Current work - homelessness, social and affordable housing

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Director Strategic Projects  
City of Melbourne

Why Action is Needed Across the Housing Continuum

- Growing human cost of homelessness
- Increasing drug usage & vulnerability
- Increasing mental health cost to government
- Inadequate investment in public housing redevelopment
- State policies constraining CH sector growth
- Services not keeping up with demand
- Lack of investment in new models
- Closure of crisis accommodation
- Declining public housing & growing wait list
- Lack of adequate funding for appropriate support
- Relatively immature CH market in Victoria
- Declining housing affordability for key workers & creatives
- Lack of diversity of affordable housing types to address bottlenecks in the housing continuum
- Homelessness
- Rough Sleeping & Homelessness
- High Need / Supported Housing  
  Emergency Housing  
  Common Ground
- High Need Public & Community Housing  
  Tenancy (at risk)
- Full Private Rental (at risk)
- Affordable Housing  
  Subsidised Private Rental (below 1% of market rent)
- Subsidised Home Purchase (affordable to buy)  
  Shared Equity  
  Community Land Trusts
- Low Net Contributor
- Low Cost to Government
- High Net Contributor
- High Cost to Government
- Low Homelessness
- Low Social Housing
- Low Affordable Housing
- Low Market Housing
- High Homelessness
- High Social Housing
- High Affordable Housing
- High Market Housing

Inner Melbourne Action Plan
Making Melbourne More Liveable
Homelessness and housing - the key challenges

- Rising homelessness - with increased incidence and ‘visibility’ of persons sleeping rough
- Shortage of affordable housing is the key cause of homelessness - and a barrier to solutions
- Scale of the affordable housing problem - it is already significant and growing
- Broadening need for affordable housing - now extends beyond very low and low income households, to moderate income households
- Need for a greater diversity of Affordable Housing products across the continuum of need - from rough sleepers to moderate income households / key workers
- Lack of Government Funding - need for new funding streams, financing and delivery models to grow the supply of affordable housing
- Limited outcomes via the Planning System - is not realising its potential

Homelessness and housing – what’s needed

- ‘Housing First’ approach for persons experiencing homelessness
  - More permanent housing - to get people into secure housing
  - Provision of wrap-around support services - to keep people in housing eg. Common Ground model
- Growing housing supply across the continuum of need - will address bottlenecks in the housing system
  - Housing supply - prevents people slipping backwards when affordable housing is available in each segment of the housing continuum
  - Housing support - enables people to move forward in the housing continuum and prevents a return to homelessness
- Effective Planning Mechanisms - potential to deliver both scale and diversity of housing via private sector
  - Increased take-up of Voluntary Agreements - new delivery models & further incentives (planning and financial) needed
  - Mandated ‘Inclusionary Zoning’ – essential to contribute scale of affordable housing - advocacy to Govt. needed
### Current initiatives - addressing Homelessness

<table>
<thead>
<tr>
<th>Lead</th>
<th>Initiative</th>
<th>Deliverables</th>
</tr>
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<tbody>
<tr>
<td><strong>Regional projects</strong></td>
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<tr>
<td>IMAP</td>
<td>• Street Count (bi-annual)</td>
<td>• Understanding the number of people who are sleeping rough across region &amp; change over time</td>
</tr>
<tr>
<td>IMP1</td>
<td>• Investigation of Common Ground / Site Identification (CoM, YCC, CoPP)</td>
<td>• Establishment of a Common Ground facility in each municipality (supported housing for persons sleeping rough - based on Housing First principle)</td>
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<tr>
<td><strong>Council projects</strong></td>
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</tbody>
</table>
| CoPP | • Port Phillip Zero:  
  • ‘By Name list’ - 'live' counts/connection to services  
  • ‘Functional Zero’  
  • Housing & Homelessness Service (on-going) | • Early/rapid intervention and co-ordinated agency response to get people into stable supported housing  
  • Housing information, outreach support and referral services  
  • Assisting People Who Sleep Rough (based on Protocol)  
  • Response to sudden Rooming House Closures (based on Protocol)  
  • Direct access to public housing via Sponsorship Housing Agreement - nomination rights (437 older persons units in 5 estates)  
  • Facilitated 38 units in a leased temporarily vacant private building for homeless older single women |
| CoM | • Service coordination – direct outreach to people sleeping rough  
  • Lord Mayors advocacy | • Early/rapid intervention and co-ordinated agency response to get people into stable supported accommodation – various initiatives see Attachment 2  
  • Advocacy for Govt. funding / program to deliver housing targeted at persons experiencing homelessness |

