



Burdekin-Youth in Action



Department for
Community Development

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Department of Housing and Works
Government of Western Australia



Meeting Youth Housing Needs in Broome Through Collaborative Practice Consultants Final Report



Prepared by Karel Eringa and Paul Pendergast
June 2003



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Consultants Final Report



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Meeting Youth Housing Needs in Broome Through Collaborative Practice: Consultants Report on Stage 1

June 2003

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1: Introduction

1.1 Project Overview

Meeting Youth Housing Needs in Broome Through Collaborative Practice is a project that was initiated by the Broome Youth Housing Working Party and funded by the Commonwealth Department of Family and Community Services. The aim of the project was to undertake extensive community consultation to identify the needs, issues and barriers to access faced by the target group of 12 to 24 year old, mostly Indigenous, young people.

This report describes the findings of Stage 1 of the project. The objectives for this stage of the project were:

- (· To identify the range of housing needs of youth living in the Broome Shire.
- (· To investigate existing housing models used to meet youth housing needs in the Kimberley and throughout relevant parts of Northern Australia.
- (· To identify and make recommendations on appropriate housing models which meet the identified needs of young people in the Broome Shire.

In Stage 2 of the project, a fully costed model will be developed of the recommendations that are identified by the *Working Party* as most feasible and appropriate for current needs. This model will be presented to the Broome community for comment.

In order to coordinate the project, a Steering Committee was formed called the *Broome Youth Housing Working Party*. Membership of the Steering Committee consisted of representatives from the following organisations:

- (· Broome Youth Support Group (Broome Drop In Centre)
- (· Burdekin - Youth in Action
- (· Commonwealth Department of Family and Community Services
- (· Department of Community Development – Family and Children’s Services
- (· Department of Community Development – Office for Children and Young People's Policy
- (· Department of Housing and Works.
- (· Kimberley Aboriginal Medical Services Council
- (· Marnja Jarndu Women’s Refuge

The project focused on young people who are homeless or at risk of homelessness. It included young people temporarily alienated from their family, young people from remote communities stranded in town, young people requiring permanent housing and young parents.

1.2 Methodology

Shelter WA and the Community Housing Coalition of WA won the tender. To help facilitate effective consultations with Indigenous communities and local young people, a local (Indigenous) Youth Liaison Officer was employed. The project team undertook extensive travel within the Shire of Broome and utilised a range of culturally appropriate strategies, to assess the extent of housing needs impacting on young people. Consultations took place at Beagle Bay, One Arm Point, Djarindjin, Bidadanga and in Broome Town.

To assist the consultation process, desk based research was used to produce three examples of youth housing models operating in various parts of Northern Australia. Following the consultation process additional desk based research was undertaken to further expand the examples of operational youth housing models. Firstly, a range of organisations in towns of similar size to Broome across the North of Australia were interviewed regarding their structure and scope. Secondly, a quantitative analysis of the housing needs of young people in the Shire of Broome was conducted, including, amongst other sources, data from the 2001 Census.

Through this process, Indigenous young people were identified as a priority need group. Finally, a model was developed, which combined a range of characteristics necessary to deliver housing services to young people in Broome effectively, efficiently and for a long period of time.

1.3 The Project Team

The project was implemented by Shelter WA and the Community Housing Coalition of WA.

Shelter WA is Western Australia's peak non-government housing research and policy organisation. We aim to improve housing access, affordability, appropriateness, safety and security for people on low incomes or who face disadvantage in the housing system.

The Community Housing Coalition of WA (CHCWA) is the peak representative and service organisation for over 300 organisations delivering non-government, not-for-profit housing to people on low incomes in WA.

Project staff included:

- (· Bonnie Dixon – Youth Liaison Officer
- (· Diane Niyati – CHCWA: Project Adviser
- (· Karel Eringa – Shelter WA: Project Coordinator
- (· Mike Newbiggin – CHCWA: Project Adviser
- (· Paul Pendergast – Shelter WA: Principal Researcher
- (· Tim Davis – Shelter WA: Assistant Researcher

1.4 Overview of the Report

Section 2: This section details the main housing issues in the Shire of Broome, and how these are likely to develop in the foreseeable future. The section is based on the outcomes of consultations with key stakeholders within the Shire of Broome, as well as a statistical profile of the area. The consultations were conducted between Monday 28th October and Friday 8th November 2002 and included focus groups with 19 separate organisations both in Broome and with communities on Dampier Peninsula.

Section 3: This section looks at examples of youth housing models in operation in the Northern Territory, North Queensland and the North of Western Australia. The information provided was obtained by conducting telephone interviews with representatives from fourteen different youth housing agencies, located in eleven towns of comparable size to Broome.

Section 4: This section details some options to establish an effective youth housing service in Broome.

2: Housing Issues in the Shire of Broome

This section details some of the housing issues facing young people in the Shire of Broome. The issues presented were initially identified through three processes: consultations with key stakeholders within the Shire of Broome, a survey of 30 Indigenous young people from Broome Town, Bidyadanga and communities on Dampier Peninsula, as well as discussions with the Steering Committee.

While the discussions with the Steering Committee occurred throughout the project, the consultations were conducted between Monday 28 October and Friday 8 November 2002. They included focus groups with young people as well as 19 separate organisations in Broome Town, Beagle Bay and One Arm Point. See Appendix 1 for a list of participants in the consultations, and Appendix 2 for a more comprehensive report on the outcomes of the consultations.

Where possible, quantitative data from the Australian Bureau of Statistics and other sources has been used to provide a context to the issues. However, it should be noted that for many of the issues identified accurate and recent quantitative information was not available.

2.1 Demographics

Table 1 gives a general overview of the population of the Shire of Broome. The table indicates that in 2001 the Shire of Broome had a population of 17,813,¹ with 86% (15,242) of these concentrated in Broome Town. One notable feature obvious from the table is the relatively large proportion of Indigenous people: 23% of the Shire's population identified as Indigenous. Although most (65%) of Indigenous people lived in Broome Town, as expected the proportion of Indigenous people in the communities North and South of Broome Town was much higher (an average of 92%). Finally, the pastoral region of the Shire had a similar proportion of Indigenous people to Broome Town (18%).

The age profile of the population of Broome is presented in Table 2. This table indicates that at the time of the 2001 Census nearly 20% of the population of the Shire of Broome was aged between 12 and 24. In addition, 46% of Indigenous young people were aged between 12 and 24 compared to only 10% for non-Indigenous. In other words, the representation of Indigenous people among the project's target group is over four times that for the non-Indigenous population. Finally, Indigenous young people are concentrated in Broome Town, with 61% living there; 33% of Indigenous young people lived in the communities, and the remaining 6% in the Broome Pastoral area.

On current trends, it is expected that the housing needs for young people identified below are unlikely to ease at any time in the foreseeable future. Between 1996 and 2000 the population of the Shire of Broome grew by 5.6%, this is four times the Western Australian average of 1.4%. The long term growth rate for the Shire of Broome is expected to continue at around 5.4% per annum².

¹ There appears to be some degree of uncertainty regarding the population of the Shire of Broome, due to the fact that a large number of workers live in the Shire during the tourist season, but reside elsewhere during the off-season. This report follows the figures provided by the ABS 2001 Census, data for which was gathered in May 2001, which in Broome is the lead up time to the peak tourist season. The effects of these seasonal fluctuations on housing and related services are described in the relevant sections of this report.

² Kimberley Development Commission, *Kimberley Economic Perspective*, 2001.

Table 1: Population profile, Shire of Broome 2001³

	Indigenous	non-Indigenous	not stated	Total
Broome (Town)	2,717	11,407	1,118	15,242
Broome (Pastoral)	216	931	71	1,218
Beagle Bay	277	23	0	300
Djarindjin/Lombadina	194	38	0	232
Bidyadanga	484	26	0	510
One Arm Point (Bardi)	295	16	0	311
Total	4,183	12,441	1,189	17,813
Broome (Town)	18%	75%	7%	100%
Broome (Pastoral)	18%	76%	6%	100%
Beagle Bay	92%	8%	0%	100%
Djarindjin/Lombadina	84%	16%	0%	100%
Bidyadanga	95%	5%	0%	100%
One Arm Point (Bardi)	95%	5%	0%	100%
Total	23%	70%	7%	100%

Source: Australian Bureau of Statistics, Census of Population and Housing 2001

Table 2: Age profile, Broome (ATSI Region) 2001

	Indigenous					non-Indigenous				
	0-11	12-17	18-24	25+	Total	0-11	12-17	18-24	25+	Total
Broome (Town)	840	351	330	1,196	2,717	1,500	420	898	8,589	11,407
Broome (Pastoral)	52	23	46	115	236	37	3	32	855	927
Beagle Bay	89	44	40	101	274	0	0	0	16	16
Djarindjin/Lombadina	52	36	32	77	197	6	0	0	29	35
One Arm Point (Bardi)	103	27	46	126	302	0	0	0	12	12
Bidyadanga	137	68	72	207	484	3	0	0	20	23
Total	1,273	549	566	1,822	4,210	1,546	423	930	9,521	12,420
Broome (Town)	31%	13%	12%	44%	100%	13%	4%	8%	75%	100%
Broome (Pastoral)	22%	10%	19%	49%	100%	4%	0%	3%	92%	100%
Beagle Bay	32%	16%	15%	37%	100%	0%	0%	0%	100%	100%
Djarindjin/Lombadina	26%	18%	16%	39%	100%	17%	0%	0%	83%	100%
One Arm Point (Bardi)	34%	9%	15%	42%	100%	0%	0%	0%	100%	100%
Bidyadanga	28%	14%	15%	43%	100%	13%	0%	0%	87%	100%
Total	30%	13%	13%	43%	100%	12%	3%	7%	77%	100%

Source: Australian Bureau of Statistics, Census of Population and Housing 2001.

Note: Excludes Indigenous status not stated.

With regard to young people, this group accounted for nearly 20% of the population of the Shire of Broome, with 45% of young people identifying as Indigenous. All non-Indigenous young people and 67% of Indigenous young people lived in Broome Town or Pastoral areas.

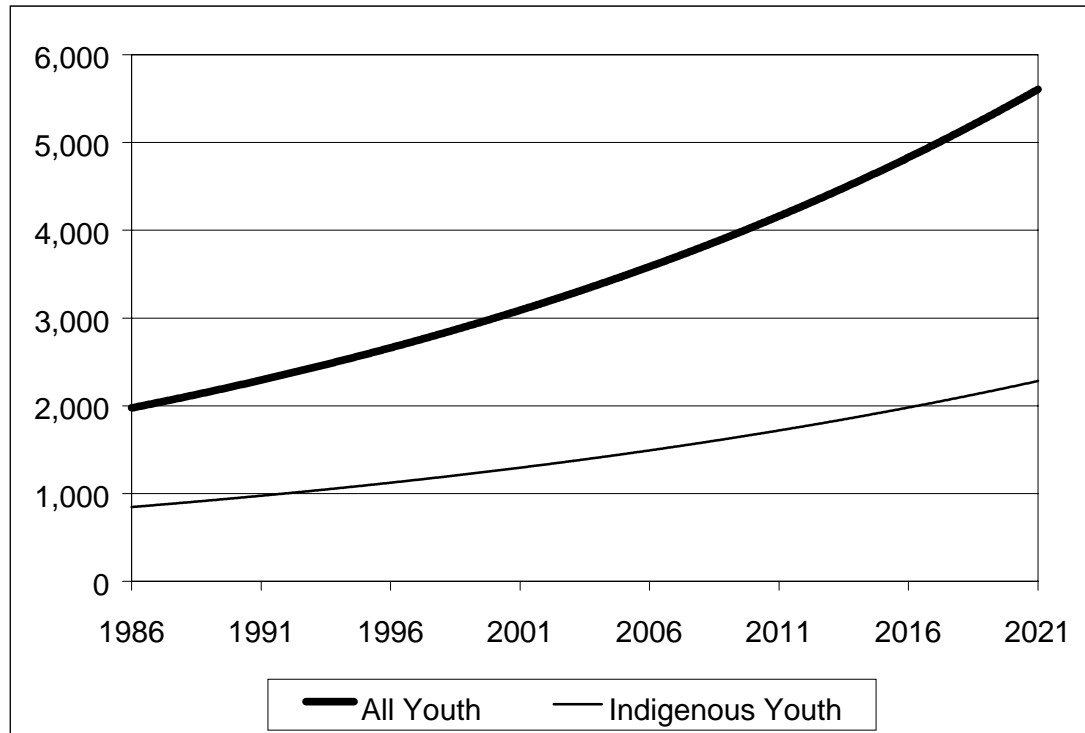
Figure 1 below provides forward projections of the number of Indigenous and all young people in the Shire of Broome. Care should be taken in interpreting these

³ The ABS Statistical Local Area of Broome (SLA 545100980) is equivalent to the Shire of Broome. The ABS distinguishes six subdivisions in this SLA, being Broome (including surrounding areas: IARE 21001: 897.8 km²), Bidyadanga (IARE 21005: 0.8 km²), Beagle Bay (IARE 21010: 2 km²), Djarindjin / Lombadina (IARE 21015: 2 km²), Bardi / One Arm Point (IARE 21020: 0.8 km²) and Broome Pastoral Areas (IARE 21025: 54892.1 km²). The term Broome Pastoral is therefore used to indicate those parts of the Shire of Broome that are not part of Broome or the five major Indigenous communities. The area mainly consists of cattle stations, but also includes 31 dwellings classified as community housing, which are all occupied by Indigenous people. The ABS was unable to clarify further where these dwellings might be located.

figures, as they are taken from a small base and are therefore indicative only. In addition, they are based on ABS data, the figures are for 10-24 year olds, rather than the 12-24 year age range used elsewhere in this paper.

Contrary to expectations, the growth rate of Indigenous young people has been very similar to that of all young people: both grew by just under 60% between the 1986 and 2001 Census years. This appears to be due to the fact that a higher migration rate from non-Indigenous families and young people into the Shire compensates for a higher natural growth rate among Indigenous people.

Figure 1: Target Group Population Projections, Broome (ATSIC Region) 1986-2021



Source: ABS, Census Data 1986, 1991, 1996 and 2001.

On current trends, the number of young people in the Shire of Broome will almost double over the next 20 years. The number of Indigenous young people is expected to increase from just over 1,300 in 2001 to more than 2,000 by 2021. The total number of young people is expected to increase from around 3,100 in 2001 to around 5,700 by 2021.

2.2 Housing Tenure

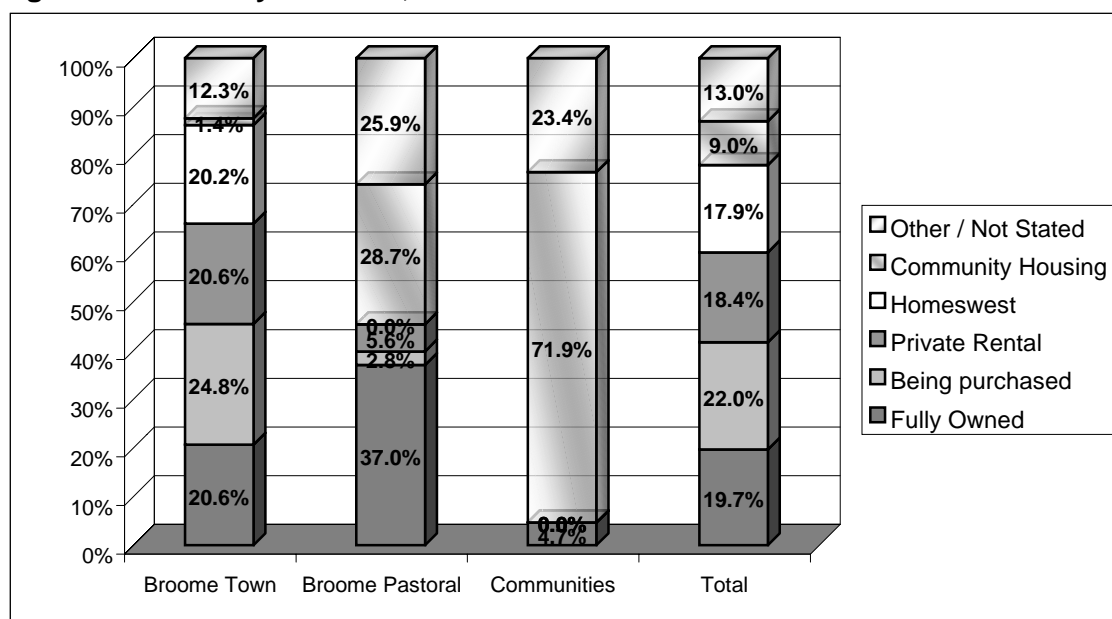
While specific data for young people is not available with regard to housing tenure, it is nevertheless interesting to note some general patterns. Figure 2 and Table 3 below show that in the Shire as a whole, 31.7% of dwellings are either fully owned or being purchased. 18.4% are being rented from a private landlord or real estate agency, and 26.9% are in public or community housing. The remaining 13.0% of dwellings was categorised as 'other' and included GEHA⁴, other employer provided rental accommodation and zero rent. This compares to State averages of around 70% owned or purchased, 25% private rental and 5% public and community housing.

The data also reveals some marked differences between Broome Town and the communities. The main facts to note are that:

- there is a high proportion of community housing in the communities,
- all Homeswest stock is located in Broome Town, and
- the rate of home ownership and purchasing is very low in the communities.

Finally, in the Broome Pastoral area both the rate of fully owned properties (37.0%) and other tenures (25.9%) are relatively high. The latter is due mainly to accommodation provided by private employers.

Figure 2: Tenure by Location, Shire of Broome: 2001⁵



Source: ABS, Census Data 2001

⁴ GEHA, the Government Employees Housing Authority, provides subsidised accommodation to employees of the Western Australian Government in all parts of Western Australia apart from the Perth Metropolitan Area, Mandurah and Bunbury.

⁵ While most of the tenure categories used in this figure will be self-explanatory, three require some further explanation:

- 'Private rental' includes dwellings rented from real estate agents and private landlords.
- 'Community housing' is housing that is provided by not-for-profit organisations. This includes dwellings managed by Indigenous communities and dwellings that are managed by their tenants (housing cooperatives). In the Shire of Broome, many dwellings classified as community housing are owned by the Department of Housing and Works but managed by a not for profit organisation.
- 'Other / Not Stated' is a catch all category used by the ABS to refer to dwellings that cannot easily be classified under the other tenures, where respondents failed to answer the relevant question, or where no survey form was returned. This category includes rent free housing, GEHA and other employer provided housing.

Table 3 and Figure 3 below show that the situation is even more exaggerated for Indigenous people. Only one in six (16.5%) Indigenous households in the Shire of Broome own or are purchasing their home, with 4.7% in private rental, 38.7% in Homeswest accommodation and 31.9% in community housing. More than 90% of Indigenous households in the communities live in community housing, while more than half in Broome Town live in public rental. The rates of home ownership and home purchasing in the communities are extremely low. Finally, the high proportion of other tenures in the Broome Pastoral area (35.1%) is worth noting. Again, this appears to be due mainly to accommodation provided by private employers.

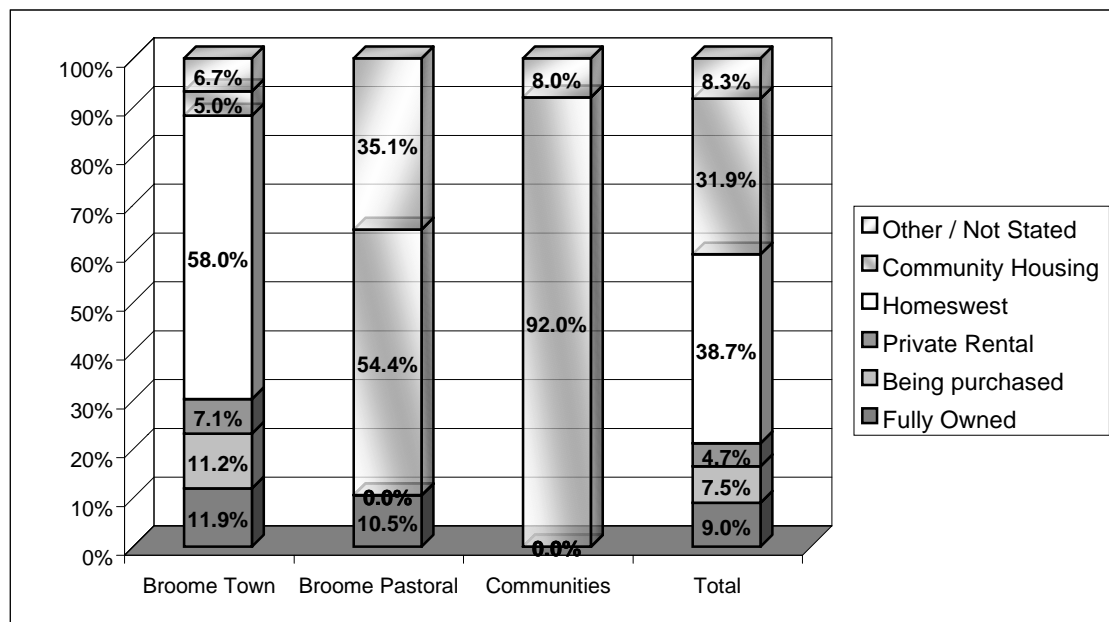
Table 3: Rental Housing Tenure by Location and Indigenous Status: 2001

	ALL								Total
	Fully Owned	Being purchased	Private: Landlord	Private: Agent	Homeswest	Community Housing	GEHA	Other / Not Stated	
Broome Town	604	725	265	338	592	41	266	95	2,926
Broome Pastoral	40	3	6	0	0	31	0	34	114
Beagle Bay	3	0	0	0	0	46	0	15	64
Djaridjin/Lombadina	0	0	0	0	0	45	0	13	58
One Arm Point	0	0	0	0	0	58	3	0	61
Bidyadanga	3	0	0	0	0	77	0	8	88
Communities	6	0	0	0	0	226	3	36	271
Total	650	728	271	338	592	298	269	165	3,311

	INDIGENOUS								Total
	Fully Owned	Being purchased	Private: Landlord	Private: Agent	Homeswest	Community Housing	GEHA	Other / Not Stated	
Broome Town	69	65	11	30	336	29	30	9	579
Broome Pastoral	6	0	0	0	0	31	0	20	57
Beagle Bay	0	0	0	0	0	46	0	4	50
Djaridjin/Lombadina	0	0	0	0	0	42	0	6	48
One Arm Point	0	0	0	0	0	55	3	0	58
Bidyadanga	3	0	0	0	0	74	0	0	77
Communities	3	0	0	0	0	217	3	10	233
Total	78	65	11	30	336	277	33	39	869

Source: ABS, Census Data 2001

Figure 3: Tenure by Location, Indigenous Households: 2001⁶



Source: ABS, Census Data 2001

⁶ See Figure 2 for explanations of the tenure categories.

2.3 Homelessness

The consultations identified homelessness as one of the main issues faced by young people in the Shire of Broome. Before discussing this issue, however, it is necessary to define homelessness. For the purposes of this paper, a definition will be used that has been widely accepted nationally, and was also used by the 2002 WA Homelessness Taskforce:

Homelessness is one extreme of a spectrum of disadvantage in terms of access to safe, affordable and secure housing. Homelessness has an implication of lack of options or choice. A person is homeless if he or she has inadequate access to safe and secure housing. Inadequate housing is defined as follows:

- (· damages, or is likely to damage, the person's health; or
- (· threatens the person's safety; or
- (· fails to provide access to adequate personal amenities and the economic and social support that a home normally affords.

There are three broadly accepted categories of homelessness:

- (· primary homelessness or those that are sleeping rough without a roof over their head;
- (· secondary homelessness or those in crisis accommodation or staying with friends/relatives; and
- (· tertiary homelessness where people are living in insecure accommodation such as boarding houses, caravan parks or rooming houses.

The Taskforce also found that there is no reliable measure of homelessness. Statistics with regard to homelessness are difficult to come by, and notoriously unreliable in the Shire of Broome as they are for Western Australia as a whole. However, there are some indications that verify the general perception revealed in the consultations that homelessness is a significant problem in Broome.

