

# Developing a sustainable model to support people experiencing homelessness in the City of Adelaide

Strategic Alignment - Thriving Communities

Public

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City Community Services and Culture Committee

**Program Contact:**

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**Approving Officer:**

Ilia Houridis, Director City Shaping

## EXECUTIVE SUMMARY

The purpose of this report is to present an updated draft discussion paper to inform development of a homelessness policy for the purposes of stakeholder engagement, including a homelessness round table.

The discussion paper has been prepared in response to recent Council directions, as follows:

- At a CEO Briefing held on 28 February 2023, Council identified the need to review its Homelessness, Social Housing and Housing Affordability Policy 2022-2025, and create a separate Homelessness Policy.
- At the Council meeting held on [9 May 2023](#), Council called for a report on homelessness and rough sleepers in the city including a request to report on funding models and for the Lord Mayor to chair a homelessness round table.
- On 6 June 2023, the City Community Services and Culture Committee considered the report on “Discussion Paper Homelessness Policy” and provided feedback to be incorporated into the discussion paper prior to it being finalised. At the meeting Administration advised that the SA Housing Authority would be invited to comment on the discussion paper where it related to State based funding and initiatives.
- On Tuesday 13 June 2023, Council considered the recommendations of the City Community Services and Culture Committee from 6 June 2023 and resolved to *‘defer the matter to allow sufficient time for Council Members to review the changes’*.

Other items raised by Council including an audit of existing council facilities for suitability to support Code Blue and Code Red announcements and analysis of effectiveness of current programs will be provided as part of future discussions on policy development.

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## RECOMMENDATION

The following recommendation will be presented to Council on 11 July 2023 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL:

THAT COUNCIL

1. Approves the Discussion Paper contained in Attachment A to Item 4.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 4 July 2023, for the purpose of public consultation to inform a Policy on Homelessness.
2. Approves the Engagement Plan contained in Attachment B to Item 4.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 4 July 2023, for the purpose of public consultation to inform a Policy on Homelessness.
3. Authorises the Chief Executive Officer to make minor and technical amendments to the documents contained in Attachment A and Attachment B to Item 4.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 4 July 2023.

## IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	<p><b>Strategic Alignment – Thriving Communities</b></p> <p>Council will create a city that is welcoming, inclusive and accessible to all. Continue support for the Adelaide Zero Project and other initiatives to achieve functional zero homelessness. Support health and housing for vulnerable people and young people.</p>
Policy	Public consultation will be undertaken in accordance with <a href="#">Council's Community Consultation Policy</a> adopted 16 July 2019.
Consultation	The discussion paper will inform targeted engagement with key stakeholders, including the State Government, homelessness service providers and peak bodies. The Engagement Plan is provided at <b>Attachment B</b> .
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	Council is reviewing its role in homelessness. Public consultation is an opportunity to leverage existing networks and services to further support vulnerable people.
23/24 Budget Allocation	<p>The 2023/24 Annual Business Plan and Budget includes:</p> <ul style="list-style-type: none"> <li>- Operating budget for the Homelessness and Vulnerable People Project of \$157,000 as per Council decision on <u>9 August 2022</u>.</li> <li>- A strategic project budget of \$44,250 for Community Impact Grants.</li> <li>- A strategic project budget of \$200,000 is proposed in the draft budget for 2023/24 titled Social Planning Homelessness and Adelaide Zero Project Resourcing.</li> </ul>
Proposed 24/25 Budget Allocation	Not as a result of this report.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
23/24 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (e.g. maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

## DISCUSSION

1. The purpose of this report is to present an updated draft discussion paper (in track changes) to inform development of a homelessness policy for the purposes of stakeholder engagement, including a homelessness round table (**Attachment A**).
2. Changes to the discussion paper (**Attachment A**) from the version tabled at the City Community Services and Culture Committee on 6 June 2023 include:
  - 2.1. Renaming the discussion paper to 'Developing a sustainable model to support people experiencing homelessness in the City of Adelaide'
  - 2.2. Inclusion of Census data as it relates to homelessness
  - 2.3. Information about the Vanguard State Memorandum of Understanding
  - 2.4. Feedback from the SA Housing Authority relating to resourcing, program terms, and Federal-State agreements
  - 2.5. Information on the newly released Homelessness Winter Strategy 2023 by SA Housing Authority
  - 2.6. Information about the City of Adelaide's funding model which include previous Community Impact Grants and Community Impact Strategic Partnerships
  - 2.7. City of Melbourne's Make a Room adaptive reuse/housing support project
  - 2.8. Additional question for discussion, "Are there existing sustainable models for supporting people experiencing homelessness that would work well in the City of Adelaide?"
3. The discussion paper provides information including definitions and data about the current situation for homeless people and rough sleepers, international, national, state and local context and approaches, proposed engagement approach including a homelessness round table and commentary on the funding model.
4. Minor changes have been made to the High Level Engagement Plan (**Attachment B**) to amend consultation dates.
5. This report contains the information requested by Council decision on 9 May 2023 where Council sought:
  1. *A report from Administration on the current situation for homeless people and rough sleepers including the model for funding and support arrangements for homeless people and rough sleepers that currently apply in the City of Adelaide.*
  2. *A homelessness round table be developed to consult with key stakeholders about the role of Council in achieving zero functional homelessness and to be chaired by the Lord Mayor.*
  3. *Administration provide proposals for funding support services and include these for consideration in 2023/24 budget, including as part of the grants program and the quarterly financial reporting process.*