1 IMP - Inner Metro Partnership (partnership between CoM, YCC, CoPP and State Government)

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### Current Projects - addressing Housing Supply

<table>
<thead>
<tr>
<th>Lead</th>
<th>Project</th>
<th>Deliverables</th>
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</table>
| IMAP | • Community Land Trust Research Project (‘how to’ manuals) | • New Model for shared equity home ownership (targeted at moderate income households/addresses bottlenecks)  
  • Analysis of the PRADS Model | • New Model for private market affordable rental housing delivery under voluntary planning agreements (targeting moderate income households/addresses bottlenecks)  
  • Regional affordable housing needs framework & investigation of planning mechanism for affordable housing  
  • Joint CoM, YCC and CoPP submission to the Ministerial Advisory Committee on Planning Mechanisms for Affordable Housing (individual Council submissions also made) | • Regional housing need: justification for planning mech. / inform negotiation of vol. agreements  
  • Inclusionary Zoning model and strengthened voluntary planning mechanisms  
  • Advocacy for Inclusionary Zoning and increased up-take of voluntary planning agreements |
| IMP1 | • Fishermans Bend Social and Affordable Housing Guidelines | • Clarity for implementation of established planning controls, approach to ‘land’ viability, equating value of different housing contributions (e.g. gifted social / subsidised private rental) |
| F’Bend Taskforce | • Fishermans Bend Social and Affordable Housing Guidelines | • New Model for shared equity home ownership (targeted at moderate income households/addresses bottlenecks)  
  • Analysis of the PRADS Model | • New Model for private market affordable rental housing delivery under voluntary planning agreements (targeting moderate income households/addresses bottlenecks)  
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  • Inclusionary Zoning model and strengthened voluntary planning mechanisms  
  • Advocacy for Inclusionary Zoning and increased up-take of voluntary planning agreements |
| CoPP | • Public Housing Estate Redevelopment (MOU)  
  • Implementation of Fishermans Bend Planning Controls (Am GC 81)  
  • Implementation of In Our Back Yard Program (Am C270)  
  • Direct Council investment (cash / land) / leveraging investment from others (state govt. / community housing sector etc)  
  • Facilitating partnerships | • Increase yield, mix, diversity and quality of housing on estates in partnership with DHHS  
  • Negotiated affordable and social housing – via 6% policy requirement  
  • New Social Housing – via dwelling density ‘uplift’  
  • New community housing and/or a Common Ground  
  • Supporting HousingFirst to leverage PPHT assets  
  • Increased yield - Public Housing Estates / existing social housing sites  
  • Strengthened planning controls |
| CoM | • Implementation of planning controls:  
  • Floor Area Uplift - Middle Grid/Southbank (Am C270)  
  • West Melbourne Structure Plan (Am C305)  
  • West Melbourne Waterfront (Am C221)  
  • Fishermans Bend. (Am GC 81)  
  • Inter-Council Affordable Housing Knowledge Sharing Forum | • Private sector delivered affordable and social housing  
  • Sharing ideas and identifying common advocacy opportunities (hosted by CoM, attended by approx. 20 Victorian Councils) |

1 IMP - Inner Metro Partnership (between CoM, YCC, CoPP and State Government)
### Integrated Municipal and Regional Approaches Across the Housing Spectrum - Homelessness

**Projects**
- IMP: Homelessness Street Count (CoM, CoPP, CoC)
- CoPP: Port Phillip JERS, Functional Homelessness / ‘By Name’ List

**Approaches**
- Integration of affordable housing & homelessness - ‘Housing First’ principle and supported housing - responds to increasing homelessness
- Increasing the supply of social housing - addressing the needs of households living in private rental stress or at risk of becoming homeless
- Increasing the supply of affordable housing - reducing pressures down the housing spectrum

**Housing Spectrum**
- Homelessness
  - Rough Sleeping & Homeless
  - High Need Supported Housing
- Social Housing
  - Public Housing Tenancy
  - Community Housing Tenancy
- Affordable Housing
  - Subsidised
    - High Need Private Rental - at risk
    - Affordable community housing (rent as a % of market rent)
    - Shared Equity (CoM, CoPP, CoC)
  - Private Rental (below 50% of market rent)
  - Subsidised Home Purchase (Rent to Buy, Shared Equity, CLTs)