One indication is that during 2001, Burdekin – Youth In Action assisted 35 young people who are homeless or at risk of homelessness.⁷ Another indication is Centrelink statistics, which show there are 77 single young people in the Broome area (post code 6725) currently receiving Youth Allowance at the Independent Rate. Of these, 31 (40%) are in receipt of the Independent Rate because it is unreasonable to live at home (ULH) on the grounds of homelessness and all but one of these recipients is under the age of 18 years.⁸ This is nearly four times the national average of 11% in 2000.⁹

Apart from singles, young single parents were also identified as a high needs group during the consultations. Centrelink data for Broome indicates there are 93 recipients of Parenting Payment (single), of these 71 (76%) live in Broome and 22 (24%) live in the communities. 18 (19%) are under 20 years old and 6 (6%) are under 18 years.¹⁰ In addition, the 2001 Census reported 60 one parent families in Broome (4% of 15 to 24 year olds) with the parent being between 15 and 24 years. 92% of these families were headed by young women.

⁷ Reconnect Data Report, Evaluation Research & Analysis Section Youth & Students Branch, December 2001.

⁸ Centrelink, Internally Generated Report by Cathy Young (Broome Office), December 2002.

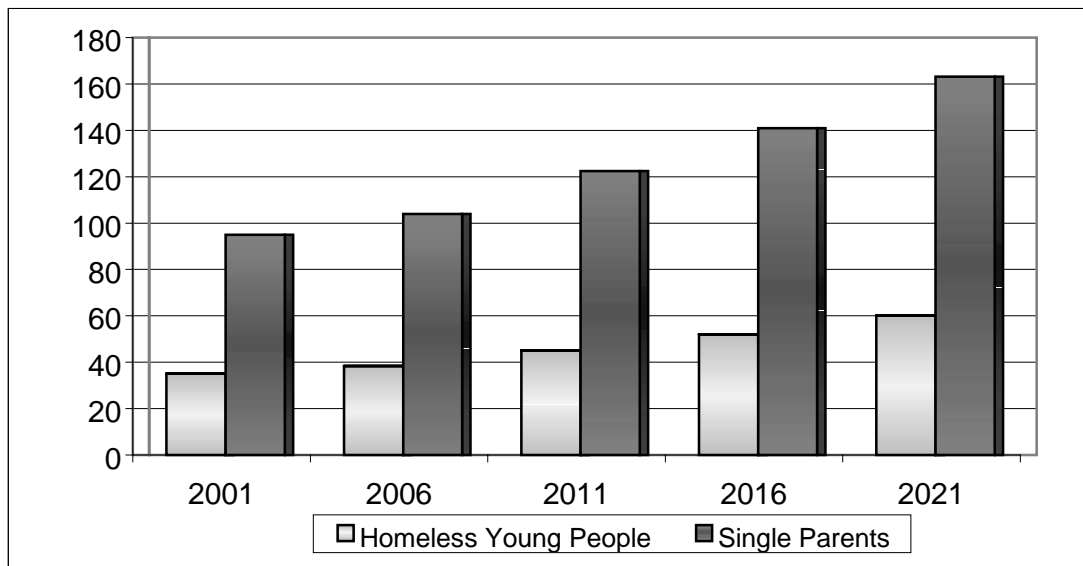
⁹ Centrelink, 2001, Youth Allowance Evaluation – Final Report, Canberra.

¹⁰ Centrelink, Internally Generated Report by Cathy Young (Broome Office), December 2002.

According to Centrelink, there are currently 111 young people (under 25 years) receiving the CDEP participant supplement ('top up') of \$20.80 per fortnight. Of these, 55 reside in remote communities.¹¹

Finally, Figure 4 projects the number of homeless young people singles and single parents for the next twenty years on the basis of historic data on population growth and the rate of youth homelessness. Care should be taken when using these figures, as there are many variables impacting on youth homelessness that cannot be predicted on the basis of historic data. This projection is therefore indicative only, but does demonstrate that there is likely to be continued and growing demand for housing services for homeless and low income young people.

Figure 4: Projection Homeless Young People in the Shire of Broome, 2001-2021



Source: Centrelink Data, Reconnect Service Report 2001 and Shelter WA projections.

¹¹ Centrelink, Internally Generated Report by Cathy Young (Broome Office), December 2002.

2.4 Overcrowding

Throughout the consultation process, overcrowding was identified as the biggest issue impacting on Indigenous households. Overcrowding is a hidden form of (secondary) homelessness, which has been demonstrated to have a severely detrimental impact on health, causes increased damage to housing, disrupts sleep patterns and contributes to tension and domestic violence. It should be noted that in some cases people may prefer to live close to their relatives. However, as the Kimberley Region Aboriginal Health Plan states: "While it is true many people like to live reasonably close to their extended family, very few people live by choice with eight or ten people in a two bedroom house. The reality is that most people have little option and have never had the option."¹²

Information from the 2001 Census, summarised in Table 4, confirms that overcrowding in Broome is a very serious issue with 31% of Indigenous households and 12% of non-Indigenous households living in overcrowded conditions. This is in stark contrast to the State average of 3%. The figures in this table are confirmed by research undertaken for the Kimberley Region Aboriginal Health Plan, which found that 18% "of family households have more than one family in them. This translates to close to one in three Aboriginal families sharing a house with one or more other families."¹³

Unfortunately no statistics exist isolating the degree of overcrowding for young people specifically. However, one indication is the survey conducted as part of this study, which revealed that 33% of young people from the communities and 15% of those living in Broome Town lived in households with ten or more people. Combined with the extremely high degree of overcrowding in Broome and anecdotal evidence from the consultations, this strongly suggests a high degree of overcrowding in Broome for young people in general, and Indigenous young people in particular.

Table 4: Overcrowding by ATSI Regions in Western Australia

ATSI Region	Indigenous			non-Indigenous			All Households		
	Overcrowded	All	%	Overcrowded	All	%	Overcrowded	All	%
Perth	591	5628	11%	9237	485987	2%	9828	491615	2%
Narrogin	258	1905	14%	2364	82019	3%	2622	83924	3%
Kalgoorlie	154	811	19%	558	14302	4%	712	15113	5%
Geraldton	259	1407	18%	665	16996	4%	924	18403	5%
South Hedland	231	1144	20%	394	8356	5%	625	9500	7%
Warburton	228	454	50%	30	1271	2%	258	1725	15%
Broome	272	881	31%	297	2561	12%	569	3442	17%
Derby	346	879	39%	61	770	8%	407	1649	25%
Kununurra	381	801	48%	164	1315	12%	545	2116	26%
Total WA	2720	13910	20%	13770	613577	2%	16490	627487	3%

Source: ABS, Census 2001 and Australian Institute of Health & Welfare, Proxy Occupancy Standard

Table 5 gives an indication of the extent of overcrowding as well as the number of properties required by bedroom size. Again, care should be taken when interpreting these figures, they are derived from a small base and overcrowding is notoriously hard to measure accurately. This projection is therefore indicative only, but does indicate that more than 360 dwellings would be required to address the current level

¹² Kimberley Aboriginal Medical Services Council, *Kimberley Regional Aboriginal Health Plan*, 1999, p.16.

¹³ Ibid.

of overcrowding in the Shire of Broome. The need is particularly large with respect to one bedroom dwellings, of which there is a shortage of 220.

It should be noted that this figure does not take into account private renters or home purchasers living in housing stress, and is therefore likely to underestimate the real need for affordable housing. In addition, the figure of 360 dwellings for the Shire of Broome corresponds closely with the finding of the Kimberley Region Aboriginal Health Plan, which identified “a deficiency of about 3000 or more bedrooms, the equivalent of 1000 houses with an average of three bedrooms or 750 houses with an average of 4 bedrooms” across the Kimberley,¹⁴ based on 1991 research.

Table 5: Overcrowding and Dwellings Required: Shire of Broome 2001

	1 bedroom	2 bedroom	3 bedroom	4 bedroom	Total
Total No. Dwellings	652	743	1831	612	3838
No. Dwellings Overcrowded	220	107	194	48	569
No. People in Overcrowded Dwellings	747	487	1337	376	2946
No. Additional Dwellings Required	220	56	72	15	363

Source: ABS, Census 2001 and Australian Institute of Health & Welfare, Proxy Occupancy Standard

In Broome Town, the consultations suggested that there are often multiple families living in the one house, particularly for families who were being housed as part of cultural obligations. The 2001 Census confirms there are 78 Indigenous multi-family households (representing 13% of Indigenous households) in Broome with an average of 8 people in each. This compares to 23 non-Indigenous multi-family households (or 1% of non-Indigenous households) with an average of 5 people in each.

In the communities, the consultations revealed a severe housing shortage resulting in overcrowding. Incidences of ten people living in a three-bedroom house and seven people in a one-bedroom house were reported, with as many as five or six boys and girls sharing the same room.

As stated above, overcrowding generally contributes to ill health and bad living conditions. For young people, overcrowding also affects their life chances, as it often inhibits their opportunities to study and therefore their education potential and future employment prospects. In addition, the consultations revealed that many young adults were unable to start independent lives because they could not find a home of their own.

¹⁴ Ibid, p.17.

2.5 Hostel Accommodation

During the consultation process hostel accommodation was repeatedly identified as a major area of need, both by young people and organisational representatives. Many consultation participants believed that the establishment of a hostel would be more appropriate than a refuge for Indigenous young people.

Many young people from the remote communities board away in order to complete their Tertiary Entrance Examinations. For example, during 2002 the Beagle Bay community had 26 young people boarding away in Broome, Esperance and Perth. It was reported that many of the young people feel homesick and struggle to complete their studies away from family and community supports.

Young people from the communities felt hostels or dorms were needed both at the communities and in Broome. They also identified that separate facilities would be required for boys and girls and the need for adult supervision. Of the 30 young people surveyed 42% overall felt that hostel accommodation was a priority, this was higher for young people from the communities 56%, compared to 32% for young in Broome (see Figure 5).

Further research and consultations revealed three avenues by which hostels may be developed in the Shire of Broome, all of which could be explored further. Firstly, during the consultation process St Vincent De Paul staff stated they would be interested in developing and running a hostel, if capital funding was available for its construction. In addition, they identified that the Bishop has land and that this could potentially be used as part of joint venture hostel development.

Secondly, the Department of Housing and Works (Community Housing Branch) administers two capital funding programs that may be appropriate to the development of a hostel in Broome. These are the Joint Venture Housing Program (JV) and the Community Housing Program (CHP).

Finally, Aboriginal Hostels Limited (AHL) provide comfortable, safe, healthy and affordable accommodation to Indigenous people and locate its hostels in identified areas of greatest need. Funding categories for AHL hostels that are relevant to young people in Broome include:

- > **Transient:** Accommodation on a short term basis in cities and rural centres for people while they are meeting general business, employment, social and cultural commitments away from their homes;
- > **Medical Transient:** Accommodation and care in cities and rural centres for people who must leave their home communities to access medical treatment.
- > **Homeless:** Accommodation to assist homeless youth and adults to live with varying degrees of support within the community;
- > **Tertiary Education and Training:** Accommodation to increase students access to tertiary education and training and assist them in completing their courses by providing them with a range of accommodation services and facilities to meet their differing accommodation needs; and
- > **Secondary Education:** Accommodation for students to increase their access to secondary education and support them to complete high school.

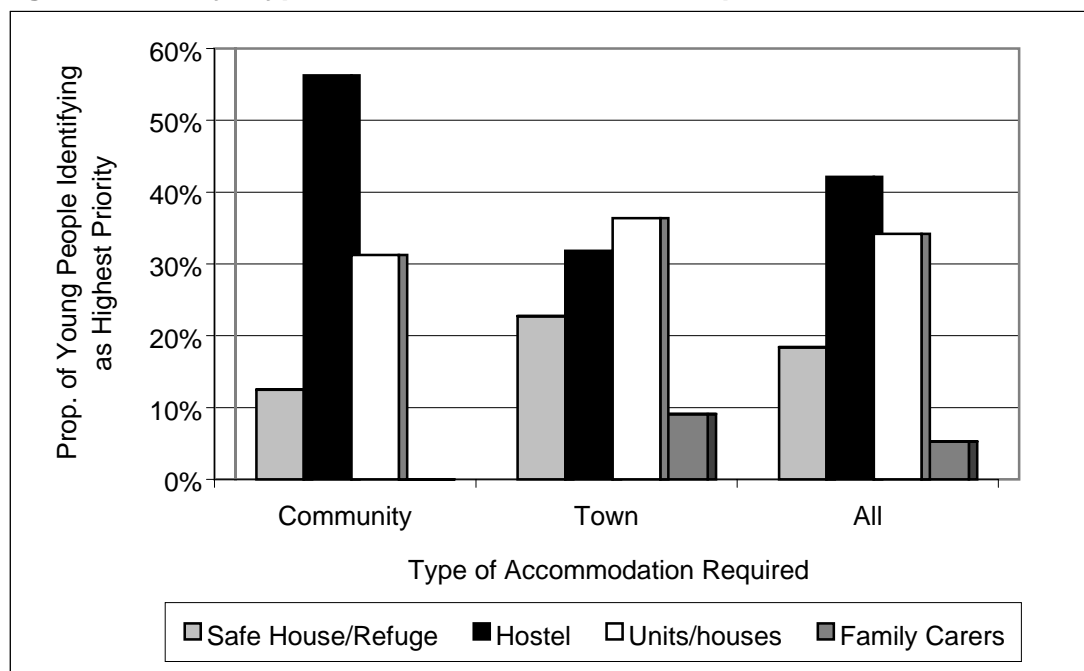
2.6 Lack of Affordable Housing

The consultations revealed shortages of long term housing options in all communities and Broome Town. In addition, the survey revealed that young people regarded additional long term housing as the highest priority in Broome Town (see Figure 5).

In the private sector, the 2001 Census reports that the median rent for a dwelling rented from a Real Estate Agent is \$250-299 per week and \$100 to 149 per week for a dwelling rented from an independent landlord. The caravan park charges \$150 per week. These rents are simply unaffordable for a young person receiving Youth Allowance (currently \$155.05 per week).

The consultations revealed that access to private rental was particularly difficult for Aboriginal young people. This is confirmed by data from the 2001 Census, which reveals that young people 15-19 years would be most affected by affordability problems since they have a median income of \$160-199 per week, compared to \$400-499 per week for 20-24 year olds. For 15-19 year olds between 50% and 93% of their income would be required to rent a median priced dwelling from the cheapest providers of private rental accommodation, independent landlords.

Figure 5: Survey: Type of Accommodation Most Required



Source: Shelter WA Youth Housing Needs Survey.

Home purchasing is also beyond the grasp of many young people, with the median house price in Broome reaching \$261,100 in the December quarter of 2002.¹⁵ Even at the current low interest rates, this would require weekly repayments of over \$400 per week. With house prices in Broome rising by 18.8% over 2002,¹⁶ the situation with regard to home purchase is expected to get worse rather than better. Nevertheless, the consultations revealed that both Indigenous and non-Indigenous people believed that home ownership should be an integral element of any strategy to address the shortage of affordable housing in the Shire.

¹⁵ The West Australian, Real Estate Supplement, Saturday 8 February 2003.

¹⁶ Ibid.

With respect to social housing (Homeswest and community housing), the consultations identified that waiting lists for young people were long and there was a general lack of access to priority housing. This is confirmed by data from the Department of Housing and Works, which reveals that Homeswest Broome experiences strong demand from young people between the ages of 15-24 years. For instance, young people currently account for 43% of applicants on the Broome Homeswest wait list.¹⁷

Table 6 shows that of the young people on the wait list, 29% are between 15 and 19 years of age, on par with the State average. However, with respect to sitting tenants the situation is different. There are currently 158 tenants between the ages of 15 and 24 in the Homeswest Broome area. 11% of these are aged between 15-19 years, which is significantly lower than the State average of 18%.

One possible explanation for this discrepancy is that there are two schemes that help young people manage their Homeswest tenancies in the Metropolitan area, YES (Youth Externally Supported) Housing and FRESH (Fremantle Regional Externally Supported Housing), are not available in the Broome area. However, these schemes are too small to fully explain the discrepancy.

A more likely explanation is that in December 2002 Homeswest Broome had a 2½ year wait for 1 bedroom dwellings and a 2¼ year wait for 2/3 bedroom dwellings. This implies that some young applicants will have moved into the older age bracket before being housed.

Table 6: Homeswest Applicants and Tenants by Age and Indigenous Status

	Applicants 31/12/2002			Tenants 31/12/2002		
	Broome		WA	Broome		WA
15-19 years	64	29%	28%	17	11%	18%
20-24 years	155	71%	72%	141	89%	82%
Total	219	100%	100%	158	100%	100%
Indigenous	161	74%	22%	130	82%	37%
non-Indigenous	58	26%	78%	28	18%	63%
Total	219	100%	100%	158	100%	100%

Source: Department of Housing and Works, *Public Housing and Tenants Aged 15 to 24 years of age as at 31/12/2002, January 2003.*

One final form of accommodation that is of interest is that Notre Dame University provides long term housing for students, mostly from outside the Shire of Broome. Notre Dame's accommodation consists of nine self contained houses, each with five single bedrooms, ensuite facilities and air-conditioning to encourage independent living in a communal environment. Students have study support through their private bedroom while enjoying the social benefits of living in a small community. However, the consultations strongly suggested that this accommodation did not address the existing needs of local students.

¹⁷ Department of Housing and Works, *Waiting Time, Allocation and Housing Stock as at 31 December 2002.* The waiting list currently has 219 15-24 year olds of a total 505 applicants.

2.7 Overview of Current Services

The lack of facilities in the Shire of Broome is not restricted to long term housing options. The consultations also identified a severe shortage of crisis and hostel style accommodation, both in the communities and in Broome Town. While a number of services already exist, they are targeted to specific groups in specific circumstances and most do not cater for the target group of 12 to 24 year olds, or are inappropriate to their needs. The services that do cater to young people are mostly aimed at specific circumstances (eg. studying, drunk) and/or specific age groups. Examples include (in no particular order):

- > A sobering up shelter in Broome Town, providing a temporary refuge and some services to people who are temporarily incapacitated by alcohol. However, this is only accessible to people over the age of 18, and then only if they are drunk.
- > Limited financial assistance from St Vincent DePaul towards accommodation at the Roebuck Hotel Backpackers,
- > Marnja Jarndu Women's Refuge has 4 bedrooms and provides 24 hour crisis accommodation for women and children who are experiencing family violence. However, this facility is not accessible to 12-15 year olds independently (i.e. without their mother) and may not be appropriate to the needs of 16 plus year olds as it is not used specific.
- > Burdekin – Youth in Action manage the Reconnect program, which is designed to improve the level of engagement of homeless young (12-18 years) people and those at risk of homelessness, with their families, work, education, training and the community through counselling, mediation and practical support,
- > The Department of Housing and Works funds the Supported Housing Assistance Program (SHAP), an early intervention strategy designed to save tenancies facing the prospect of eviction. There are currently plans to establish similar services for tenants in the private sector. However, by their nature both SHAP and the proposed new program require that participants already be housed and are therefore of no use to homeless people.
- > The Department of Housing and Works also operates the Management Support Program (MSP). This program employs and trains local young people in the construction and renovation of houses. Participants receive CDEP plus “top up”, which improves the rate of pay and provides an opportunity to develop work skills and experience. One of the reasons why the program has been successful is that it focuses on developing life skills as well as nationally recognised educational qualifications, and
- > St Mary's College operate two education hostels for 5 distance students each, Years 8 and above. The hostels are open Monday to Friday and St Mary's reports strong demand for the accommodation.
- > In addition to their long term housing, Notre Dame Broome also has a student hostel provides for 30 persons in twin share accommodation for short term stay students. It has been reported that students from other institutions also access this facility.
- > Supported accommodation provided through the Independent Living Program for single men with mental health problems,
- > Broome Youth Support Group, which provides a Drop In Centre for young people, as well as other services for young people, such as case

management, counselling, mediation, advocacy, camps, day trips, culturally specific programs, discos, dances and music, and

- > Catherine House is one of the Department for Community Development (DCD)'s placement options for children who have been assessed by the Department as requiring out of home care. It provides short term accommodation for up to six children at any one time and has two dorm style rooms, one each for males and females although beds can be moved to accommodate different ratios. The service specialises in 0 to 12 years. However, young people can be admitted to the service subject to an assessment being undertaken by a DCD Officer. Admissions are separated into Emergency or Planned admissions. Emergency admission can happen immediately, provided there is room. Planned admissions can take up to 48 hours, again depending on availability.

The shortages of short and medium term housing needs are difficult to quantify. However, one indication of the need for short term housing is that all of the Indigenous young people from the communities in the survey stayed with family when visiting Broome. In the survey, two out of three of these stated that their highest priority was for some form of short term accommodation, i.e. hostels, safe houses or refuges (see Figure 5 above).

In addition, the consultations revealed that the shortages are more severe at certain times of the year. In particular, during the tourist season (April to October) all relevant accommodation, including the caravan park and backpacker accommodation, is usually full.

Overall, it is clear that there is an urgent need for short and medium term accommodation that is accessible to independent young people, with or without dependent children. In addition to this general need, the consultations also highlighted a need for short and medium term accommodation for specific groups and at specific times, including:

- > Safe houses or refuges for women and young people escaping domestic violence and abuse, particularly in the communities. The consultations highlighted that such a service would require staffing 24 hours per day, because "everything happens at night".
- > Emergency accommodation for young people coming into town to escape dysfunctional families and alcohol or drugs. There is no emergency accommodation in Broome and the sobering up shelter only caters to people over 18 years of age and only if they are drunk.
- > Services for young people with mental health problems; the Independent Living Program run by Northwest Mental Health is limited to single men with mental health problems.
- > Short term housing for young mothers and their partners in Broome Town. Pregnant young women from the communities often use the Patient Assistance Transport scheme to attend hospital in the final stages of pregnancy, but there is nowhere appropriate for them to stay after giving birth.
- > Extending the existing Sobering up Shelter with a "chill out space" in Broome Town, providing similar facilities to young people affected by drugs or alcohol.
- > Short to medium term accommodation for students, including a well-supervised education hostel.

With regard to this last point, Notre Dame and St Mary's College are currently the only educational institutions that provide accommodation for their students. St Mary's College reports that its hostels are usually full, while students from other institutions also access Notre Dame's accommodation. Since young people from the

communities have to move into Broome to attend high school, the shortage of student accommodation means that often their only option is to stay with extended family, who in many cases already live in overcrowded conditions.

Finally, the consultations revealed the existence of informal networks assisting young Indigenous people. By their nature, these networks provide a wide variety of services, ranging from moral support or a bed for the night through to de facto crisis refuge services. It was also reported that these informal services were performed by a limited number of families. Participants to the consultations stressed that any formalised support services set up in future should take account of the existence of these informal networks. At a minimum, new services should not undermine the existing informal networks, and at best the formal and informal systems should complement and support each other.

2.8 Housing Design and Location

A significant part of the existing housing stock in the communities and to a lesser extent in Broome Town is poorly designed for the weather conditions, resulting in health and maintenance problems. It was strongly suggested during the consultations that new housing should be appropriate for the climate and the lifestyle of Broome people eg. allowing an indoor – outdoor lifestyle. In addition, housing needs to be designed to accommodate cultural obligations and kinship requirements, which will often entail space to house extra people for longer or shorter periods of time.

The consultations identified that innovation in design is required to produce singles housing that meets all of these requirements. One design that was suggested as appropriate to the communities was a pavilion design, involving four or five single rooms around the outside of the building, with a central communal area, similar to Broome Community Group Stage II houses.¹⁸

A related issue is that of housing location, particularly in view of ongoing feuding between families in Broome. In this regard, the consultations identified Homeswest housing allocation policies as a problem, and in particular the one offer policy.¹⁹ The consultations highlighted that applicants often felt shame about having to say they did not want to live next door to a particular family, resulting in them declining a property without valid grounds and losing their spot on the waiting list.

2.9 Training and Support

The consultations revealed a need to train and support young people to live independently. Experience around the country has demonstrated that training and support for young people has benefits beyond its actual clients.

This is because one of the underlying causes of young people facing greater difficulties than the general population in accessing private rental is a perception, in many cases justified, that young people present a greater risk of defaulting on rent or damaging a property. Both the real and the perceived risk can be reduced by providing tenancy training, i.e. teaching young people how to look after a tenancy, as well as ongoing support throughout the tenancy.