### **Model for Funding and Support Arrangements**

6. The Commonwealth and State Governments have primary responsibility for housing and homelessness funding as reflected in the [National Housing and Homelessness Agreement](#).
7. This funding supports a range of services for rough sleepers in the City of Adelaide including:
  - 7.1. Homelessness and Vulnerable People project
  - 7.2. Partnership Agreement with the Adelaide Zero Project working Towards Functional Zero Methodology
  - 7.3. Social Impact Bonds for centres such as Hutt Street Centre
  - 7.4. Low cost to no cost (peppercorn) leases for non-for-profit service providers
  - 7.5. Affordable housing agreements
  - 7.6. Toward Home Alliance
  - 7.7. Street Connect Service
  - 7.8. Safety and Wellbeing Taskforce
  - 7.9. SAPOL public safety and crime prevention
  - 7.10. Drug and Alcohol Services

- 7.11. Sobering up unit
- 7.12. Health services at major hospitals
- 8. Addressing homelessness requires an inter-governmental and non-government sector response.
- 9. Local government such as the City of Adelaide delivers or brokers initiatives for vulnerable people, including people experiencing homeless in the city, using a range of programs and strategies.
- 10. Council's current funding commitment is guided by its [Homelessness, Social Housing and Housing Affordability Policy](#) which outlines the City of Adelaide's role in homelessness as a facilitator and advocate.
- 11. Council's current funding commitment for homelessness includes:
  - 11.1. Council's Annual Business Plan and Budget 2022/23 committed \$300,000 to 'Work with Government, homelessness, health and housing organisations to achieve Functional Zero Rough Sleeping in the City'. This funding is primarily associated with delivery of the Adelaide Zero Project.
  - 11.2. At its meeting on [9 August 2022](#), Council resolved to extend the current partnership with the Australian Alliance to End Homelessness until June 2024 to the value of \$335,301 for the backbone coordination of the Adelaide Zero Project (AZP) (subject to further commitment from the State Government to the South Australian Alliance to End Homelessness).
  - 11.3. The State Government receives funding through the National Housing and Homeless Agreement to the SA Housing Authority.
  - 11.4. In recognition of the unique role capital cities play in responding to homelessness and people sleeping rough, City of Adelaide receives annual funding from the SA Housing Authority for the Homeless and Vulnerable People Project. This funds Council's 0.4 FTE (\$47,300 for 2023/24) which Council contributes funding of 0.2 FTE for a total employee resource of 0.6 FTE.
  - 11.5. City of Adelaide's employees including Social Planners, Community Safety Officers, Cleansing, Customer Service, Community Centre, Place Coordinators, and Library Officers also support vulnerable people who may experience homelessness in the City of Adelaide.
  - 11.6. City of Adelaide works with key city stakeholders to facilitate connection to service providers. People are linked in through [Street Connect](#) which links to Toward Home, the Alliance of Specialist Homeless Services funded by the State Government.
  - 11.7. A range of Council employees advocate for city stakeholders in a variety of networks with key government and non-government agencies. This includes working to support early intervention programs, assisting police and advocacy for cultural responses for people who are visiting from remote communities.
  - 11.8. Council offers Community Impact Strategic Partnership for up to 3 years and this is 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 to deliver a targeted community development program called 'Build Your Tribe' which:
    - 11.8.1. Supports 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.
    - 11.8.2. Provides training for Council Customer Service employees 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.
  - 11.9. The City of Adelaide's 2023/24 Business Plan and Budget includes:
    - 11.9.1 Commitment to the Adelaide Zero Project
    - 11.9.2 Support through rate rebates for specialist homelessness services providing up to 100% rate rebates
    - 11.9.3 Support through Community Impact Grants to facilitate capacity building, promote social inclusion and increase independence
    - 11.9.4 Support for a new permanent Social Planner position to focus on access to housing and homelessness support. This will be partially resourced by the State Government through the Homelessness and Vulnerable People Project (0.4 FTE).

12. Capital Cities typically experience homelessness at higher rates than metropolitan areas. As per the National Housing and Homelessness Agreement, most Capital Cities in Australia support housing policy and services that influence housing affordability. Across Australia there are varied approaches employed by local government which is outlined in **Attachment A**. Common approaches by Capital Cities include:
  - 12.1. Support for a housing first approach.
  - 12.2. Work in coordination with direct service providers, police and health services to provide support to people rough sleeping.
  - 12.3. Community development support services to reduce the drivers of homelessness.
  - 12.4. Work towards specific targets of reducing homelessness and rough sleeping.

#### **Policy Development to address Homelessness**

13. The purpose of the discussion paper contained in **Attachment A** is to inform stakeholder engagement, including a round table to address Homelessness.
14. The proposed approach to stakeholder engagement is provided in **Attachment B**.
15. A homelessness round table, chaired by the Lord Mayor, will be held to consult with key stakeholders about the role of Council in achieving zero functional homelessness.
16. The Federal Government will be undertaking public engagement on its policy to address homelessness, and there will need to be clear messaging around the two processes.

#### **Next Steps**

17. General consultation in line with the Engagement Plan.
18. A homelessness round table is being prepared for Homelessness Week, 7-13 August 2023.
19. The draft Homelessness Policy will be developed post consultation between August to September 2023.
20. Policy finalised through Committee to Council by December 2023.

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## DATA AND SUPPORTING INFORMATION

**Link 1** – National Housing and Homelessness Agreement

**Link 2** – Homeless, Social Housing and Housing Affordability Policy

**Link 3** – Council Meeting 9 August 2022

**Link 4** - Street Connect

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## ATTACHMENTS

**Attachment A** – Discussion Paper on Homelessness Policy for Public Consultation

**Attachment B** – Engagement Plan Homelessness Policy

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