**Objective**
Objective is to move persons up the housing spectrum

### Attachments

**Attachment 1:** City of Port Phillip - approach & projects

**Attachment 2:** City of Melbourne - approach & projects
City of Port Phillip

Approaches to homelessness, social and affordable housing

CoPP affordable housing policy

*In Our Backyard Growing Affordable Housing in Port Phillip* strategy (2015 - 2025)

- Growing the supply of social and affordable housing (for very low, low and moderate incomes) through
  - Direct contributions (Council land and cash) to deliver new Community Housing – focus on low income/vulnerable/disadvantaged households
  - Partnering with DHHS - Public housing estate redevelopment
  - Private sector delivery via planning mechanisms - advocating, investigating and applying planning mechanisms for private sector delivery of social and affordable housing
- Approach emphasises
  - Entering into multiple and diverse partnerships - with government, and the community housing, philanthropic and private sectors
  - Leveraging contributions - maximise leverage from other partners to increase the benefit from Council contributions
CoPP homelessness policy

The Think & Act Homelessness Action Strategy includes the following themes:

- Building a more informed response to addressing homelessness (increased awareness, improved data)
- Staying connected (programs to connect persons experiencing homelessness with service providers)
- Being inclusive (approaches to engagement of persons experiencing homelessness)
- Focus on prevention and early intervention (access to affordable housing & support services / integrating service responses)

Specific initiatives and programs include:

- Homelessness service – Rough Sleeping outreach worker (located at Launch Housing) providing outreach response for persons sleeping rough
- Sponsorship Housing - nomination rights for housing 437 older persons - access to 10.6% of social housing / 18% of public housing
- Sudden Rooming House Closure Protocol - multi-agency process to attempt to relocate residents of rooming houses that are closing
- Port Phillip Protocol for Assisting People Who Sleep Rough - Local Law model balancing humane responses for rough sleepers with arising amenity issues

A cross-sector partnership providing targeted, co-ordinated outreach, housing and support response with service agencies to reduce rough sleeping and identify opportunities for new supported housing. Key approaches:

- ‘By Name List’ - knowing each person who is homeless by name at any time, why they are homeless, night-to-night changes, length of time to house them and why, system blockages/barriers (not relying on but including static census or periodic street counts)
- ‘Functional Zero’ - seeking a functional zero level of homelessness (rather than absolute zero level) where the inflow of persons known/yet to be housed is less than the number of persons housed or no longer homeless
- Early intervention and Housing First principle - getting people rapidly into stable housing with wrap around support
**Council Roles: Housing Products and Target Income Ranges**

**In Our Backyard policy levers**
- Lever 1 - Direct Property & Cash contributions
- Lever 2 - Inclusion of community housing in divested properties
- Lever 3 - Public housing estate redevelopment
- Lever 4 - Port Phillip Housing Trust leveraging
- Lever 5 - Applying voluntary and mandatory planning mechanisms
- Lever 6 - Facilitation of other organization’s projects
- Lever 7 - Research on new housing models

**Spectrum of Housing Products**
- Supported Housing (Common Ground)
- Public Housing
- Community Housing (very low & low income)
- Community Housing (moderate income)
- Private Renting Housing
- Rent to Buy
- Affordable Build to Rent
- Shared Equity Housing
- Community Land Trusts
- NRAS Subsidised Housing

**Income Ranges**
- Very Low (below 30%)
- Low (below 30%)
- Moderate (5-70%)
- High (70-100%)

**Priority Access**
- Registraton of Interest
- Priority Access
- Voluntary Agreements

**Attachment 2**

**City of Melbourne - Overview**

Current regional initiatives/partnerships
- Inner Metro Partnership
  - Housing
    - Planning mechanisms working group
  - Homelessness
    - Homelessness and sleeping rough working group
    - Partnership with State Government to deliver Service Coordination Project
    - Pursuing supported homelessness accommodation options
- Inner Melbourne Action Plan
- Council of Capital City Lord Mayors
In 2019-2020, we are spending $1.8 million to build on our response to homelessness.

This includes:

- $480,000 to Frontyard Youth Services
- $438,000 to operate the Night Time Safe Space at the Salvation Army's Integrated Night Time Safe Space in Bourke Street
- $377,000 for the Daily Support Team that works directly with rough sleepers
- $341,000 for grants including Youth Street Teams, a women's homelessness project, a legal project, a weekend meals program.