Where training and support produce positive results, the perception as well as the reality of the risks of housing young people falls. As a result, access to housing

¹⁸ The *National Indigenous Housing Guide* and the *Code of Practice for the Design and Construction of Environmental Infrastructure Developments in Aboriginal Communities in WA* explore the issue of culturally and environmentally appropriate housing for Indigenous people in some detail.

¹⁹ Current Homeswest policy states that applicants “will be made one offer of accommodation ... unless they provide a valid reason for refusal.”

becomes easier for other young people. However, the consultations stressed that any training or support needed to be provided by independent, highly skilled workers.

Finally, a number of support services already operating in the Shire of Broome were listed above. However, as also noted above, these services are targeted for the most part to specific groups in specific circumstances and may be available to some young people if they meet the specific criteria. None of these services cater for the target group of 12-24 year olds and many are inappropriate to their needs.

2.10 Information and Referral

Young people from the communities expressed a need for an information and advocacy service based in Broome. Such a service should provide information on how to access existing services, including long term housing, short term housing, support and education. In addition, this type of service could be a first step towards addressing another need identified in the communities, to map the existing services in Broome Town and for existing services to collaborate.

It should be noted, that some existing services in the Shire of Broome report that they already provide information and referral services. However, information and referral is appended to a range of other services provided by agencies that are in many cases already under resourced to meet their core functions. In addition, should more services become available for young people, the need for information and referral is likely to become more urgent.

2.11 Teenage Pregnancy

One factor related to housing and homelessness that was identified throughout the consultations was the high rate of teenage pregnancies, particularly among Indigenous people, in the Shire of Broome. A high incidence of teenage pregnancies is of relevance to housing, because it increases population rates and family sizes, thereby putting pressure on affordable housing stock. Over time, this would put upward pressure on rents, making housing less affordable for young mothers and ultimately resulting in an increased rate of homelessness. Finally, recent analysis of Perinatal Data Collection for the period 1988 to 1997 in Queensland also indicated broader concerns, in particular “teenagers having babies is a concern, as it can contribute to social problems such as limited educational opportunities, social isolation, and welfare dependence.”

Although specific data on the rate of teenage pregnancies is not available, population data do suggest that there may be a high level of Indigenous teenage pregnancies in Broome. In particular, the median age for the Indigenous people in 2001 was 21 years, in contrast with the median age for non-Indigenous people of 41 years²⁰. Both the consultations and the Centrelink and Homeswest data revealed the need for early support and more secure and affordable housing in Broome for young families.

In addition, the Australian Bureau of Statistics reports that, “[w]hile there has been a decline in the total fertility rates (TFRs) over the last twelve years in all Statistical Divisions (SDs) of Western Australia, ... the Kimberley SD in northern Western Australia had one of the highest TFRs of all the regions in the State, declining from 3.042 in 1988 to 1.757 in 2000”²¹. These figures are for total households, the rate for Indigenous household in the Kimberley would be much higher.

A high level of Indigenous teenage pregnancies in Broome also conforms to the national picture regarding teenage pregnancies. For instance, the ABS reports that

²⁰ ABS, Census 2001.

²¹ Demography, Western Australia 2000, 2002 Population Special Article - Fertility and family in Western Australia

nationally, "Indigenous women have children at a younger age than all women. The median age for Indigenous mothers of children born in 1999 (the age where there are as many mothers above the age as below it) was 24.4 years, compared to 29.7 years for all mothers. This is also reflected in the Indigenous teenage fertility rate, which at 77.6 births per 1,000 females was more than four times the rate for all Australian females. The Indigenous teenage fertility rate varied across the States and Territories, but was highest in the Northern Territory and Western Australia"²².

The Australian Indigenous Health Bulletin (Darr et al 2002) reports that for Indigenous women, "[t]he differences in morbidity related to pregnancy reflect higher levels of fertility, as well as more complications. This highlights the need for good community antenatal care and maternity services ... Aboriginal and Torres Strait Islander participation in the [community health] workforce is essential and should not be an optional add-on for any Indigenous community. Aboriginal and Torres Strait Islander Health Workers have been recognised through numerous government and community reports as being central to the provision of health services for Indigenous people, and invaluable in the role of cultural and health brokers. Aboriginal and Torres Strait Islander Health Workers provide culture-specific knowledge, access, and an ability to liaise with Indigenous communities about their interactions with the health care system"²³.

Overall, It appears safe to say that teenage pregnancy is of concern and early intervention with pregnancy support is required. The consultations identified a specific need for pregnant young women from the remote communities who are utilising the Patient Assistance Transport scheme to attend hospital in the final stages of pregnancy and there is a need for short-term accommodation for young mothers and their partners in Broome.

More generally, additional long term affordable housing targeted to small families are needed, and protocols should be developed with existing services, in particular the Broome Region Aboriginal Medical Service (BRAMS). BRAMS is an independent Aboriginal community owned and controlled health centre serving the people of the Broome region. The services provided include clinic and field consultations by doctors, Aboriginal health workers and nurses and health programs including care in pregnancy, child health, women's health, chronic disease and general health education.

2.12 Other Issues

A wide range of issues impacting on young people was raised during the consultations that were not directly related to housing. These issues included, amongst many others, a lack of activities for young people resulting in boredom, drug use and violent behaviour, and a high rate of mental health problems and suicide.

It is beyond the scope of this paper to provide a full analysis of all of the non-housing issues that impact on housing. Nevertheless, it is important to note that housing should not be seen in isolation from other social issues.

²² ABS, Australian Demographic Statistics 2002, Population Special Article - Teenage fertility (Jun, 2000)

²³ Jenny Darr et al, Australian Indigenous Health Bulletin Vol.2 No.1 January 2002 - March 2002: ISSN 1445-7253, Cook University: maternal health education program for health workers

3: Examples of Youth Housing Models in Northern Australia

This section looks at examples of youth housing models in operation in the Northern Territory, North Queensland and the North of Western Australia. The results are presented in section 3.1; some additional data is included as Appendix 3. Finally, some of the common threads from existing services are identified in section 3.2.

3.1 Youth Housing Models in Northern Australia

In order to inform the consultations and subsequent desk based research, the consultant conducted telephone. The findings are presented as a table, which lists each services by type, i.e. crisis refuges, medium term, medium term young mothers, long term, brokerage services and resource centres.

A description of each service is provided, as well as an analysis of the appropriateness of each model to Broome. The table also identifies some of the issues that need to be resolved if the model is to be applied successfully to the Broome context.

Crisis Refuges	Pros and Cons of this service for Broome	Issues to be resolved for service to work in Broome
<p>Alice Springs (NT) The Alice Springs Youth Accommodation Support Service (ASYASS) runs a 7 beds refuge for young people aged 15-17 years. The refuge is staffed 24hrs a day and employs 4.5 full-time youth workers funded under the Supported Accommodation Assistance Programme (SAAP). Young people can stay at the refuge for up to 3 months. The refuge is used as a gateway to independence.</p> <p>Darwin (NT) The Anglicare Youth Housing Programme receives funding from SAAP to provide crisis/transitional accommodation and support to homeless young people (15 - 19 years) or those at risk of homelessness in the Palmerston (a rural area near Darwin). Services include outreach support and inter-agency case management. The refuge will take young people without income.</p> <p>YWCA: Casey House: 24 hour, short-term accommodation for young people aged 15-18 yrs. Other services include advocacy and referral. The service is staffed by four full-time staff and has access to a pool of relief workers. The service also brokers the provision of case management from external support agencies.</p> <p>Mackay (QLD) Kalyan House operates 2 Night Shelters, one for males and one for females. The shelters are SAAP funded but are not case managed. They provide night accommodation only and are closed during the day. Young people may stay consecutive nights for up to a number of weeks. The service provides shelter and meals for young people with complex issues who are unwilling/unable to enter into case management. The service is targeted toward young people 12-25 years who are in receipt of an income from Centrelink or other independent income. If the young person is under 16 years, the Department of Families must be advised. About 10% are Indigenous young people.</p> <p>Mt Isa (QLD) The Isa Tenancy Advice & Advocacy Service receives SAAP funding to operate an 11 beds, mixed gender youth shelter. The average stay is 3 months with support. Exit points are QLD Housing Community Rent Scheme sub-lets. QLD Housing provides the house and the SAAP is received from QLD Department for Families.</p>	<p>Pros</p> <ul style="list-style-type: none"> > The need for crisis accommodation in Broome was strongly identified in the consultations. > The need for a continuum of services was highlighted as a common thread by youth housing providers. <p>Cons</p> <ul style="list-style-type: none"> > At least 4.5 full time staff members are required – SAAP funding is available for 2 full time staff. > SAAP funding in Western Australia is moving away from working with the Reconnect Program or assisting young people into independent housing. 	<ul style="list-style-type: none"> > Need for a significant increase in SAAP funding. > A refuge needs to be purpose built and this can take a number of years from the approval of Crisis Accommodation Programme funding. > The next CAP round does not close until January 2004. > The location of a youth refuge would have to be consistent with the Shire of Broome's Town planning Scheme.

<p>Staffing consists of a manager and 5 p/t support staff. The service is targeted to young people 12-18 years. Referrals are received from the police and the Department for Families. There is no requirement to enter case management.</p> <p>External Support is provided by other services e.g. Turning Point – jobs program, most Indigenous young people are not attending school and these young people can access Healing for Harmony – life skills training as an alternative for school refusers.</p> <p>Rockhampton (QLD)</p> <p>Capricorn Youth Accommodation Services Inc</p> <p>Short-term crisis shelter for 15-20 year olds for up to 4 weeks Short-term and long-term accommodation – some form of permanent income, usually Centrelink benefits. Short-term residents must agree to 1 hr case management per week.</p> <p>Townsville (QLD)</p> <p>The Share Youth Accommodation Programme (SYAP) receives SAAP funding to provide:</p> <ul style="list-style-type: none"> () Young women’s shelter (14-20 yrs); () ATSI youth refuge – also takes non-Indigenous young people; and () 2 mixed gender shelters – 1 crisis and 1 medium term (15-17 yrs). <p>Karratha (WA)</p> <p>The Karratha Youth Housing Project (KYHP) provides a 24 hours crisis accommodation service. The normal capacity of the service is 8 beds with a maximum of 11. Support services include casework, brokerage and goal setting. KYHP’s staffing includes: a manager, 3 full-time support workers, 1 casual and an outreach worker. SAAP funding for the support workers. YAC for the outreach worker and Homeswest (Crisis Accommodation Programme) provides the house.</p> <p>Selection Criteria: Young people who are homeless, or at risk of homelessness. About 15% of the young assisted are Indigenous.</p> <p>South Hedland (WA)</p> <p>The Youth Involvement Council receives funding from SAAP to provide crisis accommodation for up to 3 months and has a capacity of 6 beds. Stays are for a maximum of up to 3 months. However, residents are allowed to stay longer where necessary. About 90% of the young people housed are Indigenous.</p> <p>Staffing includes: a full-time coordinator, full-time residential youth worker, part-time</p>		
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<p>day career and part-time night careers.</p> <p>Selection Criteria: young between 15-25 years, (12-14yrs in exceptional situations), who are homeless or at risk of homelessness and no income is required.</p>		
<p>Medium Term Housing</p>		
<p>Alice Springs (NT)</p> <p>ASYASS pays \$40 per week to head-lease 6 flats from the Northern Territory Department of Housing (4 x 2 bedrooms and 2 x 1 bedroom). The young people pay 23% of their income in rent (approximately break even for the service).</p> <p>All tenants are engaged in education or training as part of the agreement for living in the flats. This includes:</p> <ul style="list-style-type: none"> () agreement to attend at least 2 appointments per week at the youth centre (ASYASS Central Office) () participation in a living skills program is compulsory. Issues covered by the program include: drug education; sexual health; goal setting; cooking; and legal rights. () young women have need for safety and protection from violence () every young person has a support plan and this includes: 	<p>Pros and Cons of this service for Broome</p> <p>Pros</p> <p>The Department of Housing and Works has a range of head-lease programs available.</p> <ul style="list-style-type: none"> > The SAAP funding allocation for Broome would be adequate to provide support for this type of service. > The SAAP funding available for Broome is greater than the amount available to Cairns Youth Link. > A clear need for student accommodation was identified during the consultations, especially for young people from the communities wanting to study in Broome. <p>Cons</p> <ul style="list-style-type: none"> > Can only accommodate young people in receipt of a secure income. > Financial viability is likely to be problem as the young people will be in receipt of low incomes and the maximum rent chargeable will 	<p>Issues to be resolved for service to work in Broome</p> <ul style="list-style-type: none"> > The staff structure of the agency must include separation of tenancy management and support functions. > Requires protocols to be developed between agencies. > Careful selection of properties is required. > Ensure the lease fee arrangement with the Department of Housing is "peppercorn". > How to deal with visitors? > Will require the development of referral protocols between youth agencies and the youth housing agency. > In the longer term, a crisis refuge may still be required.
<ul style="list-style-type: none"> > family mapping (is there someone in the young person's family willing to have the young person live with them and what support do they need for example financial); > consulting young persons family; > establishing set times for visiting the young people (family members); and > collaboration between agencies – commitments are made on what they can realistically deliver. 		
<p>Darwin (NT)</p> <p>Anglicare Youth Housing Programme provides 1 x medium-term house for 15-19 year olds and 1 x young women's 15-25 years - no workers onsite.</p> <p>Medium-term clients must have an independent income, usually from Centrelink. About 30% of the young people housed are Indigenous. Resource constraints mean</p>		

<p>that support and management functions, are done by the same workers.</p> <p>Cairns (QLD)</p> <p>There is a lot of demand for housing in Cairns and not many options, especially for young people.</p> <p>The Cairns Youth Link provides medium-term support to 10 young people between the ages of 15 to 20 years. The service is primarily targeted toward young people exiting from the local crisis shelter that require medium to long-term housing.</p> <p>The selection criteria for the external supported housing program include:</p> <ul style="list-style-type: none"> (· Aged between 15 to 20 years; (· Has independent income; (· Willing to stay in touch, not service responsibility to chase; and (· Agree to receive support. <p>The service provides external support services to young people living in x 6 Department of Housing Rental Properties and 4 x CAP properties head-leased by the service. Case management plans are developed for periods up to 12 months.</p> <p>Youth Link receives \$95,000 (plus some additional health funds) per annum from SAAP to employ 1 x coordinator, 1 x case manager, 0.5 x administration and 0.5 x project worker.</p> <p>Staff roles: The case manager facilitates the development of case management plans with the young people and this includes negotiating protocols with all relevant agencies.</p> <p>A property manager is employed to undertake property and tenancy management functions.</p> <p>Cooktown (QLD)</p> <p>The Cooktown Community Resource Centre undertook a trial of student accommodation targeted to remote area young people studying in town. They also provided 2 units of general youth housing. Both of these programs failed due to lack of funding for hands on support staff.</p> <p>Mackay (QLD)</p> <p>Kalyan House provides a medium-term share house with case management. They believe that because they also provide night shelters, that this translates into less disruptions for the young people in the medium-term housing (up to 6 months)</p>	<p>the maximum rent chargeable will be 25% of income, leaving little for other costs after paying a lease fee.</p> <ul style="list-style-type: none"> > There is no youth refuge in Broome to provide exit point housing for. > Difficulty with dealing with visitors > Enforced savings may not be legal under the Residential Tenancies Act. 	
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<p>The service is targeted toward young people 12-25 years who are in receipt of an income from Centrelink or other independent income. If the young person is under 16 years, the Department of Families must be advised. About 10% are Indigenous young people.</p> <p>A flat \$70 is charged for accommodation, food, toiletries and utilities. This includes \$10 for compulsory savings so that the young people have some money on leaving the service.</p> <p>Rockhampton (QLD)</p> <p>The Capricorn Youth Accommodation Services Inc provides 11 medium-term (up to 6 months) units for 15-20 year olds with some form of permanent income, usually Centrelink benefits.</p> <p>The young people pay for utilities and receive a subsidised rent based on income.</p> <p>The Darumbal Community Youth Service established a medium to long-term shelter on the understanding that another organisation's crisis shelter would handle short-term housing needs. The crisis shelter subsequently folded placing pressure on Darumbal to take young people in crisis and unable/unwilling to commit to case management.</p> <p>Darumbal provides accommodation for a maximum of 6 young men. Issues taken into consideration include homeless, trouble at home, financial situation, protection orders. A support worker is on shift at night. About 90% of the young people housed by the service are Indigenous.</p> <p>Queensland Housing provides the house and QLD Department for Families provides \$224,338 in recurrent SAAP funding. The staffing includes 1 x Manager and 1 full-time plus 2 part-time youth workers.</p> <p>Townsville (QLD)</p> <p>The Share Youth Accommodation Programme (SYAP) receives SAAP funding to provide alternative care option for State Wards (12-17 yrs) funded on a fee for service basis; and an Intensive needs house for high need young people (12-16 yrs).</p> <p>Medium term clients must be working towards negotiated case management goals. Where this breaks down the young person is given 2 weeks for the issues to be resolved after which, if problems persist, they are moved back into the crisis shelter where less case management is undertaken.</p>		
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Medium Term Young Mothers	Pros and Cons of this service for Broome	Issues to be resolved for service to work in Broome
<p>Alice Springs (NT) Ampeakweke (Little Babies) Provides accommodation in a 4 bedroom house, in the community, for 4 young Aboriginal women between 13 – 19 years old who are pregnant or who have had their first baby. The Crisis Accommodation Program provides funding to pay the rent on the house. The staff at the service also provide outreach support to a further 6 young women. A Community Nurse runs a day program from Ampeakweke and there are connections with the Women's Birthing Place. Consultation days were held with the town communities. Following this: () 20 referrals were received the next day () on the recommendation of those consulted, staffing was increased to 24 hour coverage () the service was broadened to provide support to young women who were pregnant and sniffing Staffing: The service requires 24 hour staffing. Funding is very difficult to access. STEP funding was utilised to develop and deliver an 8 week training course to local Indigenous women who wanted to pass on their knowledge and experience to the young women. Literacy was identified as problem by the staff, for example, completing the logbook at the end of a shift. This was easily overcome with the use of digital recorder.</p> <p>Darwin (NT) Anglicare Youth Housing Program: 1 x house for 15-20 year old women pregnant and/or with children</p>	<p>Pros</p> <ul style="list-style-type: none"> > This programme was strongly supported during the consultation process. <p>Cons</p> <ul style="list-style-type: none"> > Requires 24hr staffing, will not be viable with level of SAAP funding. 	<ul style="list-style-type: none"> > Requires specific training for support workers. > Requires collaboration with families. > May present problems with design and planning approvals.

Long Term Housing	Pros and Cons of this service for Broome	Issues to be resolved for service to work in Broome
<p>Darwin (NT)</p> <p>Shelter NT Youth head lease Project: The proposal is that several agencies each head lease one or two units of Territory Housing accommodation for a period of not less than three months, these units being sub-let to suitable young people. During this period the agencies will provide support to the young tenant, including life-skills and tenancy training. At the end of this period the accommodation will revert to Territory Housing and the young person will become a mainstream public housing tenant. The program will include role over units to allow another young person experiencing accommodation difficulty and/or homelessness to be housed.</p> <p>Mackay (QLD)</p> <p>Kaylan House sub-lets flats from QLD Housing. The tenants receive minimal support and the program is viewed as a transition to independent living. The service also provides a number of non-housing support services to young people.</p> <p>Rockhampton (QLD)</p> <p>The Capricorn Youth Accommodation Services Inc 9 long-term (up to 3 years) houses let via QLD Housing "Community Rental Program" and sub-let to young people.</p> <p>Townsville (QLD)</p> <p>The Share Youth Accommodation Programme (SYAP) receives SAAP funding to provide a Community Rent Scheme – 28 units sublet to young people at 25% of their income. Funded by QLD Housing – unsupported.</p>	<p>Pros</p> <ul style="list-style-type: none"> > The Department of Housing and Works (Broome) have expressed support for a programme involving young people accessing Homeswest flats. > Long term affordable housing is required for young people in Broome. <p>Cons</p> <ul style="list-style-type: none"> > This arrangement is more complex than the YES or FRESH Model in Western Australia. > Role-over as offered by YES/FRESH provides young people with a permanent housing option. 	<ul style="list-style-type: none"> > Negotiation of memorandum of understanding with Homeswest Broome.

Safe Families	Pros and Cons of this service for Broome	Issues to be resolved for service to work in Broome
<p>Alice Springs (NT)</p> <p>As part of the services response to young Indigenous people in crisis they have recruited and trained families who are willing to accommodate young people escaping domestic violence. These households are:</p> <ul style="list-style-type: none"> () non-drinking () non-violent <p>The Department for Community Development provide: bedding, food and emotional support, within 24hours. Protocols for the provision of services are established.</p>	<p>Pros</p> <ul style="list-style-type: none"> > This type of services was supported in the consultations, especially if financial support is provided to the household. <p>Cons</p> <ul style="list-style-type: none"> > Appropriate carers are very difficult to find. 	<ul style="list-style-type: none"> > Were carers can be found they will require appropriately sized housing. > If tenants of Homeswest the carers will require a guarantee that they will not be affected by rent increases.

Central Resource Centre	Pros and Cons of this service for Broome	Issues to be resolved for service to work in Broome
<p>Alice Springs (NT)</p> <p>ASYASS provides and coordinates multiple services in Alice Springs (Central Australia). These services include referral, supported accommodation, counselling for 15 - 24 year olds (a high proportion of the young accessing the service are Indigenous). Advocacy according to areas of need eg: care and protection, housing, income, legal issues, education, employment and health. An early intervention transitional program to allow young women who are pregnant or with their first baby, access to safe affordable housing, parenting support and education Funding is also received from Job Placement Employment and Training (JPET) and the Emergency Relief Program, which are complimentary to SAAP.</p> <p>ASYASS works collaboratively with the full range of services in town that are involved with young people and in particular homeless young people. All young people accessing the centre have their housing, income and other needs assessed. One of the key functions of the service is to act as a case manager for the young</p>	<p>Pros</p> <ul style="list-style-type: none"> > There was strong support during the consultation process for a central resource centre. > Supports collaboration between services. <p>Cons</p> <ul style="list-style-type: none"> > Will require significant negotiations to establish. 	<ul style="list-style-type: none"> > Location of the resource centre. > May require a purpose built building. > Identification of provider and possible collocation of services.

<p>One of the key functions of the service is to act as a case manager for the young people and ASYASS has developed protocols with all services based in town. While ASYASS rents their accommodation, they offer other services free access. Some of these include: sexual health clinics and community arts.</p> <p>The service employs 2 Indigenous Team Leaders. These workers are essential to working effectively with the Tangentyere Council (Town Community) and their Youth Team.</p> <p>Mackay (QLD)</p> <p>Kaylan House operates from a resource centre and receives \$302,120 from the Department of Families, SAAP and JPET funding from Family and Community Services</p> <p>The service employs a SAAP co-ordinator, SAAP team leader & day worker, 1 relief worker, 2 night workers who alternate on 7 night straight shifts. These shifts suit the workers, as they prefer to have an extended break between shifts.</p> <p>Where young people agree, the service works jointly with JPET re job skills training.</p> <p>Rockhampton (QLD)</p> <p>The Capricorn Youth Accommodation Services Inc receives \$390,404 in SAAP funding from the Qld Department of Families for the prevention of homelessness. It provides: crisis, medium and long-term accommodation.</p> <p>Staffing includes: 1 full-time support worker, 2 part-time support workers, an administration officer, and a property manager.</p>		
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Brokerage Service	Pros and Cons of this service for Broome	Issues to be resolved for service to work in Broome
<p>Darwin (NT)</p> <p>The Community Placement Program (YWCA) provides medium to long-term supported accommodation for young people aged 15-19 years. The service links young people who are homeless or at risk of homelessness with households looking to take on a boarder. Clients receive financial and outreach support.</p> <p>Katherine (NT)</p> <p>While there is no youth specific emergency accommodation service in Katherine, Somerville Community Services Inc. receive SAAP funding to broker case managed financial assistance and access to backpacker and other short-term housing options for young people. Crisis and short-term transitional accommodation is provided through the community placement program or emergency accommodation. The service is targeted toward young people 12-24 years & their families, who are homeless or at risk of becoming homeless. About 30% of case management clients are Indigenous.</p>	<p>Pros</p> <ul style="list-style-type: none"> > Flexible housing model with community involvement. <p>Cons</p> <ul style="list-style-type: none"> > Difficulty finding households to participate. 	<ul style="list-style-type: none"> > Liability if placement goes wrong.

