)](#)	Council provides • A Daily Support Team delivered by Launch Housing • Partnership approach to community safety City of Melbourne Authorized Officers and Victorian Police working together • Weekly meetings with key stakeholders to balance a compliance and supportive approach	1. Daily Support Team by Launch Housing 2. Coordinated service response
City of Hobart- Affordable Housing and Homelessness Commitment 2021-2023	Council provides • Community education and awareness • Targeted grant funding	1. Housing Dashboard 2. Commonwealth Rent Assistance 3. The Greater Hobart Homelessness Alliance

Council and guiding document	Approach	Service System
affordable-housing-and-homelessness-commitment-2021-23.pdf (hobartcity.com.au)	• Housing with dignity reference group • Prevision of Orange sky laundry services on City of Hobart property • Mobile phone charging stations • Strong partnerships with services	4. Community Grants Program 5. Planning Authority 6. Housing with Dignity Reference Group 7. Community Sector reference group.
Brisbane City Council – Sustainable Growth Strategy Brisbane's Sustainable Growth Strategy	Council provides • Pathways out of homelessness grants program • Public Space Liaison Officers • Homeless connect program • Red Cross Night Café • Hoarding and squalor reduction initiatives • Universal housing incentive payment	1. Grants program 2. Universal Housing Incentive Scheme 3. Financial incentives for affordable housing 4. Homeless Connect 5. Community Housing Partnership Project
Northern Territory- Pathways out of Homelessness 2018-2023 https://tfhc.nt.gov.au/__data/assets/pdf_file/0003/690474/ntg-homeless-strategy.pdf	Government provides: • Post Release Transitional Accommodation Program- for people exiting the corrections system • Housing Response- for young people leaving out of home care	1. Specialist Homelessness Services (SHS) 2. Patient Assistance Travel Scheme 3. Integrated Housing and Support Model 4. Outcomes Framework