Our Goal

The long term goal is safe and sustainable housing for people who are homeless with the aim of preventing, reducing and ending homelessness in Melbourne.

We partner with homelessness services, the State Government and the Corporate and Philanthropic sectors to create pathways out of homelessness into secure housing.

In our 2019 Council Plan, we have committed to establish mechanisms and partnerships to enable donations from the corporate and philanthropic sectors to help provide additional crisis accommodation and support services within inner metropolitan municipalities for rough sleepers and those at high risk of homelessness.

The City of Melbourne leads a multifaceted approach in responding to homelessness that addresses the complex drivers of homelessness while providing services and support for people in need.
National

CCCLM recognises that the pathways into and out of homelessness are complex and varied, and therefore calls on the Federal Government to develop a National Housing and Homelessness Strategy that accounts for the provision of additional social and affordable housing, addresses the delivery of wrap around support services, supports preventative programs that address the drivers of homelessness, provides further assistance for crisis accommodation and manages the relief and reinvestment of housing debt.

This strategy must be developed in consultation with all stakeholders, including local government, the private sector, and the housing, homelessness and social services sectors.

CCCLM has set the target of halving their homelessness by 2025, and ending it by 2050.

The Council of Capital City Lord Mayors is calling for the following:

- Create a COAG Council of Housing Ministers as a priority to facilitate action on housing and homelessness.
- Develop a long-term integrated National Housing and Homeless Strategy.
- Provide urgent funding for the development of five strategic inner-city sites.
- Review the Commonwealth Rent Assistance program and Centrelink policies to ensure they do not contribute to housing stress and homelessness.
- Review the state and territory government housing debt on the basis saving will be used for social housing.
- Fund culturally appropriate housing and wrap around support services for Aboriginal and Torres Strait Islander peoples.

Regional

IMP & DHHS

Building Pathways to Home

VISION

Rapidly build a networked supply of supported homelessness accommodation that provides respite, wrap around services and pathways into permanent housing for people sleeping rough in Melbourne.

Regional

IMAP

Street Count

The City of Melbourne has undertaken the StreetCount biennially since 2008. In 2018 StreetCount was the first joint count undertaken across the cities of Melbourne, Port Phillip, Yarra, Stonnington, and Maribyrnong.
**THE LIVED EXPERIENCE - IN THEORY**

**THE REALITY OF HOMELESSNESS**

**THE SIMPLE JOURNEY OUT OF HOMELESSNESS!**

**THE LIVED EXPERIENCE – IN PRACTICE**

- Stable accommodation quickly as possible
- Early Intervention
  - Intake, assessment and support, skills development for senior people
  - Specialist prevention, support and referral for vulnerable women
  - Mobile intake, assessment and referral
  - Health and housing outcomes for people through coordinated care

**Points of access**

**City of Melbourne service system**

**Existing**
- Intake assessment, prioritisation and support allocation via existing common framework (DST)
- Intake via council funded programs (Salvos, Hots pots Metro, Melbourne Homelessness Advisory Committee)
- Intake referral via council departments (Park rangers, compliance teams)
- Entry through referrals into Service Coordination

**Early Intervention**
- Coordination of tailored accommodation referrals, support provision and escalation of vulnerable people to resources through service coordination
- Facilitation of referrals to supported housing programs and housing first support.

**Stable accommodation quickly as possible**
- Provision of social integration and connection programs such as café meals and women’s circus (Cohealth)
- Peer support through OAP
- Outreach GP
- LGBTIQ inclusive training tool

**Support to maintain accommodation**
- Provision of social integration and connection programs such as café meals and women’s circus (Cohealth)
- Peer support through OAP
- Outreach GP
- LGBTIQ inclusive training tool

**Projected Outputs**
- Over 400 people assisted to access stable accommodation with coordinated service response
- Approx. 1152 (288 per year) distinct client contacts via DST
- Up to 7,000 young people supported to access key housing and health services via Frontyard
- Around 4,500 people assisted to access health and housing services via Central City Community Health

**Enablers:**
- Community capacity building
- Street Count data
- Collective Impact Approach (SCP)
- Provision of Networks (CoM)
- Capital City Lord Mayors (CCCLM)
- Partnerships with State Government
- Training and education with grassroots homelessness organisations
- Evaluation of new initiatives
- "Post sleeping rough research" through Cohealth
I based this on 100 new referrals each year to the SCP