3.2 Common Threads from Existing Services in Northern Australia

The services that were interviewed as part of this study were diverse in their nature, scope and target group. However, despite the obvious difference, the successful services share a number of common characteristics. The list below is by no means exhaustive, but provides some guidance as to the minimum requirements that should be met by any strategy on youth housing issues in the North of Australia.

- > Continuum of services: facilities and assistance should be available for young people of all age groups, and range from crisis to long term housing.
- > High quality information and referral services: there should be a service directing young people to places that can assist them.
- > Need existing services to be linked up with each other. For instance, projects where short-term crisis accommodation automatically reverts to long term public housing are particularly successful.
- > Funding needs to be secure in the long term, but sufficiently flexible to adapt to any changing needs that might occur.
- > Tenancy management and support services should be separated.
- > Housing design: need high quality, durable materials, solar passive design, water efficient, etc.
- > Number and quality of staff: each service should have a minimum number of staff per client; the actual ratio will depend on the type of service and its target group. All staff should be highly trained and knowledgeable.
- > Indigenous staff should serve Indigenous clients.
- > Shared accommodation needs certain minimum house rules. There should be as few rules as possible, and these should be implemented flexibly.
- > Organisational policies should be clear but not overly prescriptive.
- > All services should be accountable and their performance should be evaluated on a regular basis.

4: Meeting Youth Housing Needs in Broome – Recommended Models

4.1 Criteria

The consultations, survey and quantitative analysis undertaken as part of this study have revealed a wide range of youth housing needs in the Shire of Broome. As expected, youth housing needs are different in Broome Town from what they are in the communities, and more urgent for Indigenous youth than for young people in general. In addition, the overview of existing models across Northern Australia identified a wide range of models that are being used to address youth housing needs in different areas.

Given the wide range of housing needs in Broome Town and the communities, it is necessary to prioritise the array of options available to address youth housing needs. In order to do so, the following criteria are proposed:

1. Cost effectiveness
2. Likely synergies with existing services
3. Demonstrated success in other areas in Northern Australia
4. Demonstrated need
5. Flexibility to adapt to changing needs
6. Immediate and long term funding requirements
7. Immediate and long term funding availability

Unfortunately, it is not possible at this stage to fully analyse the cost effectiveness or funding requirements of the models discussed below. Such an analysis does need to be conducted at a later stage. The models below are therefore judged primarily against criteria 2 through 5, with some value judgements regarding their likely outcomes against criteria 1, 6 and 7.

4.2 Options

The models discussed in Section 2 broadly fall into five categories:

1. Short Term / Crisis Housing
2. Long Term Affordable Housing
3. Support and Training
4. Information and Referral
5. A combination of the above

All four categories are discussed below as possible options, with a brief description of how they would work, as well as their strengths and weaknesses with respect to the criteria identified above. Finally, a recommendation is made regarding the option that would best suit the specific circumstances of the Shire of Broome.

Option 1: Short Term / Crisis Housing

Short Term / Crisis Housing is used here to indicate a range of housing facilities, including crisis refuges, sobering up shelters, safe houses and chill out rooms. The general purpose of this form of accommodation is to provide safe shelter during a

transitional period, eg. moving from the communities to town, or moving from the family home to independent accommodation. Such a service could be run by a newly established organisation or be incorporated in an existing service.

In terms of the criteria above, the strengths of this option are that the need for short term and crisis housing was strongly demonstrated in both the survey and the consultations. In addition, crisis accommodation is operating well in other parts of Northern Australia, and, to a limited extent, in Broome itself.

However, despite the obvious needs, this option does not perform well on a number of criteria. Firstly, crisis accommodation tends to be expensive relative to support or long term housing. Secondly, as discussed above, SAAP funding in Western Australia is moving away from funding refuges toward a focus on working with the Reconnect Program or assisting young people into independent housing. Thirdly, short term accommodation tends to be particularly inflexible since they are usually designed for a particular target group in a particular location.

Finally, any form of short term accommodation would need to be carefully designed so as to ensure that it is part of a continuum of services that provides facilities and assistance should be available for young people of all age groups. If not designed as such, a short term accommodation service would, at best, benefit a limited target group in a particular location. At worst it could fill up with longer term residents and use up limited funds that could better be used elsewhere.

Option 2: Long Term Affordable Housing

The consultations, survey and quantitative analysis also revealed an urgent need for an increase in affordable long term housing options, both in Broome Town and in the communities. This included affordable housing in the home purchasing (through home purchase assistance programs), private rental (through investment incentives), public housing and community housing sectors (through increased capital funding).

Increases in long term affordable housing stock would have considerable synergies with existing services, since the lack of such stock is a bottleneck causing stress on many other services. For instance, an increase in affordable housing stock is the only practicable long term solution to identified issues for young people, including overcrowding and long waiting times for social housing. Finally, if suitably located and designed appropriately for the climate and cultural context, this option would be sufficiently flexible to allow for changing housing needs in the Shire of Broome.

The main problem with expanding affordable housing stock lies in the costs involved with expanding housing stock either directly through increased funding for public or community housing, or indirectly through incentives for home purchase or rental. To some extent, this problem could be overcome through better use of resources, eg. joint ventures between Homeswest, the private sector and community agencies. However, developing such options is likely to take time.

One final problem with long term housing is that it does not meet the immediate need for short term, transitional solutions for young people also identified in this study.

Option 3: Support and Training

Many of the agencies across Northern Australia use some form of support or training to assist young people to access and retain accommodation. Examples of this type of service include tenancy training and tenancy support. The more successful support services tend to be tailored to the individual client and provide assistance on an ongoing basis.

The main advantage of this option is that it is highly flexible, and can be adapted to almost any situation. There is also a demonstrated need for this type of service, although this was perhaps less pronounced in the survey and consultations than the need for short term and long term housing options. In addition, if integrated with an existing service funding requirements could be relatively low as initial capital expenditure would be low. Finally, such a service could be designed to have significant synergies with existing services.

The main problem with this type of service is that it does not address the underlying causes of housing issues faced by young people in the Shire of Broome. In particular, it does not address the shortage of long term and short term housing options that are currently available. To paraphrase one participant to the consultations: "You can support people all you like, but you won't get anywhere unless they've got somewhere to live".

Option 4: Information and Referral

Discussions with agencies around Australia revealed that information and referral services can be highly successful. If designed and resourced appropriately, such a service would be used not only to provide information about existing short term and long term housing options to young people, but also to identify gaps in the provision of services to existing agencies.

Again, the consultations revealed a need for this type of service, and there are some successful examples across Northern Australia. Like the previous option, information and referral services can adapt to almost any circumstance. The difference with training and support services is that the synergies flowing from information and referral services are potentially higher: the service could be designed to constantly monitor changing housing needs in the area, initiate new services if any gaps are identified, and build capacity, linkages and collaboration between existing services.

Contrary to a support and training service, an information and referral agency could begin to tackle the underlying cases of housing problems in the Shire of Broome. In addition, it could do so on an ongoing basis and at relatively low cost, particularly if designed as part of an existing agency. However, it would be highly dependent on external funding to achieve any of these additional aims.

Finally, as noted above, some existing agencies in the Shire of Broome report that they already provide information and referral services. Any information and referral services that are established in Broome should take account of the information and referral provided by existing agencies, and complement rather than replace the existing informal structure.

Option 5: A combination of the above

In the context of the Shire of Broome, some combination of the above options would appear to be the preferred model. This option would involve establishing an information and resource centre, preferably as part of an existing agency. The centre would also provide support and training services aimed at assisting young people to access and retain affordable housing.

The information and referral centre would monitor gaps in the provision of housing and housing related services to young people, and seek funding or attempt to more effectively use existing resources to close any such gaps. Depending on the nature of the situation, the centre may decide that support and training may be the appropriate response in one situation, while in another situation it may decide that funding for long term housing is required, while in a third situation some form of crisis accommodation is required.

4.3 Three Models for Broome

It appears that no single model operates anywhere in Northern Australia that can be transplanted directly to the Broome situation. However, as discussed above, it seems that the most suitable model for Broome would be a combination of support, training, information, referral and long, medium and crisis accommodation. This section presents three models that combine a number of these features, each from a different perspective.

In practice, the main limiting factor is the amount of funding available. However, costing of the recommended model, taking into account the available funding, will be undertaken in Stage 2 of this project. The models presented are therefore based solely on identified need. In addition, the figures mentioned below should be interpreted with care, since implementing different parts of the model will have implications on needs in other areas, which are very difficult if not impossible to quantify.

One example is that a significant increase in affordable and accessible long term accommodation would likely reduce the amount of overcrowding in the Shire, and thus ameliorate to some extent the need for crisis housing. Another example is that the experience elsewhere in Northern Australia suggests that establishing adequate and appropriate crisis accommodation for young people is likely to bring out into the open a substantial amount of hidden homelessness, thus increasing to some extent the need for crisis housing.

As stated repeatedly throughout this document, statistics with regard to homelessness, overcrowding and housing needs are notoriously unreliable and imprecise. This is particularly true for a small population, such as young people in Broome. Nevertheless, the statistical evidence presented above and the views expressed during the consultations do give some indication of the need for crisis, medium and long term housing and support in the Shire of Broome.

Model 1: Continuum of Support

This model regards the problem with regard to housing for young people as principally one of support, although implementing the model would require increasing the amount of accommodation available. The model combines crisis refuges providing short term accommodation with medium to long term support for people exiting the refuge.

The consultations and experience in other parts of Northern Australia strongly suggests that a continuum of support is required to house young people successfully. In other words, short, medium and long term accommodation should be integrated into a single model. One such integrated model currently operates successfully in Alice Springs and elements of it operate in Karratha and Cairns.

The model consists of the following components:

Crisis Refuge

A crisis refuge would become an integral part of a continuum of youth accommodation and support services in Broome. It should be viewed as in addition to the existing services provided by Catherine House. As indicated in Section 2 of this report, Catherine House is one of the Department for Community Development's placement options for children who have been assessed by the Department as requiring out of home care. It specialises in 0-12 year olds, but on occasion takes up to 18 year olds following a risk assessment by officers from the Department for Community Development.

The role of the Crisis Refuge would be to provide temporary accommodation and to facilitate a gateway to independence. In addition to a temporary roof, it should also assist young people in establishing themselves, eg. support with obtaining Centrelink benefits, assistance with accessing other relevant services, etc. Protocols should be established with relevant agencies, such as the Department of Community Development, Centrelink and Burdekin – Youth in Action.

The refuge should be staffed full time and around the clock with, depending on the number of beds, at least four full time youth workers and one full time coordinator. This would ensure sufficient hours for the service to be covered at all times, but would only allow short handovers between shifts.

The ongoing support provided under this model could be funded under SAAP and initial capital outlay would require funding under the Department of Housing and Works' (DHW), Crisis Accommodation Program (CAP).

One final issue is the target group. For instance, it would not be possible to cater for the younger and the older age range in a single refuge. In addition, there may be a need for separate refuges for males and females, and for different cultural groups.

Support for Young Mothers

Establish a 6 bedroom hostel in Broome, for young, mainly Indigenous women between 13 – 19 years old who are pregnant or who have had their first baby. The hostel could be funded under the CAP or AHL programs. The service provides support to the young women staying there and outreach support to other young women. The service would receive visiting support from a BRAMS community health worker (memorandum of understanding to be developed). The service requires 24 hour staffing.

Medium Term Support

During their stay in the refuge, the young people will have been assisted to obtain an independent income. If they then agree to receive visiting support, they could be supported into more secure accommodation. This accommodation would involve constructing or purchasing 1 and 2 bedroom units in the community. The most likely source of capital funding would be the DHW's CAP. The young people would be able to stay in the program for a period of 6 to 12 months, after which they would be required to move to long term public housing, community housing or private sector.

In this case, 12 units would need to be identified as being part of the project. Since these units would be dedicated to the program, instead of rolling over into mainstream, the configuration of the stock should be chosen carefully, with 50% one bedroom units (for singles) and 50% two bedroom units (for families or singles). The relatively high proportion of two bedroom units allows for greater flexibility to respond to changing needs and would be appropriate for housing young families.

Again, it is essential that the staff structure of the agency allow for the separation of the tenancy and support functions. Best practice in the area is a ratio of one support worker to six young people. Finally, the service should work with each client to identify his or her needs and develop a support plan. This support plan could include:

- > Agreement to attend at least two appointments per week at the youth housing agency office.
- > Participation in a living skills program, including drug education, sexual health, goal setting, cooking and legal rights,
- > Family mapping, i.e. identifying any relatives who may be able to provide the young person with support and / or accommodation,
- > Where more than one agency is involved, formal commitments should be made regarding the role of each of the agencies, and
- > Assistance with obtaining long term accommodation, eg. negotiating with Homeswest, a community housing provider, a private landlord or a real estate agent.

Long Term Support

This model is based on feedback from consultation participants to the draft models produced by Shelter WA and discussions during a community forum held in Broome on 7 November 2003, attended by 28 representatives from the community and Government sectors. During this forum, a model was identified that shared a number of features with the YES (Youth Externally Supported) Housing and FRESH (Fremantle Regional Externally Supported Housing) schemes in the Perth metropolitan area, as well as the Anglicare Youth Housing Program operating in Darwin.

The basic concept of this model is to provide support to young people and their families in order for them to access and remain successful tenants in public or community housing. In Broome, this would require establishing a support service with a Memorandum of Understanding (MOU) with the regional office of the Department of Housing and Works and / or community housing providers in the area. The MOU should include:

- > Homeswest or a community housing provider allowing the service to access 48 units on a rolling stock basis (integrating with the medium term support described in Model 1), and
- > ***The service to provide support as required to the young people, for a period of up to two years, after which time the young person retains their tenancy independently.***

Specific Issues

The funds identified through the Supported Accommodation Assistance Program (SAAP) allows for medium to long term accommodation support in a number of areas, including (but not limited to):

- > Practical assistance, eg. assistance with moving in, acquiring furniture, connecting the phone and utilities, etc,
- > Assistance with and information on tenancy specific issues,
- > Assistance with and information on dealing with Government Departments including Centrelink, Homeswest and the police,

- > Assistance with personal issues including family and relationship conflict, problems with drug use, health and emotional support, and
- > Linking up with other agencies with specialist skills, eg. sexual assault.
- > Mediating any complaints from neighbours.
- > Where possible, foster existing informal support networks.

One important feature of successful support models is that, almost without exception, tenancy management and support provision are performed by separate individuals and, preferably, by separate agencies. In this case this is achieved by Homeswest or the community housing provider taking on all landlord functions (property and tenancy management), while the support service is responsible for providing support to the young person.

A second issue identified in the existing programs is that great care should be taken in choosing properties for the program. The principal reason why a tenancy might fail despite the support provided is the neighbours. For instance, it would not be appropriate to locate a young person with high support needs next door to elderly people.

Thirdly, Homeswest has expressed preliminary support for this type of model, and has indicated that it will be able to initially dedicate four units of accommodation to the program on a rolling basis, extending to a maximum of six units.

Finally, the success of the program can be enhanced by including a clause in their tenancy agreement that tenants will receive support under the program for a specified period of time. Such a formal arrangement reduces the potential for any misunderstandings, and increases awareness of the obligations of the parties involved in the scheme. The table below contains a summary of Model 1.

Overview Model 1: Continuum of Support

Component	Relevance to Broome
<p>Crisis and Short Term</p> <p>Catherine House: is one of the Department for Community Development's placement options for children who have been assessed by the Department as requiring out of home care. It would continue to provide emergency and planned access to accommodation within the service for up to six young people. The service would continue to specialise in younger people (0-12) but would also accommodate 12-18 year olds. An information strategy should be conducted to promote the role of Catherine House and its admission process, to the youth sector and general community.</p> <p>Crisis Refuges</p> <p>To complement the role of Catherine House two purpose built 6 bed refuges are required.</p> <p>One refuge would target 15-24 year olds who are homeless or at risk of homelessness. The refuge would be staffed 24hrs a day and require 5 full-time youth workers funded under SAAP. Stays at the refuge would be limited to 3 months. The role of the refuge would be to provide a gateway to independence. This would include assistance with</p>	<ul style="list-style-type: none"> > Utilises an existing service and incorporates it into a continuum. > The consultations revealed a lack of knowledge and confusion within youth agencies about the role of Catherine House. An information strategy will help resolve this problem and encourage youth agencies to utilise the service. > It is important that any services provided by Catherine House to 12-18 year olds does not impact negatively on their capacity to house 0-12 year olds. > The need for crisis accommodation as part of a continuum of services in Broome was strongly identified in the consultations. > Best practice in Northern Australia suggest that 6 bed refuges are most cost effective and require a minimum of 5 full time workers each. > Consultations identified at least 31 homeless young people in the Shire at any one time. The

<p>accessing an income; gaining access to longer term housing; and participation in life skills and other training.</p> <p>The second refuge would target young Indigenous women between 13 – 19 years old who are pregnant or who have had their first baby. The hostel could either be funded under the CAP or AHL programs. The service provides support to the young women staying there and outreach support to other young women. The service would receive visiting support from a BRAMS community health worker (memorandum of understanding to be developed). The service requires 24 hour staffing.</p> <p>The location of both youth refuges should be consistent with the Shire of Broome’s Town Planning Scheme.</p>	<p>proposed size of the refuge is based on indications in the consultations that in general, a crisis refuge is the most appropriate solution for at least 50% of these people. This suggests a need for at least 15 crisis beds.</p> <ul style="list-style-type: none"> > The consultations and subsequent research identified a roughly equal need for crisis refuges for young people and young single mothers. > The total of 12 beds between the two new refuges assumes some flexibility on the part of Catherine House to take the remaining primary homeless people. > BRAMS already employs Indigenous health workers. A MOU should be developed. > Requires specific training for support workers and collaboration with families.
<p>Medium Term Support</p> <p>12 x 1 and 2 bedroom units are provided in Broome. The capital funding would be provided through the DHW’s CAP. Young people with an independent income, and who are exiting the refuge and agree to externally provided support, can stay in the program for a period of 6 to 12 months.</p> <p>This program would provide further support for a substantial proportion of young people exiting the proposed crisis refuges, but who are not yet ready to enter fully independent accommodation.</p>	<ul style="list-style-type: none"> > Medium term support was supported as an effective option elsewhere in Northern Australia. > Medium term support forms an essential link in a continuum of services in Broome, the need for which was strongly identified in the consultations. > The proposed number of units is linked directly to the number of young people exiting the proposed crisis refuges.
<p>Long-Term Support</p> <p>12 x 1 bedroom and 12 x 2 bedroom units would provide support to young people and their families in order for them to access and remain successful tenants in public or community housing. In Broome, this would require establishing a support service with a Memorandum of Understanding (MOU) with the regional office of the Department of Housing and Works and / or community housing providers in the area. The MOU should include:</p> <ul style="list-style-type: none"> (· Homeswest or a community housing provider allowing the service to access 24 units on a rolling stock basis (integrating with the medium term support component), and (· The service to provide support as required to the young people, for a period of up to two years, after which time the young person retains their tenancy independently. 	<ul style="list-style-type: none"> > Long term support was identified in the consultations and is as an effective option elsewhere in Northern Australia. > Long term support forms an essential link in a continuum of services in Broome, the need for which was strongly identified in the consultations. > The proposed number of units would provide assistance to a substantial proportion of young people exiting crisis and medium term supported accommodation, the proposed hostel and could be a direct avenue out of overcrowding for some young people. > The exact number of units required is hard to estimate and will depend on the success of other measures implemented as part of the model. The proposed numbers represent a conservative estimate of what is currently required but should be reviewed at regular intervals.

Model 2: Continuum of Affordable Housing

Model 2 places the lack of affordable housing options, as opposed to a lack of support, in the Shire of Broome as the root cause of the problem. Nevertheless, implementing the model would include increasing the range of support services in Broome. The model combines the crisis accommodation described in Model 1 with hostel style accommodation and an increase in long term affordable housing options.

The model consists of the following components:

Crisis Accommodation

This component consists of crisis accommodation and associated support services for young people and young mothers. Refer to Model 1 for a full description and analysis of this component.

Hostel

Hostel style accommodation provides a flexible option for those young people for whom the only barrier to leaving a situation of overcrowding or family violence is the lack of affordable housing in the Shire of Broome. The need for hostel accommodation was strongly supported during the consultations, both by organisational representatives and by the young people themselves.

Hostels have a number of strengths compared to other options, including:

- > Flexibility of purpose: clients can use hostel accommodation for a range of purposes and thus address a range of needs. For instance, the research revealed a need for housing for young people from the remote communities whilst completing their Tertiary Entrance Examinations,
- > Flexibility of length of stay: hostels can be used as a short term transition to more traditional forms of housing, as medium term accommodation to allow clients to achieve a specific goal (eg. studying) or as a long term secure housing option for some clients.
- > Cost effective: while not necessarily cheap to build, hostels can provide accommodation to the same number of people as traditional forms of housing at a much smaller capital outlay. For instance, 10 units would cost in the order of \$2 million to build, while a hostel providing accommodation for 10 people could be built at less than half that cost.

The research and consultations identified a need for separate facilities for males and females. They also revealed that there are a number of private and Government funding sources for hostels in the Shire of Broome. In particular, the society of St Vincent de Paul, the Department of Housing and Works and Aboriginal Hostels Limited were identified as promising possibilities.

Long Term Housing

While the proposed hostels would provide an appropriate long term housing option for some young people, it is expected that the bulk of the housing needs will need to be addressed by an increase in traditional forms of long term accommodation such as units and semi detached houses. This housing could be provided through the Department of Housing and Works, community housing, the Shire, the private sector, or joint venture arrangements between two or more parties.

Statistics on overcrowding indicate an immediate need for a minimum of 363 units of affordable housing to relieve the existing overcrowding in 569 households in the Shire of Broome.²⁴ On current trends, an additional 20 units of affordable housing per year would then be required to prevent future overcrowding. Current occupancy rates show a need for 60% one bedroom units, 15% two bedroom, 20% three bedroom and 5% four bedroom.

It should be noted that although the consultations indicated that a large part of the overcrowding relates to young people, the data does not allow for the rate of overcrowding for young people to be isolated. However, neither would it be advisable to restrict access to any new stock to young people alone. In other words, overcrowding is a problem that can only be addressed for the entire population, rather than for a subsection such as young people.

Finally, it was strongly suggested during the consultations that all new housing should be energy and water efficient, waterwise, use solar passive design principles and be culturally and appropriate.

Overview Model 2: Continuum of Housing

Component	Relevance to Broome
<p>Crisis Accommodation</p> <p>Catherine House: is one of the Department for Community Development's placement options for children who have been assessed by the Department as requiring out of home care. It would continue to provide emergency and planned access to accommodation within the service for up to six young people. The service would continue to specialise in younger people (0-12) but would also accommodate 12-18 year olds. An information strategy should be conducted to promote the role of Catherine House and its admission process, to the youth sector and general community.</p> <p>Crisis Refuges</p> <p>To complement the role of Catherine House two purpose built 6 bed refuges are required.</p> <p>One refuge would target 15-24 year olds who are homeless or at risk of homelessness. The refuge would be staffed 24hrs a day and require 5 full-time youth workers funded under SAAP. Stays at the refuge would be limited to 3 months. The role of the refuge would be to provide a gateway to independence. This would include assistance with accessing an income; gaining access to longer term housing; and participation in life skills and other training.</p> <p>The second refuge would target young Indigenous women between 13 – 19 years old who are pregnant or who have had their first baby. The hostel could either be funded under the CAP or AHL programs.</p>	<ul style="list-style-type: none"> > Utilises an existing service and incorporates it into a continuum. > The consultations revealed a lack of knowledge and confusion within youth agencies about the role Catherine House. An information strategy will help resolve this problem and encourage youth agencies to utilise the service. > It is important that any services provided by Catherine House to 12-18 year olds does not impact negatively on their capacity to house 0-12 year olds. > The need for crisis accommodation as part of a continuum of services in Broome was strongly identified in the consultations. > Best practice in Northern Australia suggest that 6 bed refuges are most cost effective and require a minimum of 5 full time workers each. > Consultations identified at least 31 homeless young people in the Shire at any one time. The proposed size of the refuge is based on indications in the consultations that in general, a crisis refuge is the most appropriate solution for at least 50% of these people. This suggests a need for at least 15 crisis beds. > The consultations and subsequent research identified a roughly equal need for crisis refuges

²⁴ Some of these units may be provided through the proposed hostels.

<p>The service provides support to the young women staying there and outreach support to other young women. The service would receive visiting support from a BRAMS community health worker (memorandum of understanding to be developed). The service requires 24 hour staffing.</p> <p>The location of both youth refuges should be consistent with the Shire of Broome's Town Planning Scheme.</p>	<p>identified a roughly equal need for crisis refuges for young people and young single mothers.</p> <ul style="list-style-type: none"> > The total of 12 beds between the two new refuges assumes some flexibility on the part of Catherine House to take the remaining primary homeless people. > BRAMS already employs Indigenous health workers. The development of an MOU will be required. > Requires specific training for support workers and collaboration with families.
<p>Hostels</p> <p>Two hostels, one for males and one for females, with a total capacity of 25-30 beds would provide an avenue out of overcrowded situations for those young people who</p> <ul style="list-style-type: none"> (· have no or minimal support needs, but (· are unable or unwilling to access mainstream long term housing. <p>Young people would be free to use the hostel for short, medium or long term accommodation, as required and desired.</p> <p>The location of the hostels should be consistent with the Shire of Broome's Town Planning Scheme.</p>	<ul style="list-style-type: none"> > During the consultation young people and organisations identified the need for hostel accommodation as a major area of need. > Consultation participants believed that a hostel is more appropriate than a refuge for Indigenous young people in Broome. > Based on discussions with services throughout Northern Australia, a hostel would be an option for at least 5% of young people currently living in overcrowded situations. With 569 overcrowded households, hostels should provide accommodation for at least 25-30 young people. > Further consultations suggested a minimum size of 8 beds and a maximum size of 30 beds. Smaller hostels are financially unviable, while larger ones can create problems with social mix. > The consultations revealed a strong view that there should be separate facilities for the two sexes.
<p>Long Term Accommodation</p> <p>The available evidence indicates that 363 units of affordable accommodation are required immediately; no more than 30 of these could be provided through the proposed hostels.</p> <p>Current occupancy rates show a need for 60% one bedroom units, 15% two bedroom, 20% three bedroom and 5% four bedroom.</p> <p>Forward projections indicate that an additional 20 units of affordable housing per year would be required to prevent overcrowding from recurring in the future.</p>	<ul style="list-style-type: none"> > The consultations revealed a universal acknowledgement that there is a severe shortage of affordable long term accommodation in Broome. > This was confirmed by the statistical evidence, which indicated that there are currently 569 overcrowded households in the Shire of Broome. > Based on current occupancy data, a minimum 363 units of accommodation are required immediately to eliminate overcrowding. > After this, a further 20 units per year would need to be built to allow for population growth.

Model 3: Continuum of Housing and Support

Model 1 views the housing needs of young people in the Shire of Broome from a support perspective while Model 2 considers them from a housing perspective. The strength of both these models is that they focus the attention of decision makers in a certain direction, thus creating a series of achievable goals.

Both models have a common weakness in that they do not recognise that different young people will be in different circumstances, with different backgrounds and with different needs. Put simply, the best support in the world will achieve very little if there are no long term housing options available, and all the housing in the world will not result in successful outcomes for young people who have issues with substance abuse or who lack basic living skills.

Model 3 recognises explicitly that the main housing issue for many young people is the severe lack of appropriate and affordable housing in the Shire of Broome. However, housing by itself will not address the problems faced by the most disadvantaged group of young people, who require support in order to be able to live independently.

The resulting model combines the support components featured in Model 1 with the housing components featured in Model 2. In addition, Model 3 contains two components not included in the previous models, since they are neither support nor housing: a Resource and Information Centre and a Brokerage Service.

Resource and Information Centre

This type of model currently operates successfully in Alice Springs, as part of a broader range of services provided by the Alice Springs Youth Accommodation Support Service (ASYASS). The services provided by ASYASS include referral, supported accommodation, counselling and advocacy. In Broome, a number of agencies already provide resources and information to young people in addition to their core functions. However, the consultations highlighted a need for more such services and if any new services for young people are established, this need is likely to become more pressing.

A Resource and Information Centre would be in a position not only to provide information and resources, but also to map all existing services, and act as a first port of call for young people in a crisis situation. The Centre would also be able to identify any gaps in existing services, and highlight new needs brought on by demographic and housing changes. Since it would provide a broad range of services the Centre could, at least in principle, seek funding from a number of sources, including SAAP and the Emergency Relief Program.

In order to obviate the need for a new premises and office equipment, the Centre should be added on to an existing service, rather than establishing a completely new organisation. This should be done preferably in combination with Model 1 or 2. The Centre should be staffed by at least one full time Coordinator and one part time (0.6 FTE) advocacy worker. Other issues that need to be dealt with include:

- > Location of the Centre, and
- > Identification of provider and possible collocation of services.

A priority for the Centre would be to develop protocols with various organisations, including:

- > Centrelink, regarding access to income support,

- > Job Placement Employment and Training (JPET), regarding employment opportunities,
- > The police, regarding housing homeless young people, and
- > Housing and support services.

Brokerage Service

The Broome community forum mentioned above also supported establishing a brokerage service. One example of a successful Brokerage Service operates in Katherine (NT), where Somerville Community Services Inc. receive SAAP funding to broker case managed financial assistance and access to backpacker and other short-term housing options for young people. Crisis and short-term transitional accommodation is provided through the community placement program or emergency accommodation.

In Broome, such a service could be targeted to all young people 12-24 years and their families, who are homeless or at risk of becoming homeless. The aims of the Service would be to assist young people to access appropriate and affordable housing and support them to move out of homelessness

In many respects, this service is very similar to the Information and Resource Centre described above. The main difference is that the focus of the Brokerage Service is on optimising the usage of existing housing stock and services, whereas the Information and Resource Centre has a broader aim of identifying gaps in existing services, monitoring demographic and housing changes, and highlighting opportunities to respond to these changes. This implies lower staffing and resourcing issues for such a service.

A final word of caution regarding brokerage services is that they can only be effective if there exists a reasonable base of affordable housing stock and services to which clients can be referred. At present, in the Shire of Broome there is a severe shortage of affordable and appropriate housing stock and support services for young people. Establishing a brokerage service would therefore not be an effective solution for youth housing problems at this point in time, but may become a useful strategy at some point in the future.

Overview Model 3: Continuum of Housing and Support

Component	Relevance to Broome
<p>Crisis Housing and Support</p> <p>Catherine House: is one of the Department for Community Development's placement options for children who have been assessed by the Department as requiring out of home care. It would continue to provide emergency and planned access to accommodation within the service for up to six young people. The service would continue to specialise in younger people (0-12) but would also accommodate 12-18 year olds. An information strategy should be conducted to promote the role of Catherine House and its admission process, to the youth sector and general community.</p> <p>Crisis Refuges</p> <p>To complement the role of Catherine House two purpose built 6 bed refuges are required.</p>	<ul style="list-style-type: none"> > Utilises an existing service and incorporates it into a continuum. > The consultations revealed a lack of knowledge and confusion within youth agencies about the role Catherine House. An information strategy will help resolve this problem and encourage youth agencies to utilise the service. > It is important that any services provided by Catherine House to 12-18 year olds does not impact negatively on their capacity to house 0-12 year olds. > The need for crisis accommodation as part of a continuum of services in Broome was strongly

<p>One refuge would target 15-24 year olds who are homeless or at risk of homelessness. The refuge would be staffed 24hrs a day and require 5 full-time youth workers funded under SAAP. Stays at the refuge would be limited to 3 months. The role of the refuge would be to provide a gateway to independence. This would include assistance with accessing an income; gaining access to longer term housing; and participation in life skills and other training.</p> <p>The second refuge would target young Indigenous women between 13 – 19 years old who are pregnant or who have had their first baby. The refuges could either be funded under the CAP or AHL programs. The service provides support to the young women staying there and outreach support to other young women. The service would receive visiting support from a BRAMS community health worker (memorandum of understanding to be developed). The service requires 24 hour staffing.</p> <p>The location of both youth refuges should be consistent with the Shire of Broome's Town Planning Scheme.</p>	<p>continuum of services in Broome was strongly identified in the consultations.</p> <ul style="list-style-type: none"> > Best practice in Northern Australia suggest that 6 bed refuges are most cost effective and require a minimum of 5 full time workers each. > Consultations identified at least 31 homeless young people in the Shire at any one time. The proposed size of the refuge is based on indications in the consultations that in general, a crisis refuge is the most appropriate solution for at least 50% of these people. This suggests a need for at least 15 crisis beds. > The consultations and subsequent research identified a roughly equal need for crisis refuges for young people and young single mothers. > The total of 12 beds between the two new refuges assumes some flexibility on the part of Catherine House to take the remaining primary homeless people. > BRAMS already employs Indigenous health workers. The development of a Memorandum of Understanding will be required. > Requires specific training for support workers and collaboration with families.
<p>Medium Term Support</p> <p>12 x 1 and 2 bedroom units are provided in Broome. The capital funding would be provided through the DHW's CAP. Young people with an independent income, and who are exiting the refuge and agree to externally provided support, can stay in the program for a period of 6 to 12 months.</p> <p>This program would provide further support for a substantial proportion of young people exiting the proposed crisis refuges, but who are not yet ready to enter fully independent accommodation.</p>	<ul style="list-style-type: none"> > Medium term support was supported as an effective option elsewhere in Northern Australia. > Medium term support forms an essential link in a continuum of services in Broome, the need for which was strongly identified in the consultations. > The proposed number of units is linked directly to the number of young people exiting the proposed crisis refuges.
<p>Long-Term Support</p> <p>12 x 1 bedroom and 12 x 2 bedroom units would provide support to young people and their families in order for them to access and remain successful tenants in public or community housing. In Broome, this would require establishing a support service with a Memorandum of Understanding (MOU) with the regional office of the Department of Housing and Works and / or community housing providers in the area. The MOU should include:</p> <ul style="list-style-type: none"> (· Homeswest or a community housing provider allowing the service to access 24 units on a rolling stock basis (integrating with the medium term support component), and (· The service to provide support as required to the young people, for a period of up to two years, after which time the young person retains their tenancy independently. 	<ul style="list-style-type: none"> > Long term support was identified in the consultations and is as an effective option elsewhere in Northern Australia. > Long term support forms an essential link in a continuum of services in Broome, the need for which was strongly identified in the consultations. > 24 units would provide assistance to a substantial proportion of young people exiting crisis and medium term supported accommodation, the proposed hostel and could be a direct avenue out of overcrowding for some young people. > The exact number of units required is difficult to estimate and will depend on the success of other measures implemented as part of the model. The proposed numbers represent a conservative estimate of what is currently required but should be reviewed at regular intervals.

<p>Hostels</p> <p>Two hostels, one for males and one for females, with a total capacity of 25-30 beds would provide an avenue out of overcrowded situations for those young people who</p> <ul style="list-style-type: none"> () have no or minimal support needs, but () are unable or unwilling to access mainstream long term housing. <p>Young people would be free to use the hostel for short, medium or long term accommodation, as required and desired.</p> <p>The location of the hostels should be consistent with the Shire of Broome's Town Planning Scheme.</p>	<ul style="list-style-type: none"> > During the consultation young people and organisations identified the need for hostel accommodation as a major area of need. > Consultation participants believed that a hostel is more appropriate than a refuge for Indigenous young people in Broome. > Based on discussions with services throughout Northern Australia, a hostel would be an option for at least 5% of young people currently living in overcrowded situations. With 569 overcrowded households, hostels should provide accommodation for at least 25-30 young people. > Further consultations suggested a minimum size of 8 beds and a maximum size of 30 beds. Smaller hostels are financially unviable, while larger ones can create problems with social mix. > The consultations revealed a strong view that there should be separate facilities for the two sexes.
<p>Long Term Accommodation</p> <p>The available evidence indicates that 363 units of affordable accommodation are required immediately; no more than 30 of these could be provided through the proposed hostels.</p> <p>Current occupancy rates show a need for 60% one bedroom units, 15% two bedroom, 20% three bedroom and 5% four bedroom.</p> <p>Forward projections indicate that an additional 20 units of affordable housing per year would be required to prevent overcrowding from recurring in the future.</p>	<ul style="list-style-type: none"> > The consultations revealed a universal recognition that there is a severe shortage of affordable long term accommodation in Broome. > This was confirmed by the statistical evidence, which indicated that there are currently 569 overcrowded households in the Shire of Broome. > Based on current occupancy data, a minimum 363 units of accommodation are required immediately to eliminate overcrowding. > After this, a further 20 units per year would need to be built to allow for population growth.
<p>Resource and Information Centre</p> <p>A Resource and Information Centre would provide information and resources, map all existing services, and act as a first port of call for young people in a crisis situation.</p> <p>The Centre would also be able to identify any gaps in existing services, and highlight new needs brought on by demographic and housing changes.</p> <p>Since it would provide a broad range of services the Centre could, at least in principle, seek funding from a number of sources, including SAAP and the Emergency Relief Program.</p> <p>The Centre should be added on to an existing service, rather than establishing a completely new organisation. It should develop protocols with various organisations, including Centrelink, JPET, the police and housing and support agencies.</p>	<ul style="list-style-type: none"> > The consultations identified a need for a Housing Resource and Information Centre in Broome. > This type of model currently operates successfully in Alice Springs, as part of a broader range of services provided by the Alice Springs Youth Accommodation Support Service (ASYASS). > In Broome, a number of agencies already provide resources and information. A Resource and Information Centre would free up resources in these agencies for their core functions. > Best practice in Northern Australia suggests that such a Centre should be staffed by at least one full time Coordinator and one part time (0.6 FTE) advocacy worker.

<p>Brokerage Service</p> <p>A Brokerage Service would assist young people to access appropriate and affordable housing and support them to move out of homelessness</p> <p>A Brokerage Service would aim to optimise the use of existing housing stock and services.</p> <p>Staffing and resourcing requirements would be less than for a Resource and Information Centre, and depend to a large extent on the number of housing and support services available in the Shire.</p>	<ul style="list-style-type: none"> > A brokerage service was well supported during a community forum held in Broome. > This model operates successfully in Katherine (NT). > With the current shortage of affordable and appropriate housing stock and support services in the Shire of Broome, establishing a brokerage service would appear premature, although it may become a useful strategy in the future.
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4.4 Recommendations

It will be clear from the discussion above that the consultant favours an integrated approach to meeting youth housing needs in Broome. This integrated approach, detailed above as Model 3, would include:

- a range of short and long term housing options,
- a range of support options,
- a resource and information centre, and
- a brokerage service.

Most of the successful services identified in Northern Australia combine housing with support. In addition, the integrated approach acknowledges that different young people have different needs. While for some simply providing affordable housing may be sufficient, others will need support services to assist them to live independently. Finally, an integrated approach would be appropriate to the Broome situation as it was strongly supported in the consultations and further validated by the desk based research.

The main drawback of the integrated approach is that it would be neither practicable nor advisable to implement all of the components of the model immediately. For instance, there would be little value in establishing a brokerage service while there remains a severe shortage of housing and support services in the Shire of Broome. In addition, many of the components of Model 3 would be costly to implement, and sufficient funding is unlikely to be available to cover all components simultaneously.

A staged implementation strategy is therefore favoured as the most practical compromise, with evaluations and reassessments at regular intervals. The order and timing of this staged strategy would, for all practical intents and purposes, be determined by the types and amounts of funding, and when they become available. However, considering the likely discrepancies between housing needs and funding realities, implementation is likely to take a considerable amount of time.

Meeting Youth Housing Needs in Broome Through Collaborative Practice

STAGE 1 APPENDICES

Appendix 1: Who Was Consulted

Organisation	Who
Beagle Bay Community	Chairperson: Keith Kitchener Staff: Pat Channing, Sandy Matsomoto (Youth Worker), Tristian Sarah (Youth Worker), Phil Matsomoto (Administrator) and Bassi Lawford (MSP Supervisor). Young people: Thomas, Aran, Leon, Gerry, Robert, Brett, Chris, Trevor, Aquinas and David.
Djarindjin Community	Chairperson: Brian Lee Staff: Keys Play (CEO), Noel Sampi (Trainee School Teacher), Young people: Delton, Deswyn, Tristian, Cynthia, Jessica, Edward, Desley, Louise, Casey, Wynston
One Arm Point Community	Chairman and Vice Chairman: Philip McCarthy (Chairman), Andrew Carter (Vice Chairman) Young people: Laura, Nelly and Joanne
Member for the Kimberley	Hon Carol Martin MLA
Broome Youth Support Group	Roz Wills
Kimberley College of TAFE	Mark Manado and John Puertollano
Ministry of Justice	Mike West and Hayley Harris
Department for Community Development	Jo Stilling, Paul Sadler, Shane Flynn and Mellanie Jan
PCYC	Alan Tang-Wei
DCD -Office for Children and Young People's Policy	Lyn Devereux
Kimberley Aboriginal Medical Service	Kathy Hamaguchi
St Vincent DePaul	Gloria Biddel and Tim Conway
Kimberley Development Commission	Kelvin Barr
Northwest Mental Health	Steve Carrigg
Skillshare/JPET	Karen Bradd
DCD Catherine House	Paul Sadler
Department of Indigenous Affairs	Jeremy Elliott
Marnja Jarndu Women's Refuge	Nik Wevers and Leah Dolby
St Mary's College	Suzanne Smith
Burdekin - Youth In Action	Christine Smart, Janelle Sibosado and Naomi Johnson

Appendix 2: Outcomes from the Consultations

Consultations with key stakeholders within the Shire of Broome were conducted between Monday 28 October and Friday 8 November 2002. These consultations included focus groups with 19 separate organisations both in Broome itself, and with communities on Dampier Peninsula. Appendix 1 provides a list of consultation participants. Participation in the focus groups included 36 organisational representatives and 23 young people. In addition, the Youth Liaison Officer surveyed 30 young people both in Broome itself and at the communities.

The results of these consultations are detailed below. When interpreting the results in this Appendix, it should be kept in mind that these were the comments of the participants. While some efforts have been made to remove the most glaring inaccuracies, the statements made by participants reflect their perceptions, and are therefore not necessarily correct.

Issues About Youth Housing Needs

Overcrowding

Overcrowding and the detrimental impact this has on the occupants was by far the most common and pressing issue identified by focus group participants both at the communities and in Town.

Communities

There is a shortage of housing on all of the communities. This housing shortage is contributing to extreme overcrowding in most houses. Participants reported that as many as 10 people are living in a 3 bedroom house and 7 people in a 1 bedroom house and as many as 5-6 boys and girls share the same room.

The degree of overcrowding is a major contributor to tension and fighting and domestic violence

Some young people from the communities are getting caught up in the justice system. In order to return home the young people must be able to show that they have housing. With the extent of overcrowding this is difficult to prove.

Young adults want their own house. They don't have independence.

Many young people find themselves moving from one house to another, between different friends and family members.

There is shortage of housing and the Corporations have little access to capital funding to construct additional housing.

Broome

Families are living in overcrowded conditions and there are often multiple families living in the one house. These families are being housed under cultural obligation.

Parents have their children living with them who also have their own children.

Some of the young people from the communities are just visiting town and sometimes this is happening during peak tourist season eg. basketball tournaments.

Overcrowding living conditions contributes to:

- (` poor living environment;
- (` poor health;
- (` increased damage to housing;
- (` reduced responsibility for looking after the house;

- () young people being unable to study; and
- () young people suffering from disturbed sleep patterns.

Lack of Access to Rental Housing

It is difficult for Aboriginal people to access housing in Broome. In particular, young Aboriginal people have little access to private rental and the cost is high. At the same time Homeswest has very long wait times.

Young people marrying early – housing may not be appropriate.

Young people with children have nowhere to live.

Young need assistance to buy their own homes.

House prices are not affordable for most young people. The median price for a 3 bedrooms in Broome is \$247,500.

Private rents in Town are over the top. Rental for a 3 bedrooms is from \$290 to \$320 per week. Units are \$220 per week plus and the Caravan Park is charging \$150 per week.

Shortage of Affordable Housing

Communities

The young people felt that either a dorm or hostel was needed at the community for singles.

The highest need is housing for young couples and young singles. Providing housing for these groups would help relieve the overcrowding problems faced by families.

ATSIC/DHW mainly fund the construction of 3 bedroom houses but the communities have shorter lists for families than singles.

The communities need both 1 bedroom and 3 bedrooms housing.

Broome

In Broome there is little access to priority housing.

Small families face long waits for Homeswest housing. Private rental is not a solution as it is not affordable and Indigenous people have very little access.

Single parents, who want to make positive changes, are stuck in dysfunctional homes because of the lack of choices.

Young people don't sign up to the Homeswest waiting list because they know they won't get a choice of locations and there is a long waiting list.

Shortage of Student Housing in Broome

Young people from the communities have to move into Broome to attend high school. The only option for housing in town is with extended family, which are often already living in overcrowded housing.

Many of the high school aged young people board away in order to complete their TEE. Young students are boarding in locations including Perth, Esperance and Broome. Most of the young people are staying in Department of Community Development (DCD) hostels.

The most pressing need is housing appropriate for singles, couples without children and There is a need for the young people to be able to access accommodation provided by education institutions.

There is a need for an education hostel in town.

Notre Dame is the only educational institution that provides accommodation for its students. Other institutions access Notre Dames accommodation. Notre Dame is focused toward meeting older young peoples needs.

Many students board to get away from negative peer group pressure and dysfunctional families.

There needs to be more student accommodation in Broome. Many young people who go to boarding school end up dropping out because they home sick.

A well-supervised hostel in Broome would be very useful.

Safe House/Refuge (Need For)

The communities identified the need for a safe houses or refuges located onsite was identified. This was needed for women and young people escaping domestic violence and abuse. It was stated that, "everything happens at night", which means that if a safe house is established, it would require staffing, especially at night.

Participants felt that a refuge in Broome was needed and that young people from the community who are in crisis would use a refuge.

DCD provide visiting services to the community and they have been dealing with some cases of sexual abuse.

Young people are coming into town to get away from dysfunctional families and alcohol/drugs. Emergency accommodation is needed in Broome.

Some young people are coming into contact with the justice system, often after committing (opportunistic) brake and enter. They are often on the street because it is not safe at home

There is no hostel accommodation available. Young people only have their families.

There is a sobering up shelter in town but nothing for young people.

The establishment of a Hostel would be more appropriate than a refuge for young people.

The lack of emergency housing is critical, the Police recently had to lock up a 10 years old overnight because they could not find the parents or access Catherine House.

Young People With Mental Health Problems

The need for another service for people with mental health problems was identified.

People with mental health problems were identified as a major needs group and brain injury as well.

Young people who have had no previous signs of mental illness have been committing suicide.

Homelessness is a real issue among young people and people with mental illness.

Northwest Mental Health is operating an Independent Living Program for single men with mental health problems. The service is staffed by 2 Aboriginal, mental health workers and the Department of Housing has provided a 4 bedrooms house. The service has been operating for 6months. Next year NMH will apply for recurrent funding from the Health Departments, ILP Program and DHW's Community Disability Housing Program.

Short-term Accommodation in Broome for Pregnant Young Women

Pregnant women from the communities are currently utilising the Patient Assistance Transport scheme to attend hospital in the final stages of pregnancy. It was agreed that short term housing for young mothers and their partners is required in Broome.

The ASYASS Little Babies service was supported as an appropriate service to develop in Broome.

Much of the Existing Housing Stock is Badly Designed for the Climate and Kinship Cultural Requirements

The existing houses are badly designed for the weather conditions.

Houses are left open to allsorts of things to happening and young people are often left in unsafe homes. They have nowhere to go.

Issues Impacting on Young People

Young people are experiencing family violence at home and they are learning that they don't have to put up with it.

Many of the young people that are in contact with youth agencies are really hungry.