Sian Mulgrew, 18/07/2019
### PROGRAM SNAPSHOT

#### Pathways and Partnerships

<table>
<thead>
<tr>
<th>Melbourne Service Coordination*</th>
<th>Central City Community Health</th>
<th>Lord Mayor Charitable Foundation - Pathway Innovation Fund</th>
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<tbody>
<tr>
<td>Homelessness Daily Support Team*</td>
<td>Frontyard Youth Service*</td>
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#### Prevention and Responsiveness

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<thead>
<tr>
<th>Melbourne Service Coordination*</th>
<th>Integrated Night Time Safe Spaces</th>
<th>Homelessness Hotspots Committee</th>
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<tbody>
<tr>
<td>Homelessness Daily Support Team*</td>
<td>Central City Community Health</td>
<td>Inner City Squats Committee</td>
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<tr>
<td>Compliance Rough Sleeper Engagement Team</td>
<td>Frontyard Youth Service*</td>
<td>Coordinated Customer engagement</td>
</tr>
<tr>
<td>Social Worker in Libraries</td>
<td>Women's Homelessness Prevention Program</td>
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#### Advocacy, Evidence and Research

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<thead>
<tr>
<th>Council of Capital City Lord Mayors</th>
<th>Peer education and Support</th>
<th>StreetCount</th>
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<tbody>
<tr>
<td>Inner Melbourne Action Plan</td>
<td>Connect Respect Training</td>
<td>University and sector research partnerships</td>
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<tr>
<td>Inner Melbourne Partnership</td>
<td>Program monitoring and evaluation</td>
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<tr>
<td>Homelessness Advisory Committee</td>
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*denotes an initiative that operate across multiple areas

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### Response to people sleeping rough in Melbourne

- Rapid, Integrated, tailored services
- Collaboration & innovation between agencies and partners
- Systems level advocacy and change
Affordable Housing in the City of Melbourne

City of Melbourne - Partnerships

- Affordable housing mechanism pilot - Inner Metro Partnership - investigating planning mechanisms to enable affordable housing in the Inner Metro Region.

- Private rental housing delivery model - Inner Melbourne Action Plan - investigating a delivery model for private market affordable rental housing and planning and financial incentives to increase private sector take-up of voluntary affordable housing agreements.

- Inter-Council affordable housing knowledge sharing forum – hosted by The City of Melbourne and attended by approximately 20 Victorian Councils.
City of Melbourne - Existing mechanisms

Amendment C270 – uplift mechanism A Floor Area Ratio of 18:1 applies to the Hoddle Grid and Southbank. To date, no social housing has been delivered through this mechanism.

Amendment GC 81 – Fishermans Bend (Lorimer Precinct) – To date, no affordable housing has been delivered through this mechanism.

Amendment C309 West Melbourne Structure Plan – planning policy

Amendment C221 West Melbourne Waterfront – uplift mechanism To date, no affordable housing has been delivered through this mechanism.

Inclusionary Zoning Pilot on Surplus Government Land - This process is confidential and the number of dwellings anticipated is not yet known.

City of Melbourne - Current Strategic work

• Homes for People – Housing Strategy 2014-2018 - included the goal to help provide at least 1721 homes for low and moderate income earners by 2024.

• Review and broker affordable housing options to enable more affordable housing in the municipality (2018) – internal options paper - informed by extensive engagement with 31 organisations across various sectors.


• Affordable Housing Strategy - to be completed in early 2020.
Demand in the City of Melbourne – Housing needs analysis

<table>
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<tr>
<th>Demand for affordable housing, including social housing dwellings (2016 and 2036)</th>
<th>2016</th>
<th>2036</th>
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<tbody>
<tr>
<td>Demand (dwellings)</td>
<td>9450</td>
<td>27,150</td>
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<tr>
<td>Supply</td>
<td>3950</td>
<td>3950</td>
</tr>
<tr>
<td>Gap</td>
<td>5500</td>
<td>23,200</td>
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Definitions:

*Dwelling – a building used as a self contained residence*

*Household – the occupants of a dwelling*

Demand for social and affordable housing will grow by 17,700 dwellings by 2036 if we do not intervene.

Cost benefit analysis

Research commissioned by the City of Melbourne found that for every $1 of expense incurred in providing affordable housing, community benefits in excess of $3 will be generated.