Other issues include:

- (· lack of activities for young people
- (· trauma related to violence and abuse

Financial Assistance

Saint Vincent DePaul some times provide vouchers for young people to stay at the Roebuck hotel backpackers - \$8 per night. They also provide vouchers for other forms of assistance e.g. food vouchers and sometimes travel.

Health Education

Parents are not teaching their children about safe sex practices and their daughters are getting pregnant.

Some Current Services

Funded youth services in Broome who are in contact with homeless young people include:

Broome Youth Support Group (Broome Drop In Centre) receives funding from the Department of Community Development. In addition to a Drop In Centre, the organisation also provides other services for young people, such as case management, counselling, mediation, advocacy, camps, day trips, culturally specific programs, discos, dances and music.

Burdekin - Youth In Action receives funding from the Department of Family & Community Services to deliver the Reconnect Program within the Shire of Broome. In addition, the organisation receives some funding from the Department of Community Development to support young people at risk within the town of Broome.

Job Placement, Employment and Training (JPET) is a program funded by the Commonwealth to assist young people (15-21) who are homeless or at risk of homelessness and face multiple barriers to participate in education, vocational training or to gaining and maintaining employment. Priority is given to 15-19 year olds.

Factors to be Considered to Make the Provision of Youth Housing in Broome Successful

Population Growth

The Broome Shire has the second highest population growth rate for any shire in Western Australia and the sixth highest for Australia.

The young people that services are coming into contact with are getting younger and younger (13 – 14 year olds).

Catherine House

The role of Catherine House is to provide short-term accommodation for young people up to 18 years, specialising in children between the ages of 0 to 12 years that have been referred and are being case managed by Department for Community Development Officers. Referrals are primarily for child protection but also include the parents are unable to be located, respite and placement breakdown.

The hostel takes up to 8 children and is staffed 24 hours per day by 3 support workers and a co-ordinator.

There is a stringent assessment process in place.

This includes:

- () risk assessment;
- () establishment of care plan; and
- () weekly care plan review.

The Department Officers, work toward reuniting the children with their family or extended family or foster placement.

Access to Social Housing (Homeswest and Community Housing)

Young people need access to affordable rental housing in Town.

Young people need access to Homeswest and community housing (long-term).

Homeswest need to have a specific allocation of housing for young people.

When providing housing to young people, all costs need to be taken into consideration:

- () rent @ 25% of income (about \$45)
- () leaving \$135 to pay for clothing, food, power, water, transport etc...

Young people who are 17 years plus and working need accommodation.

Young people who are under 17 years are their parent's responsibility.

Tenancy Training for Young People

The young people need training on how to look after tenancy. Ensure participation in training and education.

Will a bond be paid? Need for tenancy training and ongoing supervision.

Need to be careful about the young person's history.

Young people need long-term stable housing to be able to participate in employment and training.

Housing for Young Mothers

Increased provision of housing for young mothers is needed. Most women are returning home after staying at the refuge.

The Refuge is finding that the children of previous tenants are now turning up at the Refuge.

Due to the lack of housing options young mums are continuing to live with their families and adding to the pressure that the family is under and increasing conflict and often adding to the number of homeless people.

Sensitive Tenancy Allocation

Housing allocation requires a great deal of care, especially choice of location. There is feuding between families in Broome. Homeswest has demonstrated good practice by employing Indigenous staff that are sensitive to families in Broome.

The Homeswest one offer policy is very problematic for Indigenous people. People often feel shame about having to say they don't want to live next door to particular family and will let their housing allocation go instead.

Externally Supported Housing

There is need for youth housing in Broome with adult supervision.

Work with family throughout, especially on issues of poverty and hunger.

Young people need assistance with budget management and home making skills.

It is important to work with the whole family.

Bi-partisan approach required, including family counselling.

Need for externally supported housing.

Support for YES or FRESH style program.

Who will manage the program?

How accessible will the housing be if a single community gets control of the organisation?

The housing management will need to be strong and neutral.

Young people that manage to access housing will be under pressure to house the rest of their family. One young couple got housing from Homeswest and within a week they were housing the rest of their family.

If new units are acquired for young people they will need to be spread around Town, not concentrated in one location.

There was general support for the establishment of externally supported housing (FRESH/YES) and a warning that the units must be spread around and not bunched together in one block.

Special attention will need to be placed on the problem of visitors.

When Homeswest houses families, their houses quickly become overcrowded.

The support worker will have to be someone who the young people respect and who is seen as being neutral.

Regular assessment will be needed.

FRESH type housing would need to involve regular reviews and be targeted to low needs.

Scheme is to reduce stress for young people.

Training in Indigenous culture required by workers.

Outreach workers would need to be very skilled.

Capacity Building

The Department of Housing Work's, Management Support Program (MSP) employs and trains local young people in the construction and renovation of houses. The training program is delivered by TAFE and under the instruction of a qualified supervisor. Many of the young people have received Certificate I in Building and are now working toward Certificate II.

TAFE has been delivering accredited training at the community through STEP. This is viewed as very positive.

The young people working on the MSP are receiving CDEP plus "top up", this improves the rate of pay and provides full-time employment.

Capacity building for young people is important – assist young people into education, training and work.

There needs to a focus on developing life skills and assisting young people to access training.

There is a need for the young people to have positive role models.

Housing Designed for the Climate and Kinship/Cultural Requirements

Design innovation is required to produce singles housing that is low cost, while the dwellings remain suited to the climate and are culturally appropriate. A pavilion design was suggested as being appropriate to the communities. This would involve 4-5 single rooms around the outside of the building with a central communal area (similar to Broome Community Group stage II houses).

Housing needs to be designed to accommodate cultural obligation: space for extras and portable units in the backyard for rellies.

To accommodate visitors houses need to have an extra toilet, shower and cooking facilities outside.

Kids are being abused while visitors are staying with the family.

Houses to have a large visitors room for the girls.

Boys can stay on the veranda outside.

No men allowed inside the house.

When visitors come to stay, most are family but there are normally some unknowns.

Much of the housing in the outlying communities is not appropriate to the Kimberley weather conditions.

New housing should utilise solar passive design and solar energy.

On top of rent, householders also have to cover the cost of power, water and gas.

Construction of housing should utilise open design. The Broome based company *Echo Design* have built a good example of appropriate design on the corner of Herbert and Merry Streets.

Youth housing needs to be energy efficient and waterwise.

NBC Aboriginal Corporation (for more information visit: http://users.tpg.com.au/users/nbcacbm/nbc_about_us.htm) have developed housing appropriate for Indigenous people.

Youth Services

It was reported that young people from the communities access existing youth services in town, Burdekin - Youth In Action and the Broome Drop In Centre. The clientele of the Broome Drop In Centre ranges in age from 12 to 21. The largest group is aged between 14 and 18, and a large number of younger, predominantly Indigenous, siblings.

Visiting Youth Workers

The young people need someone to talk to who is from outside the community. A visiting worker would be effective as long as the visits are on a regular basis.

Visiting counsellor would be valuable – talk to the young people. Some issues include: suicide, boredom, and drugs.

Burdekin - Youth in Action Provide case management.

Broome

Social issues:

(· drugs (gunja first and food second)

(· suicide (psychosis)

Families need to be supported to develop independence.

There is nothing for young males in terms of escaping DV or access to counselling.

A Chill-out Room has recently been established in Fremantle, a similar service could be of value in Broome.

Many of the young people are at risk of suicide.

Development of Existing Agency

There is no point starting a new agency.

It is important to have one agency. Burdekin - Youth In Action is the most structured and they travel extensively.

Travel to communities is very important.

The new SAAP Funding will be \$150,000 recurrent. This should be enough for x 2 workers and brokerage fund.

Collaboration

Broome has options for everything but housing.

Need for collaboration between youth agencies.

YCN – collaboration between gatekeepers Kimberley wide.

Key youth services: drop-in and Burdekin - Youth in Action (counselling).

Need for mapping of services in town.

It will be important for the youth housing service to work with Skillshare, schools, and JPET.

KAMS has a community drugs team.

JPET assists young people to access employment or training.

Young people who are homeless or at risk of homelessness are referred to JPET as part of Centrelink's activity testing and sometimes as part of the mutual obligation requirement. There are a lot of young people in Town who can live with their parents because of family violence and substance abuse at home.

The refuge provides short-term housing for women and children escaping domestic violence.

BYIA provides:

() outreach services to schools and in town;

() reconnect is targeted to young people who are homeless or at risk of homelessness and their families; and

Resource Centre in Broome

Young people from the community require access to an information and advocacy service based in Broome.

Homeswest information needs to be provided.

There is need for a Tenants Advice Service in Broome.

Young people have a very limited understanding of the housing system.

The most effective way to provide a housing service would be from a resource centre.

Safe Families

Safe Families (as described in ASYASS model) was supported as good idea but must have funds.

It is difficult to recruit appropriate/registered carers.

Additional Housing

Broome

A hostel is needed for visiting Broome – basketball, courses and aquatic centre – visitors to Broome normally pay board (\$50+) to family members who may not have room.

There is need for an Aboriginal Hostel in Broome; one way to fund this could with a joint venture between Djarindjin, Beagle Bay, One Arm and DHW.

A hostel is needed in Broome for women who are pregnant and need access to the hospital.

Communities

The young people thought it would be good to have one dorm/hostel for boys and one for girls.

The community needs a dorm or hostel – adult supervision would be required.

More large houses are needed at the community.

Development of Social Housing

If resources were available St Vincent De Paul would be interested in running a hostel. The Bishop has land that could be used as part of a joint venture hostel development.

Homeswest purchased 2 houses using Crisis Accommodation Program (CAP) funds. The houses were intended to be used by Marnja Jarndu as transitional housing but DCD did not provide the SAAP funding required to operate the support component. Without SAAP funding the project was unviable. Since 1997/98 Homeswest have operating the houses as mainstream public housing.

There was some support for the concept of the CAP houses being swapped for duplexes and the staff could live next door.

Results from Youth Surveys

Part of the consultation process involved the Youth Liaison Officer interviewing 30 Indigenous young people about their housing needs, of these 53% were from remote communities and 47% were from Broome (Town).

Frequency of visits to Broome

Of the young people in the remote communities 44% visited Broome monthly and 13% visited fortnightly and the remaining 44% visited irregularly.

Where do young people stay when visiting Broome?

When in Broome 100% of the young people from the community stayed with family.

Type of housing the young people live in

All young people from the community lived in houses while 83% of young people from Broome lived in house and 17% lived in flats.

Payment of rent

Young people from the community are less likely to pay rent than young people from Broome and rents in Broome much less affordable. For example, only 44% of young people from the community paid rent, compared to 62% in Broome. In addition, 100% of young people from the community paid less than \$60 per fortnight rent compared to only 25% in Broome and 63% of young people in Broome paid over \$100 per fortnight in rent.

Number of people in household

Young from the community are twice as likely to live in a large household than young people in Broome. For example, 33% of young people from the community lived in households with between 2 to 6 people compared to 62% in Broome. While 33% of young people from the community lived in a household with 10 or more people compared to 15% in Broome.

Dependent children

Young people from the community were more likely to have dependent children than young people from Broome. For example, 38% of the young people from the community had dependent children, compared to 23% in Broome.

Occupation

The Community Development Employment Programme (CDEP) provided employment to 44% of the young on the community compared to 38% in town. While 50% of the young on the community were students compared to 31% in Broome.

Type of accommodation needed

The young people were asked to identify the type of accommodation they thought was needed for young people. Figure 3.1 demonstrates that young people from the communities wanted hostel accommodation, followed by additional housing. While for young people in Broome additional housing was the priority followed by hostel accommodation. The need for safe house/refuge accommodation was identified by both groups but more strongly supported in Broome.

Appendix 3: Youth Housing Provision in Northern Australia

Northern Territory

Alice Springs

Alice Springs Youth Accommodation Support Service (ASYASS)

Contact: Susan O'Leary (Manager)

Telephone: 8953 4200

Fax: 8952 4168

Talk to the Elders

Talk to Indigenous Elders very early in the development process. With the support of the Elders, the project it will have a much greater chance of success.

Respect for and recognition of Aboriginal cultural context

This has included: Aboriginal young people not being able to live alone, this has lead the service on occasions to allow apparent overcrowding.

Employment

Employ Indigenous staff in key positions.

Capacity Building

Recruit and provide training to local Indigenous people.

Indigenous Reference Group

It essential to establish an Indigenous reference group to ensure services develop in culturally appropriate ways.

Board of Management

The Board is made up of interested people, representatives from the Indigenous community and young people.

Darwin

Anglicare Youth Housing Programme

Contact: Sibylle Kaczorek

Phone: 8985 0000

Housing Indigenous Young People: Anglicare have had success with housing Indigenous young people because they have been flexible with house rules. These include:

- Ø **Budgeting** – recognition of cultural obligations to share income, means accepting some degree of rent arrears (and lost income) for Indigenous clients;
- Ø **Relatives and other visitors** are allowed to stay over at the medium-term house; and
- Ø **Drugs and alcohol** - not strictly policed.

Innovations

Trialing the viability of a SAAP funded crisis house at Palmerston with an onsite worker. The trial will start in February 2003.

Reconnect

Anglicare employs Reconnect workers who have taken on more complex cases. This has given the SAAP workers more time to work on client support and accessing medium to long-term exit points.

YWCA: Casy House

Contact: Paula Arnol

Phone 8948 2044

Design

The design of building is very important, especially for crisis shelters. It affects group dynamics and safety particularly with mixed gender. It is important to make it as homely as possible yet still practical. Outdoor "time-out" space is useful.

Reconnect

Used for family mediation and the service receive referrals from Reconnect. There was a perception that Reconnect is sometimes too quick to seek reconciliation with family after a stay in the shelter, as often underlying issues have not been worked through.

Community Placement Program (YWCA)

Contact:

Phone: 8945 7474

Katherine

Somerville Community Services Inc.

Contact: Mark Friend

Phone: Ph 89711107

Both Sides of the Story

Workers need to get both sides of the story regarding the issues when young people present seeking help.

Innovations

Preventative group counselling/mediation provide excellent opportunities (e.g. in schools, boarding houses) to head off problems before they start.

Reconnect

While there are no Reconnect workers in Katherine, Somerville works toward family mediation and in about 40% of cases, the YP is reunited with family.

Queensland

Cairns

Cairns Youth Link

Contact: Chris Pardey – Housing Co-ordinator

Location: Cairns
Phone: (07) 4031 6179
Management: Community Based Management Committee

Unmet Demand

Once a service is established in Broome there will be greater demand than can be met and many of the young people will be in crisis. It will be important for the service to continue lobbying for the full range of services to be funded, e.g. crisis refuge.

Identify Purpose

The service will have to decide on whether to focus on crisis housing issues or preventative/long-term housing. Part of this will involve identifying the key target group; in the case of Youth Link it is young people between 15 to 20 years old with an independent income.

Duplexes and Multi-units

Chris recommends staying away from having more than one unit on the same site. They quickly become known as youth houses and become prone to complaints (partying etc...) from the neighbours.

Private Leasing

Private leasing is very problematic and worth staying away from. In particular, maintenance standards are a problem.

New Build

New build is very desirable especially because durable materials can be specified in the design brief.

Careful Placement

The housing offered to the young needs to be appropriately located both in terms of geography and neighbours. Careful allocation will avoid setting the young person up to fail.

Appropriate Level of Support

The target group needs to be compatible with the level of support available.

Cooktown

Cooktown Community Resource Centre

Contact: Peter Evans
Phone: 07 4069 6098

Mackay

Kalyan House

Contact: Christine Low, SAAP Team Leader
Phone: 07 49514352

Flexibility

Better a few rules strictly enforced than an array of rules that only serve to set young people up to fail.

Mt Isa

Isa Tenancy Advice & Advocacy Service

Contact: Joyce Barlow

Phone: 07 4743 9659

De-institutionalisation

De-institutionalisation has meant increasing numbers of people affected by mental health issues causing safety concerns for staff and other residents. In particular because the Community Rent Scheme provides unsupported accommodation and not suitable for people with mental health issues.

Targeted Youth Shelter

Mt Isa used to have an Indigenous youth shelter but it was closed, as the young people preferred the mixed service.

Innovations

Very strong links to external services to provide alternatives for non-school attenders, for whom stepping out of some form of personal development/training is not an option.

Reconnect

The Tenancy Service receives referrals from Reconnect for young people looking for independent accommodation.

Rockhampton

Capricorn Youth Accommodation Services Inc

Contact: Sean Reibelt

Phone: 07 49277333

Accounting System

A good quality accounting system like MYOB (Mind Your Own Business) streamlines reporting functions and allows specific reporting on each function of the organisation.

Darumbal Community Youth Service

Contact: Margaret Hornagold

Phone: 07 49226180

Appropriate Funding and Viability

Funding needs to allow for:

- Ø staff awards including penalties & overtime
- Ø maintenance and repairs funding that allows for robust construction of supported accommodation dwellings and what constitutes “fair wear and tear” for this client group

There is an inherent policy conflict between SAAP services that are not to place excessive financial pressure on clients, while Queensland Housing requires repairs to be funded from rents received.

Short-term vs Medium to Long-term

Counter-productive to start a medium-long-term service in the absence of crisis/emergency housing options; a continuum of provision is needed.

Reconnect

No worker at present, however the Reconnect network/contacts are used where possible to reunite young people with families. The service intends to increasingly outsource support functions where appropriate.

Townsville

Share Youth Accommodation Programme (SYAP)

Contact: Warren Roles

Phone: 07 47715346

Separation of Support

The lack or separation of support poses a conflict of interest for workers and impedes good outcomes for young people.

Need for Policy and Procedures

Where crisis only accommodation is provided, clear policies and procedures need to be in place to ensure consistency of approach between workers.

Choice of Housing Type

Medium term case managed housing works better with individual housing units rather than in communal housing. The latter is more likely to encourage client dependency.

Reconnect

The possibility of reuniting with parents via Reconnect is a routine step in each case management plan.

Western Australia

Karratha

Karratha Youth Housing Project

Contact: Jenny Rogers (Departing coordinator)

Phone: (08) 9144 1881

Need for Range of Services

A lack of medium and long-term housing options means that many clients stay longer than 3 months.

Drugs and alcohol

Not exclusionist re drugs/alcohol

Co-ordination of Case Management

Don't individualise case management (i.e. single case manager). Group meetings should include all support workers and the young person.

Case Management Code of Rights

Encourage young people to agree to a case management code of rights. Without this agreement personal/life skill issues may not be addressed.

Reconnect

No contact.

South Hedland

Youth Involvement Council

Contact: Manager: Donna Gayton,

Phone: (08) 9140 1272

Nature of the Service

Need to be clear about the nature of service i.e. crisis/transitional/supported.

Flexibility in Funding Agreement

Not too restrictive funding agreement as needs change over time.

Evaluation

Regular service evaluations/reviews should be undertaken.

Reconnect

No contact.



Burdekin-Youth in Action



Department for
Community Development

MARNJA



JARNDU



Department of Housing and Works
Government of Western Australia



Meeting Youth Housing Needs in Broome Through Collaborative Practice Stage 2

Consultants Final Report



Prepared by Karel Eringa
June 2003

Meeting Youth Housing Needs in Broome Through Collaborative Practice: Consultants Report on Stage 2

June 2003

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1: Introduction

1.1 About the Project

Meeting Youth Housing Needs in Broome Through Collaborative Practice is a project that was initiated by the Broome Youth Housing Working Party and funded by the Commonwealth Department of Family and Community Services. The aim of the project was to undertake extensive community consultation to identify the needs, issues and barriers to access housing faced by the target group of 12 to 24 year old young people, most of whom are Indigenous. This report details the findings of Stage 2 of the project, the aim of which was to cost the model recommended in Stage 1 as being the one most appropriate for the needs of young people in the Shire of Broome.

The findings of Stage 1 of the project have been released in a separate report. The Stage 1 Report contains a comprehensive overview of the project's aims, objectives, participants and methodology. Based on statistical information, consultations with young people and organisations throughout the Shire of Broome, and an investigation of a range of existing housing models operating throughout Northern Australia, Stage 1 identified a need for a range of short, medium and long term housing options in the Shire of Broome, as well as a range of support options for young people with higher needs.

1.2 Model 3

Stage 1 involved community consultations to identify the needs, issues and barriers to access faced by the target group of 12 to 24 year old, mostly Indigenous, young people. In addition, a statistical housing needs analysis was conducted, and a number of existing housing models throughout Northern Australia were investigated. Finally, a number of criteria were developed allowing for the available options to be prioritised.

On the basis of this information, it was recommended that a combination, of short, medium and long term housing, support and information and referral services were required. Since no model operated anywhere in Northern Australia that could be transplanted directly to the Broome situation, three models were developed that combined aspects from models operating elsewhere.

The project working party selected 'Model 3' as most appropriate for the needs of young people in the Shire of Broome. This model explicitly recognised that each young person will be in unique circumstances, with a unique background and with a unique set of needs. Put simply, the best support will achieve very little if there are no long term housing options available, and all the housing in the world will not result in successful outcomes for young people who have issues with substance abuse or who lack basic living skills.

Model 3 also recognised that the main housing issue for many young people is the severe lack of appropriate and affordable housing in the Shire of Broome. However, housing by itself will not address the problems faced by the most disadvantaged group of young people, who require support in order to be able to live independently.

The Stage 1 Report contains a complete overview of all the components of Model 3. However, the main features of the model are summarised briefly below:

- > Two **Crisis Refuges** with six beds each, staffed 24 hours per day and 7 days per week. One of the refuges will specifically target new young mothers and one will

be for all young people in need of this type of accommodation. Crisis refuge accommodation will be available for a maximum of three months.

- > 12 one and two bedroom units with **Medium Term Support** during working hours. This support will be available for a maximum of one year.
- > 48 units of **Long Term Support** provided on a rolling basis by Homeswest and community housing providers. The service will provide support as required to the client, for a period of up to two years, after which time the young person retains the same tenancy independently.
- > Two **Hostels**, one for males and one for females, with a total capacity of 25-30 beds will provide an avenue out of overcrowded situations for those young people who have no or minimal support needs, but who are unable or unwilling to access mainstream long term housing. Young people will be free to use the hostel for short, medium or long term accommodation, as required and desired.
- > 363 units of **Long Term Affordable Housing** are required immediately to relieve the existing overcrowding in 569 households in the Shire of Broome. An additional 20 units of affordable housing per year would then be required to prevent future overcrowding. Current occupancy rates show a need for 60% one bedroom, 15% two bedroom, 20% three bedroom and 5% four bedroom dwellings.
- > A **Resource and Information Centre** will provide information to young people about existing housing and support services in the Shire of Broome, and map changes in needs and services on an ongoing basis to identify any gaps. The Centre should be added on to an existing service and be staffed by one full time Coordinator and one part time (0.6 FTE) advocacy worker.
- > A **Brokerage Service** would assist young people to access appropriate and affordable housing and support them to move out of homelessness and be staffed by a single full time support worker. This service could be combined with the Resource and Information Centre

1.3 Stage 2

The aim of Stage 2 of this project is to cost the full implementation of Model 3, and make some recommendations regarding the implementation process. These costings and a proposed timeline form the bulk of the present document.

A final draft of the report was presented to a community forum held in Broome on 15 May 2003. This forum was attended by 39 people from a variety of backgrounds. The forum generally supported the conclusions of the consultant, and made a number of suggestions regarding the way in which its recommendations would be best implemented. Rather than producing a separate report on the outcomes of this forum, its findings have been integrated throughout this report.

2: Costings for Model 3

As noted in the Stage 1 Report, any figures interpreting housing and support needs should be interpreted with care, since implementing different parts of the model will have implications on needs in other areas, which are very difficult if not impossible to quantify. In addition, both needs and cost structures will change over time, making accurate forward financial projections more difficult the further they stretch into the future. Historical trends are often poor indicators of future developments. Finally, for a relatively small population like Broome, changes can occur quickly.

The methodology used to obtain the costings in this section was to first cost each of the component parts of the model separately. Next, the various components were laid out on a timeline and the relevant inflation factor was applied. Finally, it was noted that one component, the provision of affordable housing, was particularly expensive, with the bulk of the expenditure on this item occurring at a very early stage in the project. Two alternative options were developed to spread the cost of this item over a period of time.

2.1 Assumptions

Table 1 lists the assumptions used to obtain the costings presented in this report. These assumptions were obtained as follows:

Consumer Price Index, Housing Costs, Land Values and Annual Wage Rates Increase

These indices are required to obtain costings for wage rates, housing construction costs and other items into the future. The indices for consumer prices, housing costs and annual wage rates were based on averages for the period 1992-2002, as listed in relevant publications of the Reserve Bank of Australia.

Since data on long term changes in land values for Broome was unobtainable, the index for land values was derived from last year's average increase in land values across Western Australia as published by the Real Estate Institute of WA. It should be noted that increases in land values are the most volatile of the four indices used in a small market such as Broome, and are therefore particularly difficult to predict with any degree of accuracy.

Kimberley Regional Price Index 2000

A recent report by the West Australian Department of Local Government and Regional Development, *Indicators of Regional Development in Western Australia*,²⁵ indicated that price levels in the Kimberley were 13.3% higher than those in Perth in November 2000. For items where prices specific to Broome could not be obtained, Perth prices inflated by this factor were used.

Salaries, Superannuation and Oncosts

Many of the components of Model 3 require the employment of staff. For the purposes of the financial modelling, it was assumed that all staff would be paid award rates specified by the Social and Community Services (SACS) Award. Superannuation was set at the current legally required rate of 9.0%, while other employment oncosts (including holiday pay, workers compensation, professional indemnity insurance, etc) were assumed to be equal to the state wide community sector average of 20.0%.

²⁵ Department of Local Government and Regional Development, *Indicators of Regional Development in Western Australia*, Government of Western Australia, March 2003

Table 1: Assumptions

Consumer Price Index	2.6%		
Housing Costs	1.9%		
Land Values	10.5%		
Annual Wage Rates Increase	4.1%		
Kimberley Regional Price Index 2000	113.3%		
Annual Salary - Coordinator (SACS 7.3): WA	\$48,645		
Annual Salary - Support Worker (SACS 5.3): WA	\$42,116		
Annual Salary - Administration Staff (SACS 3.3): W	\$34,603		
Superannuation	9.0%		
Oncosts (workers compensation, PI insurance, etc)	20.0%		
Land costs - 1 bedroom	\$100,000		
Land costs - 2 bedroom	\$110,000		
Land costs - 3 bedroom	\$130,000		
Land costs - 4 bedroom	\$140,000		
Land costs - crisis refuge	\$260,000		
Land costs - hostel	\$280,000		
Construction costs - 1 bedroom	\$120,000		
Construction costs - 2 bedroom	\$135,000		
Construction costs - 3 bedroom	\$150,000		
Construction costs - 4 bedroom	\$160,000		
Construction costs - 6 bed refuge	\$500,000		
Construction costs - 15 bed hostel	\$1,500,000		
Demand Maintenance - units/houses	0.50%	of construction costs	
Demand Maintenance - refuges/hostels/CAP	1.00%	of construction costs	
Long Term Maintenance - units/houses	1.00%	of construction costs	
Long Term Maintenance - refuges/hostels/CAP	1.00%	of construction costs	
Administration costs (incl rates, insurance, etc)	10%		
Cost of meals per person per week	\$30		
Average rent hostels (per day)	\$15		
Vacancies, arrears and bad debts (hostels)	25%		
Ratio Support Staff : Young People			
Crisis Accommodation	1 : 6	(24 hours per day)	
Medium Term Accommodation	1 : 6	(8 hours per day)	
Long Term Support	1 : 12	(8 hours per day)	

Finally, for the purposes of the financial modelling it was assumed that all staff employed in a coordinating position would be employed at SACS Level 7, while all support workers would be employed at SACS Level 5. Administration, cleaning and kitchen staff were assumed to be employed at SACS Level 3.

Land Costs

Compared to Perth and many regional areas, land costs are high in Broome. Land costs are an important factor in the financial modelling of one of the key components of Model 3, increasing affordable housing stock. However, land costs vary significantly across the Shire, and it is impossible to determine land costs precisely without knowing first the location of each of the new dwellings. This would require a major planning exercise, which is beyond the scope of this report.

The land costs used for the purposes of the financial modelling are therefore indicative only. They were based on average land values around Broome, and assumed to increase with dwelling size. Since these estimates of land costs flow through in all capital outlays required as part of Model 3, the costings for the residential dwellings, hostels and crisis refuges should be regarded as approximations only, which may vary according to their location and design.

Construction costs

The construction costs for the different types of dwellings were obtained from averages for the area used by the Department of Housing and Works. Construction costs for the refuges and hostels were based on consultations with existing crisis accommodation providers and Aboriginal Hostels Limited.

Maintenance

Long term maintenance is maintenance that is planned by the housing provider. For instance, dwellings need to be painted regularly and items such as stoves and roofs need to be replaced at scheduled intervals. Demand maintenance is maintenance that is triggered by the occupant and includes fixing accidental damage and other unforeseen events. Both long term and demand maintenance will increase with the value of the dwelling (though not necessarily the land), and are therefore expressed as a proportion of the construction costs of the dwelling.

The figures used for residential dwellings are based on averages in private, community and public housing. Consultations with relevant stakeholders indicated that for refuges and hostels long term maintenance costs are a similar proportion of construction costs to residential dwelling, but demand maintenance in these forms of accommodation tend to be higher.

Administration Costs

Where relevant, staff costs have been increased by 10% to allow for administration (including office space, consumables, telecommunications, etc).

Cost of meals and essentials per person per day

In addition to accommodation and support, the Crisis Refuges and Hostels provide meals and some other essentials to the people who use their services. The average cost of providing these services has been estimated at \$30 per person per week.

Rent and Vacancies (hostels)

It is assumed that the hostels will charge young people an average fee of \$15 per person per night to cover meals and accommodation. This is roughly equivalent to two thirds of the current level of Youth Allowance for independent young people. It should also be noted that the commercial hostels and backpackers accommodation in the area charge from \$17 per night, although this does not include meals. In calculating rental income for the hostels, it is assumed that 25% of rental income is lost in terms of vacancies, arrears and bad debts. Finally, it is assumed that the Crisis Refuges will be unable to charge any substantial amount of rent to their clients.

Ratio Support Staff : Young People

The support components of Model 3 require assumptions to be made regarding the number of staff required to assist young people. Higher ratios are required for more intensive support (eg. crisis accommodation). The ratios presented are based on best practice across Northern Australia, as discussed in the Stage 1 Report.

2.2 Crisis Refuges

The Stage 1 Report identified that two purpose built 6 bed refuges are required to complement the role of Catherine House. One refuge would target 15-24 year olds who are homeless or at risk of homelessness. The refuge would be staffed 24 hours per day and seven days per week. Stays at the refuge would be limited to 3 months. The role of the refuge would be to provide a gateway to independence. This would include assistance with accessing an income, gaining access to longer term housing and participation in life skills and other training. The second refuge would target young Indigenous women between 13 – 19 years old who are pregnant or who have had their first baby.

Both refuges would provide temporary accommodation and facilitate a gateway to independence. In addition to temporary shelter, it should also assist young people in establishing themselves, eg. support with obtaining Centrelink benefits, assistance with accessing other relevant services, etc. The second refuge would receive visiting support from a Broome Regional Aboriginal Medical Service (BRAMS) community health worker (memorandum of understanding to be developed) on health and parenting education. The service requires 24 hour staffing.

Finally, it should be noted that the community forum held in Broome on 15 May 2003 expressed strongly a need to address the needs of young people in housing crisis.

Capital and Operational Requirements

Based on the assumptions above, each of the two six bedroom refuges would require an initial capital outlay of \$760,000 (see Table 2). In addition, operating costs for each of the refuges are estimated to be \$468,115 per year. This is significantly higher than the actual amount of funding received by many existing crisis refuges. However, it should be noted that the refuges that were consulted as part of this project commented that their funding was grossly inadequate.

The bulk of the operating costs consist of wages for the four support staff. It should be noted that a minimum 4.5 Full Time Equivalents (FTEs) would be required to provide support 24 hours per day and 7 days per week at the assumed staff-to-client ratio. The additional 1.0 FTE is required to cover holiday, sick leave and to be on call in order to ensure that the service will be able to meet its duty of care regarding minors at all times.

For the purposes of the financial modelling, it is assumed that the refuges will be constructed as soon as practicable, with one refuge becoming operational in 2003-04 and the other in 2004-05. It should be noted that the figures below assume that the Coordinator and support staff share administration duties between them, thus removing the need for dedicated administration staff.

The costings allow for one full time and one weekend cook. One option suggested by consultations with existing refuges is to allow clients to be collectively responsible for their own meals, including cooking and buying ingredients from a set budget. In addition to saving the wages of a cook, this would also give young people an opportunity to developing essential life skills. However, it should be noted that this may not be appropriate for younger clients.

Finally, there is an allowance for meals provided to residents in this budget. This allowance is calculated at \$30 per person per week, which is the figure used by Aboriginal Hostels Limited. Other existing crisis refuges reported using comparable figures.

Table 2: Costings for Crisis Refuges

Initial Capital Outlay (per refuge)	
Land	\$260,000
Construction	\$500,000
Total Initial Capital Requirement	\$760,000
Operating and Support costs (per refuge per year)	
Maintenance	\$10,000
Salary & Oncostrs - 1.0 Coordinator	\$62,752
Salary & Oncostrs - 5.5 Support Staff	\$298,810
Cooking and cleaning staff and oncostrs - 1.0 FTE	\$44,637
Meals and essentials	\$9,360
Administration costs	\$42,556
Total Operating costs per refuge per year	\$468,115

Governance Issues

The Stage 1 Report revealed that there was a strong preference in the community for the refuges to be community operated. The refuges could be established either as part of one of key stakeholders mentioned below, as a single independent community organisation operating both refuges, or as two independent community organisations managing one refuge each.

The main advantage of the first option is that it will not be necessary to incorporate a separate organisation, with all of the associated costs. The main problem is to 'fit in' a new service under an existing provider. In addition, there may be some issues accounting for separate services and funding.

The third option bypasses these issues, but requires establishing two new organisations. In addition, if this option were to be successful, it would require close collaboration between the two new refuges in terms of referral arrangements.

The second option contains the middle ground, limiting management and establishment costs and at the same time allowing for a new organisation to focus solely on issues affecting disadvantaged young people. As with the other options, the success of this option hinges on the support of existing stakeholders. This support should include practical issues such as referral arrangements, as well as management issues, such as representation on the new organisation's management committee.

Overall, it is the opinion of the Consultant that establishing a single new organisation to manage both new refuges would best balance the various governance issues. However, there may be a need for a transitional stage where the new organisation is run under the auspices of an existing organisation, or group of organisations. This transitional stage would include the funding application for the buildings required to operate the refuges.

Possible Providers and Funding Sources

As argued above, the refuges should be established with the support of a number of key stakeholders. These include youth agencies such as Burdekin – Youth In Action, the Broome Youth Support Group, Aboriginal organisations, the various churches and the Marnja Jarndu Women's Refuge. In addition, the Department of Community Development has indicated it would wish to be involved in an ex officio capacity. If the option of establishing a single new organisation to manage both new refuges is accepted, these organisations should be involved with the management of this new organisation and help administer it during a possible transitional stage.

Finally, the ongoing support provided under this model could be funded under SAAP while the initial capital outlay would require funding under the Department of Housing and Works' Crisis Accommodation Program (CAP).

Referral Arrangements

Protocols should be established with relevant agencies, such as the Department of Community Development, JPET, Centrelink, the police and Burdekin – Youth in Action. In addition, the refuge for new young mothers in particular should develop a memorandum of understanding with the Broome Regional Aboriginal Medical Service (BRAMS). Finally, arrangements should be made with the Department for Community Development to refer any young people who cannot be assisted by the refuges to the Department, which will assess them according to its standard assessment procedure.

Location

The consultations revealed a strong preference for the refuges to be located in Broome Town as most of the client base is located here. The location of both youth refuges should be consistent with the Shire of Broome's Town Planning Scheme.

2.3 Hostels

Two hostels, one for males and one for females, with a total capacity of 25-30 beds would provide an avenue out of overcrowded situations for those young people who have no or minimal support needs, but are unable or unwilling to access mainstream long term housing. Young people would be free to use the hostel for short, medium or long term accommodation, as required and desired.

Based on discussions with services throughout Northern Australia, hostels should provide accommodation for at least 25-30 young people. Further consultations suggested a minimum size of 8 beds and a maximum size of 30 beds. Smaller hostels are financially unviable, while larger ones can create problems with social mix.

Capital and Operational Requirements

Table 3 indicates that the hostels are more expensive to establish than the crisis refuges (a capital outlay of \$1,780,000 compared to \$760,000). However, the annual operating costs for the hostels are much lower (\$265,250 compared to \$468,115 per year), since the model assumes that the hostels cater to young people who do not require support, or seek their support from outreach staff associated with one of the support components of the model. In addition, it is assumed that the hostels will be able to cover part of their operating costs from rental income, estimated at \$61,594 per hostel per year. This reduces ongoing funding required per hostel to \$203,656 per year.

As with the refuges, for the purposes of the financial modelling, it is assumed that the hostels will be constructed as soon as practicable, with one hostel becoming operational in 2003-04 and the other in 2004-05. The hostels should be staffed 24 hours per day and seven days per week; hence the provision for one full time and one weekend nightwatchman.

Finally, the figures below allow for one full time and one weekend cook, as well as an allowance for meals for residents. Both of these items were costed on the same basis as for the Crisis Refuges.

Table 3: Costings for Hostels

Initial Capital Outlay (per hostel)	
Land	\$280,000
Construction	\$1,500,000
Total Initial Capital Requirement	\$1,780,000
Operating Costs (per hostel per year)	
Maintenance	\$30,000
Salary & Oncosts - 1.0 Coordinator	\$62,752
Salary & Oncosts - 1.4 Nightwatchman	\$62,492
Salary & oncosts - 1.4 Cook	\$62,492
Meals	\$23,400
Administration costs	\$24,114
Total Operating costs per hostel per year	\$265,250
Rental Income (per hostel per year)	\$61,594
Total Funding Required per hostel per year	\$203,656

Governance Issues

As with the refuges, the hostels could be established either as part of one of key stakeholders mentioned below, as a single independent community organisation operating both hostels, or as two independent community organisations managing one hostel each. It is the opinion of the Consultant that establishing a single new organisation to manage both new hostels would best balance the various governance issues, as discussed in Section 2.2. Again, there may be a need for a transitional stage where the new organisation is run under the auspices of an existing organisation or group of organisations while funding is being ascertained. This transitional stage would include the funding application for the buildings required to operate the hostels.

Aboriginal Hostels Limited (AHL) commented that any operational funding from their part would hinge on occupancy rates for the hostels, which they require to average at least 70 to 80%. Based on this comment, the vacancy rate for the hostels was assumed to be 25% in the model. In order to achieve this, AHL recommended broadening the target group to include older people and integrating the hostels into one 30 bed facility. This would also increase viability and allow young people to stay together with older people, which can be important for Aboriginal people.

A final note is that participants at the Broome community forum held on 15 May 2003 agreed that the community's preference would be for separate facilities for different age groups. Within these facilities, participants recommended a mix of males and females, and Indigenous and non-Indigenous people. However, the forum recognised that the final shape of the hostel or hostels would depend to a large extent on discussions between the Broome community and potential funding providers.

Possible Providers and Funding Sources

The Stage 1 Report identified three avenues by which hostels may be developed in the Shire of Broome, all of which could be explored further. Firstly, during the consultation process St Vincent De Paul staff stated they would be interested in developing and running a hostel, if capital funding was available for its construction. In addition, they identified that the Bishop has land that could potentially be used as part of joint venture hostel development.

Secondly, the Department of Housing and Works (Community Housing Branch) administers two capital funding programs that may be appropriate to the development of a hostel in Broome. These are the Joint Venture Housing Program (JV) and the Community Housing Program (CHP).

Finally, Aboriginal Hostels Limited (AHL) provide comfortable, safe, healthy and affordable accommodation to Indigenous people and locate its hostels in identified areas of greatest need. AHL provide operational funding for hostels accommodating Aboriginal people.

Referral Arrangements

As stated above, the model assumes that the young people using the hostels will have little or no support needs. Although from time to time the need may arise to refer some cases to appropriate services, this can occur on an ad hoc basis. No need for formalised referral arrangements is envisaged.

Location

The consultations revealed a strong preference for the hostels to be located in Broome Town. The location of both youth refuges should be consistent with the Shire of Broome's Town Planning Scheme.

2.4 Medium Term Housing and Support

Medium term support forms an essential link in a continuum of services in Broome. The Stage 1 Report identified a need for 12 x 1 and 2 bedroom units in Broome. Young people with an independent income, and who are exiting the refuge and agree to externally provided support, would be able to stay in the program for a period of 6 to 12 months.

During their stay in the refuges (see section 2.2), the young people would have been assisted in obtaining an independent income. If they then agree to receive visiting support, they could be supported into more secure accommodation. This accommodation would involve constructing or purchasing 1 and 2 bedroom units in the community. The young people would be able to stay in this program for a period of 6 to 12 months, after which they would be required to move to long term public housing, community housing or private sector.

Instead of rolling over into mainstream, the units associated with this component of the model would be dedicated to the program. This implies that the configuration of the stock should be chosen carefully, with 50% one bedroom units (for singles) and 50% two bedroom units (for small families or singles). The relatively high proportion of two bedroom units allows for greater flexibility to respond to changing needs and would be appropriate for housing young families.

Capital and Operational Requirements

Medium term support would be provided to tenants of dwellings provided under the Department of Housing and Works' Crisis Accommodation Program (CAP). The model requires 12 CAP units to be built, at a total initial capital outlay of \$2,790,000. Operating and support costs for these 12 tenancies are estimated at \$235,233 per year. It should be noted that while this component of the model provides support to an identical number of tenancies as the crisis refuge component, the costs are much lower due to the clients' lower support needs, resulting in lower staff-to-client ratios and there being no need for 24 hour support.

Table 4: Costings for Medium Term Support

Initial Capital Outlay		
6 x1 bedroom CAP units: land & construction costs		\$1,320,000
6 x2 bedroom CAP units: land & construction costs		\$1,470,000
12 total CAP units: land & construction costs		\$2,790,000
Operating and Support costs for 12 tenancies		
Maintenance costs		\$55,800
Salary & Oncosts - 2.0 Support Staff		\$108,658
Salary & Oncosts - 1.0 Outreach Staff		\$54,329
Administration costs		\$16,446
Total operating costs per year		\$235,233

Governance Issues

It is envisaged that the Department of Housing and Works, through its Crisis Accommodation Program, would be best placed to fund and operate the dwellings required for this component of the model. However, the Stage 1 Report identified a need to separate tenancy management and support. One or more community organisations would therefore need to provide the support required for this component. Since several organisations already provide various forms of support to a range of target groups, no need to establish a new organisation to provide support to young people is envisaged so long as SAAP tendering requirements can be met.

Possible Providers and Funding Sources

Capital funding for the dwellings required to implement this component is potentially available through the Department of Housing and Works' Crisis Accommodation Program. The Supported Accommodation Assistance Program (SAAP) provides funding for the support component.

Key stakeholders that may be interested in tendering for funding to provide the support component include youth agencies such as Burdekin – Youth In Action, the Broome Youth Support Group, Aboriginal organisations, the various churches and the Marnja Jarndu Women's Refuge.

Referral Arrangements

As stated above, medium term support forms an essential link in a continuum of services. This implies that there should be formalised arrangements between the agencies providing medium term support on the one hand, and the crisis refuges and long term housing and support providers on the other. Formalised referral arrangements between the crisis refuges and the medium term housing and support providers are therefore essential for this component of the model to be successful.

In addition, the support providers should work with each client to identify his or her needs and develop a support plan. This support plan would likely include arrangements to work with other services, including for instance:

- Agreement to attend at least two appointments per week at the youth housing agency office.
- Participation in a living skills program, including drug education, sexual health, goal setting, cooking and legal rights,
- Family mapping, ie. identifying any relatives who may be able to provide the young person with support and / or accommodation,
- Where more than one agency is involved, formal commitments should be made regarding the role of each of the agencies, and
- Referral arrangements with long term accommodation providers, ie. Homeswest, community housing providers, private landlords and a real estate agents.

Location

The consultations revealed a preference for the medium term supported accommodation to be located in Broome Town. The location of these dwellings should be selected carefully, taking into account such issues as access for the young person to his or her support services, land and maintenance costs, ability to socialise with other young people in the area, security, and avoiding stigmatisation through a high concentration of similar properties.

2.5 Long Term Housing and Support

This component consists of increasing long term affordable housing stock, and providing long term support to those young people who require it.

Specifically, the Stage 1 Report demonstrated that a minimum of 363 units of affordable housing were required to relieve existing overcrowding in the Shire of Broome. In addition to this, the report revealed a need for 20 units of affordable housing per year to prevent future overcrowding. Finally, 60% of these units should have one bedroom, 15% two bedrooms, 20% three bedrooms and 5% four bedrooms.

In addition, it was strongly suggested during the consultations that all new housing should be energy and water efficient, waterwise, use solar passive design principles and be culturally appropriate.

The Stage 1 Report also identified a need for long term support using a model sharing a number of features with the YES (Youth Externally Supported) Housing and FRESH (Fremantle Regional Externally Supported Housing) schemes in the Perth metropolitan area, as well as the Anglicare Youth Housing Program operating in Darwin. The basic concept underlying these models is to provide support to young people and their families in order for them to access and remain successful tenants in public or community housing.

Capital and Operational Requirements

As indicated above, by far the most expensive component of this model is increasing affordable housing stock by 363 units immediately, and then by 20 units per year. The costings are based on 60% one bedroom units, 15% two bedroom, 20% three bedroom and 5% four bedroom, according to the needs identified in Stage 1 of this project. This results in an immediate capital requirement of \$87,030,000, an ongoing capital requirement of \$4,795,000 per year and long term support costs for 24 tenancies of \$119,524 per year.

It should be stressed that the amount of long term affordable housing required under this model is large relative to the resources likely to be available in the Shire of Broome: the housing shortage that needs to be addressed is in the order of 10% of total housing stock in the Shire. It would therefore be highly unrealistic to expect any single State or Commonwealth Government agency, non-Government organisation, the Local Government Authority, private industry or real estate agent to be able to meet the funding requirement required to increase housing stock to this extent.

Instead, it is envisaged that if the current housing shortage in the Shire of Broome is to be addressed in the near to medium term future, all relevant parties will need to work together to find new and innovative ways of achieving these targets. One way to trigger this process would be to hold a Shire Housing Summit involving the State and Commonwealth Government, the community sector, the Shire of Broome, private landlords, real estate agents and any other interested parties. In addition, the community forum held in Broome on 15 May 2003 identified a need for measures to address the low rate of home ownership, particularly among Indigenous people in the Shire.

Table 5: Costings for Long Term Housing and Support

Initial Requirement: Housing		
218	x1 bedroom dwellings: land & construction costs	\$47,960,000
54	x2 bedroom dwellings: land & construction costs	\$13,230,000
73	x3 bedroom dwellings: land & construction costs	\$20,440,000
18	x4 bedroom dwellings: land & construction costs	\$5,400,000
363	total dwellings: land & construction costs	\$87,030,000
Ongoing Requirement: Housing		
12	1 bedroom dwellings: land & construction costs	\$2,640,000
3	2 bedroom dwellings: land & construction costs	\$735,000
4	3 bedroom dwellings: land & construction costs	\$1,120,000
1	4 bedroom dwellings: land & construction costs	\$300,000
20	total dwellings: land & construction costs	\$4,795,000
Ongoing Requirement: Support for 24 tenancies*		
	Salary & Oncosts - 2.0 Support Staff	\$108,658
	Administration costs	\$10,866
	Total operating costs per year	\$119,524
* It is assumed that all housing related costs (tenancy management, asset management and maintenance) will be covered from rental income for long term tenants. Support would be provided to tenants of existing properties, hence there is no specific capital outlay for these properties.		

Governance Issues

This model involves expanding housing stock in the Shire of Broome by close to 10%. This is by no means an easy undertaking, and would require the cooperation of all relevant parties in identifying new and innovative ways of achieving these targets. Since the new dwellings would be owned and operated by existing organisations and individuals, and no need to establish a new organisation is envisaged.

In terms of support aspect of this component, the issues are similar to those affecting medium term support (see section 2.4). Again, one or more community organisations would be best placed to provide the long term support, and since several organisations already provide various forms of support to a range of target groups, no need to establish a new organisation to provide support to young people is envisaged.

Possible Providers and Funding Sources

As stated above, expanding affordable housing stock in the Shire of Broome by such a large proportion would require active support from all relevant stakeholders. These include the Department of Housing and Works, community housing, the Shire, and the private sector, as well as joint venture arrangements between two or more parties.

The Supported Accommodation Assistance Program (SAAP) provides funding for the support component. Key stakeholders that may be interested in tendering for funding to provide the support component include youth agencies such as Burdekin – Youth In Action, and the Broome Youth Support Group, Aboriginal organisations, the various churches and the Marnja Jarndu Women’s Refuge.

Referral Arrangements

A Memorandum of Understanding (MOU) with the regional office of the Department of Housing and Works and / or community housing providers in the area would be required to link the support and housing aspects of this component of the model. The MOU should include:

- Homeswest or a community housing provider allowing the service to access 48 units on a rolling stock basis (integrating with the medium term support described in Model 1), and
- The service to provide support as required to the young people, for a period of up to two years, after which time the young person retains their tenancy independently.

In addition, since long term support forms the final link in a continuum of services, there should be formalised arrangements with the medium term support and accommodation providers described in section 2.4.

Location

The statistical analysis conducted as part of Stage 1 of this project revealed that there was a similar level of overcrowding in Broome Town and the Aboriginal communities. In addition, the proportion of young people surveyed as part of the project that identified long term housing as their prime need was similar in Broome Town (36%) and the communities (31%). Finally, the levels of overcrowding appear to be higher in the communities.

It is recommended that the new dwellings be distributed according to the level of overcrowding in the various communities, with the remainder to be allocated to Broome Town. Table 6 details the allocation of the properties according to this formula. It shows that while the bulk of the smaller dwellings would be allocated to Broome Town, while the communities would receive a large number of the 4 bedroom dwellings relative to their population. The only community that goes against this pattern is Djarindjin / Lombadina, which shows a relatively high need for smaller properties.

Table 6: Allocation of Long Term Affordable Dwellings

	1 bedroom		2 bedroom		3 bedroom		4 bedroom		Total	
Broome Town	198	90.0%	42	75.0%	34	47.9%	5	31.3%	279	76.9%
Broome Pastoral	17	7.7%	8	14.3%	5	7.0%	2	12.5%	32	8.8%
Beagle Bay	0	0.0%	1	1.8%	5	7.0%	3	18.8%	9	2.5%
Bidyadanga	0	0.0%	0	0.0%	20	28.2%	1	6.3%	21	5.8%
Djarindjin / Lombadina	5	2.3%	2	3.6%	5	7.0%	0	0.0%	12	3.3%
One Arm Point (Bardi)	0	0.0%	3	5.4%	2	2.8%	5	31.3%	10	2.8%
Total	220	100.0%	56	100.0%	71	100.0%	16	100.0%	363	100.0%

Finally, it is recommended that the same proportions be used to distribute the 20 dwellings required annually across the communities. This would mean that 15 properties per year should be allocated to Broome, and one per year to each of the communities.

2.6 Resource and Information Centre

The Stage 1 Report identified a need for a Resource and Information Centre, in addition to the services already provided by existing agencies. As more services become available for young people, it is anticipated that the need for information and referral will grow over the next three to five years' time. This service would not only provide information about existing short term and long term housing options to young people, but also identify gaps in the provision of services to existing agencies and highlight new needs brought on by demographic and housing changes over time.

Finally, the community forum held in Broome on 15 May 2003 indicated that the scope of Model 3 necessitates identifying a driving force to ensure that all of the model's components are implemented to as great an extent as practicable.

Capital and Operational Requirements

Table 7 indicates that the main costs associated with the Resource and Information Centre are related to staffing. The costings below are based on one full time Coordinator and one part time (0.6 FTE) advocacy worker. They also assume that the Centre will be housed by an existing organisation, thus keeping rents to a minimum. Total operating costs for the Centre are estimated at \$104,884 per year.

Finally, the final draft of this report proposed postponing establishing the Centre to the 2008/09 financial year. This proposal was not supported at the 15 May community forum, which proposed instead to fund a project officer position to provide a driving force behind the implementation of Model 3. It was envisaged that this position would evolve into the nucleus of a Resource and Information Centre, a Brokerage Service (see section 2.7), or both. For the purposes of the financial modelling it is assumed that the Centre will become fully operational in the next financial year (2003/04).

Table 7: Costings for Resource and Information Centre

Operating Costs	
Salary & Oncostrs - 1.0 Coordinator	\$62,752
Salary & Oncostrs - 0.6 Advocacy Staff	\$32,597
Administration costs	\$9,535
Total Operating Costs per year	\$104,884

Governance Issues

In order to obviate the need for new premises and office equipment, the Centre should be added on to an existing service, rather than establishing a new organisation. The most straightforward way to achieve this is to invite existing organisations to tender for the service, once a funding source has been secured.

Possible Providers and Funding Sources

Since it would provide a broad range of services the Centre could, at least in principle, seek funding from a number of sources. At this stage, the most obvious promising sources include the Supported Accommodation Assistance Program (SAAP), the Emergency Relief Program and the Lotteries Commission of WA.

Referral Arrangements

A Resource and Information Centre would not only provide information and resources, but also act as a first port of call for young people in a crisis situation. In order to do so effectively, a priority for the Centre should be to develop protocols with organisations including Centrelink, Job Placement Employment and Training (JPET), the police, and existing housing and support services.

Location

The Centre should be located in Broome Town and be housed in conjunction with an existing service in order to reduce outgoings.

2.7 Brokerage Service

A Brokerage Service would assist young people to access appropriate and affordable housing and support them to move out of homelessness. The service should be targeted to all young people 12-24 years and their families, who are homeless or at risk of becoming homeless.

In some respects, a Brokerage Service is similar to the Information and Resource Centre described above. The main difference is that the focus of the Brokerage Service is on optimising the usage of existing housing stock and services, whereas the Information and Resource Centre has a broader aim of identifying gaps in existing services, monitoring demographic and housing changes, and highlighting opportunities to respond to these changes. This implies lower staffing and resourcing issues for a Brokerage Service.

However, the service would require funds to temporarily house people with no accommodation or money. Policies would need to be developed on a number of issues, including what proportion of the brokerage assistance would be provided in the form of cash, and what proportion would be provided in the form of vouchers for accommodation and food. The service would also need to develop eligibility criteria or risk becoming overextended by demand from high need or non-local clients.

A final word of caution regarding the brokerage service is that it is most effective if there exists a reasonable base of affordable housing stock and services to which clients can be referred. At present, in the Shire of Broome there is a severe shortage of affordable and appropriate housing stock and support services for young people.

Nevertheless, the community forum held in Broome on 15 May 2003 expressed support for a brokerage service to be established as soon as practicable, and for this service to be integrated with the Resource and Information Service discussed above.

Capital and Operational Requirements

As highlighted in Table 8, the main costs associated with the Brokerage Service consist of a brokerage fund and staffing costs. The brokerage fund will allow the Service to meet its costs matching young people with housing, and providing temporary accommodation during the interim. How long this might take and how many young people are likely to apply to the service will depend on the success or otherwise of the other components of the model.

As with the Resource and Information Centre, the model assumes that the Service will be housed by an existing organisation, thus keeping rents to a minimum. While staffing requirements are lower than for the Resource and Information Centre, total operating costs for the Service are substantially higher (\$214,202 compared to \$104,884 per year).

For the purposes of financial modelling, it is assumed that the service will assist, on average, 15 young people per week. The brokerage costs are assumed to average \$60 per person per day (including any emergency accommodation and food), and the average period of assistance is assumed to be 3 days. These assumptions broadly match the experience with other brokerage services, and yield an annual budget for brokerage funds of \$140,400. Finally, for the purposes of the financial modelling it is assumed that the Service will be fully established in the next financial year (2003/04).

Table 8: Costings for Brokerage Service

Operating Costs	
Salary & Oncosts - 1.0 Staff	\$54,329
Brokerage Funds	\$140,400
Administration costs	\$19,473
Total operating costs per year	\$214,202

Governance Issues

In order to obviate the need for new premises and office equipment, the Brokerage Service should be added on to an existing service, rather than establishing a new organisation. Most effectively, the Service would operate under the same roof as the Resource and Information Centre. Again, existing organisations should be invited to tender for the service contract, once funding source has been secured.

Possible Providers and Funding Sources

A Brokerage Service could seek funding from a number of sources, including Lotteries Commission of WA and the Department of Housing and Works.

Referral Arrangements

The Brokerage Service should develop protocols with organisations and individuals providing housing, including:

- The Department of Housing and Works,
- Indigenous and non-Indigenous community housing providers,
- St Mary's College and Notre Dame University, who provide some student accommodation,
- The hostels and crisis refuges to be established as part of this model,
- Existing crisis accommodation providers,
- Real Estate agents, and
- Private landlords.

In addition, the service should develop protocols temporary accommodation providers, such as Backpackers and caravan parks. Finally, protocols should be developed to divide the workload with the Society of St Vincent DePaul, who currently provide limited financial assistance towards accommodation at the Roebuck Hotel Backpackers,

Location

The Centre should be located in Broome Town and be housed in conjunction with the proposed Resource and Information Centre to maximise efficiency and effectiveness.

2.8 Forward Projections

Table 9 indicates the costs of the model for various years; a full table including the intervening years is included as Appendix 1. The projection assumes that one hostel and one crisis refuge will be built in each of the two initial years (2003/04 and 2004/05). Medium term support will commence in 2004/05, to allow one year for the CAP properties to be constructed. Long term support commences at the same time as medium term support. Finally, the Brokerage Service and Resource and Information Centre will become operational in 2003/04.

Excluding the long term affordable housing component, Table 9 and Figure 1 show that the costs of the model are projected to fall from \$6,320,857 in 2003/04 to \$2,176,879 in 2005/06. After this year, costs increase with inflation and are projected to reach \$4,178,598 by 2022/23.

Table 9: Projected Costs of Implementing Model 3: Selected Years

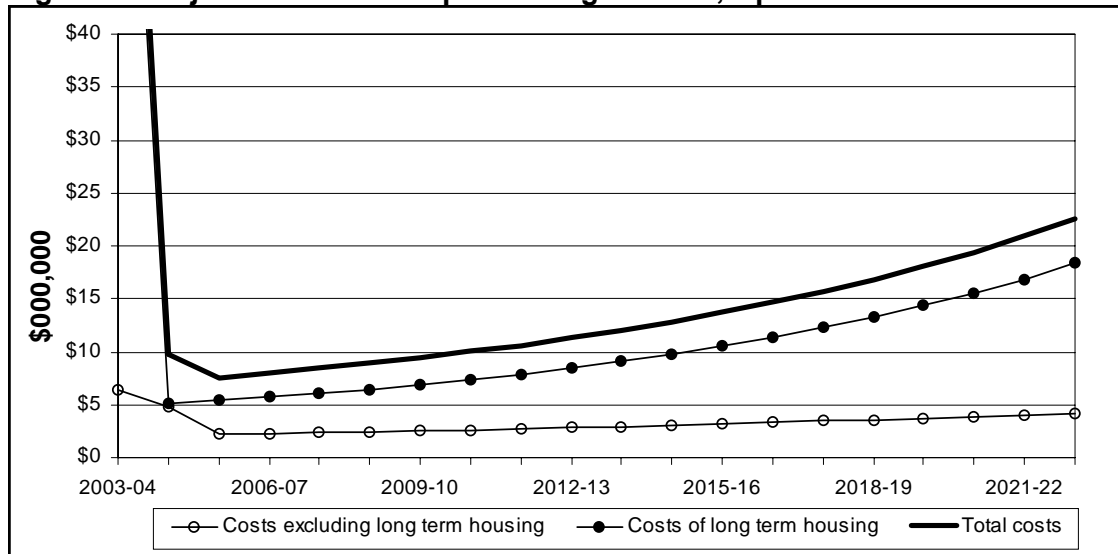
Costs	2003-04	2004-05	2005-06	2008-09	2009-10	2022-23
Crisis Refuges	\$1,228,115	\$1,770,695	\$1,013,088	\$1,140,475	\$1,186,432	\$1,984,849
Hostels	\$1,983,656	\$2,261,738	\$441,045	\$497,051	\$517,283	\$870,515
Medium Term Supported Accommodation	\$2,790,000	\$243,650	\$252,389	\$280,666	\$290,824	\$464,794
Long Term Support	\$0	\$124,425	\$129,526	\$146,120	\$152,111	\$256,460
Resource and Information Centre	\$104,884	\$109,184	\$113,661	\$128,222	\$133,479	\$225,047
Brokerage Service	\$214,202	\$220,586	\$227,170	\$248,184	\$255,633	\$376,933
Total excluding long term housing	\$6,320,857	\$4,730,277	\$2,176,879	\$2,440,718	\$2,535,762	\$4,178,598
Long Term Housing: Option 1	\$87,030,000	\$5,074,445	\$5,378,975	\$6,469,968	\$6,903,177	\$18,324,067
Long Term Housing: Option 2	\$9,110,500	\$9,641,446	\$10,220,053	\$12,292,939	\$13,116,037	\$19,240,270
Long Term Housing: Option 3	\$12,543,572	\$14,134,152	\$16,687,550	\$16,423,711	\$16,328,667	\$14,685,831
Grand Total: Option 1	\$93,350,857	\$9,804,722	\$7,555,854	\$8,910,685	\$9,438,939	\$22,502,665
Grand Total: Option 2	\$15,431,357	\$14,371,723	\$12,396,931	\$14,733,656	\$15,651,799	\$23,418,868
Grand Total: Option 3	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429

Option 1

Table 9 and Figure 1 also show that the costs of providing the amount of affordable housing required under the model is projected to exceed those of the other components combined in all years. If the current shortage for affordable housing is to be rectified immediately, these costs will be particularly high in the initial year (\$87,030,000), then fall to \$5,074,445 in 2004/05 and increase with land costs and inflation in subsequent years.

Overall, the total projected cost of implementing the model in this way is projected to be \$93,350,857 in 2003/04, falling to \$9,804,722 in 2004/05 and \$7,555,854 in 2005/06. After this time, costs increase with inflation to reach \$22,502,665 by 2022/23.

Figure 1: Projected Costs of Implementing Model 3, Option 1



Option 2

For a relatively small constituency such as Broome, obtaining \$87,030,000 to construct affordable housing at short notice is likely to present significant difficulties. A different approach would be to allow for the existing shortage of affordable accommodation to be addressed over a period of time. Consultations with the project working party indicated that a period of 20 years might be both achievable and acceptable.

Option 2 is therefore to spread the construction of 363 affordable dwellings over the period 2003-2022. If the growth requirement of 20 additional affordable dwellings per year identified in Stage 1 is included, this implies that 38 dwellings should be constructed in each of the years 2003/04 through 2021/22, leaving 21 dwellings to be constructed in the final year.

The total projected costs of implementing Option 2 are detailed in Table 9 and Figure 2. After an initial fall from \$15,431,357 in 2003/04 to \$12,396,931 in 2005/06, costs are projected to grow with inflation to reach \$36,068,379 in 2021/22. In the final year, costs are projected to fall to \$23,418,868.

Option 3

A different way of spreading the construction costs of providing the 363 dwellings over the 20 year period is to assume a constant flow of funding for the model as a whole. Table 9 and Figure 3 indicate that total funding of \$18,864,429 per year would allow for the shortage of affordable housing stock in the Shire of Broome to be corrected by 2022/23.

The table and figure demonstrate that after the initial two years, the funding requirements for the support options increase due to rising wage costs. As a result, the amount left for constructing affordable housing under Option 3 falls over time. This implies that the building program is skewed towards the earlier years.

Figure 2: Projected Costs of Implementing Model 3, Option 2

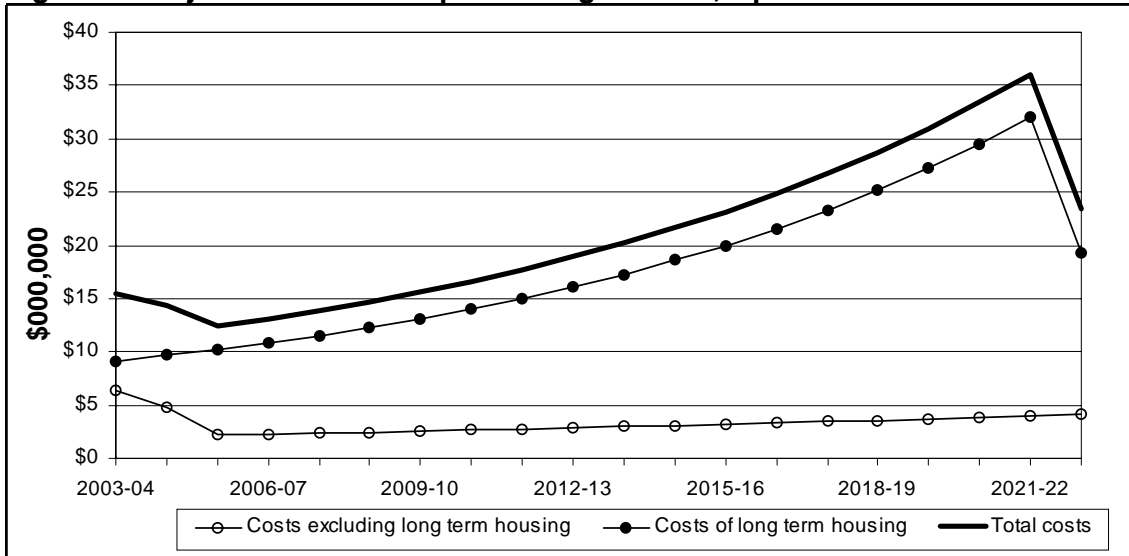
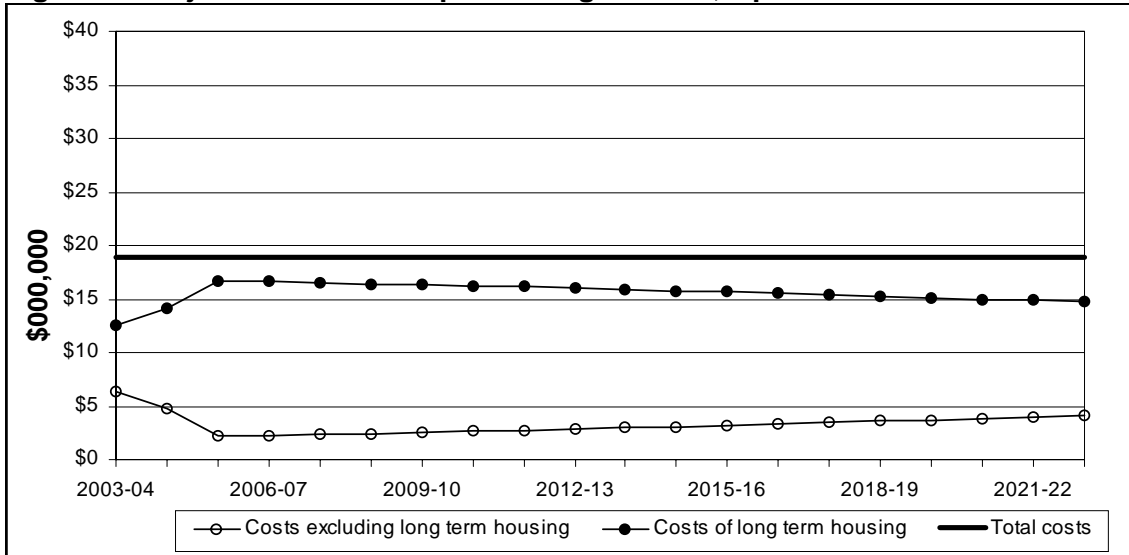


Figure 3: Projected Costs of Implementing Model 3, Option 3



2.9 Partial Sensitivity Analysis

The results summarised in Table 9 and Figures 1 to 3 depend on the validity of the assumptions specified in Table 1. Most of these assumptions are beyond the control of the Working Party, and many are likely to change considerably over the 20 year period. A sensitivity analysis gives an indication of the impact changes in each of the assumptions are likely to have on the outcomes specified above.

A full sensitivity analysis, ie. an analysis of how changes of different magnitude in each of the assumptions would affect each of the outcomes is beyond the scope of this report. However, the partial sensitivity analysis below gives some indication of changes in key assumptions on the costings presented above.

The analysis investigates the impact of doubling key assumptions on an individual basis, using the total costs of implementing Option 3 as a proxy for the impact of changing each assumption on the model as a whole. However, some notes have been included if a change resulted in a particularly large redistribution of costs within the model. The key variables selected for the sensitivity analysis are:

- Consumer Price Index,
- Housing Costs Index,
- Land Costs Index,
- Annual Wage Rates Increase,
- Initial Wage Costs,
- Initial Land costs,
- Initial Construction costs, and
- Administration costs.

Consumer Price Index

Even large changes in the Consumer Price Index have a very small impact on the outcomes of the model. Doubling the assumed CPI increases the total annual funding required for Option 3 by less than one tenth of a percentage point. This is because the most important cost factors in the model are land, construction costs and wages, all of which have been inflated independently of CPI. In reality, however, such large changes in CPI are likely to either be cause by or feed through into these other inflators.

Housing Costs Index

Doubling the Housing Costs Index from 1.9% to 3.8% produces an increase of 3.8% in the total annual funding required for Option 3. Not surprisingly, most of this increase is related to the housing component of the model. However, operating costs for the refuges and hostels also increase slightly due to the assumed link between construction costs and maintenance costs, which are a budget item for each of these components of the model.

Land Costs Index

The assumption regarding the increase in land costs has a potentially large impact on the outcomes of the model. If the Land Costs Index is doubled, this results in an increase of 42.4% in the annual total costs of implementing Option 3 and if they are halved this results in a fall of 17.6%. All of this increased cost is associated with the affordable housing component of the model, while none of the costs associated with the non-housing components change.

Annual Wage Rate Increase

Doubling the assumed value of annual wage rate increases results in an increase of 5.5% in the annual total costs of implementing Option 3. This increase is due solely to an increase in the non-housing components of the model, the costs of which increase by 7.8%. The costs of implementing the affordable housing component of the model do not change, since this is comprised only of the costs of construction and land.

Initial Wage Costs

Doubling the salaries of all workers employed under the model would result in an increase of 95.9% in the non-housing component of the model, while there would be no change to the affordable housing component. The total annual costs of Option 3 increase by 12.4% under this scenario.

Initial Land Costs

Doubling all initial land values used in the model would result in an increase of 50.5% in Option 3, due to increases in the affordable housing component of the model. Halving the assumed land values results in a cost decrease of 25.8%.

Initial Construction Costs

Doubling the initial construction costs results in an increase of 35.1% in Option 3, mainly due to increases in the affordable housing component of the model. However, the non-housing components of the model also increase, by 7.0%, due to the flow-on effect of increased construction costs on maintenance costs.

Administration Costs

Doubling the costs of administration and meals results in an increase in the operating costs of the non-housing components of 13.6%. The overall costs of implementing Option 3 increase by 1.9%.

Summary Results

Overall, the partial sensitivity analysis, limited in scope as it is, reveals that the costings presented above are relatively insensitive to even major changes in most of the assumptions. It also confirms that the main assumption affecting the outcomes of the model is the cost of land and the rate at which this increases. The assumptions regarding construction costs and wage rates have a smaller though significant impact on the model's outcomes, while the other assumptions only affect outcomes in a minor way.

This implies that the costings are likely to give a relatively reliable indication of the actual cost of implementation of the model, particularly for the non-housing components. However, the cost of the affordable housing will depend on how land values develop over time.

3: Conclusion

Meeting Youth Housing Needs in Broome Through Collaborative Practice recommended a housing model for Broome consisting of a combination of housing options and support. From the projected costings presented in this paper, it is clear that the implementation of the recommended model will cost several millions of dollars per year over an extended period of time. The bulk of these funds are to increase affordable housing stock in the Shire, although the support components by themselves are projected to cost in excess of \$1.5 million per year in real terms.

The paper developed three ways of implementing the model. All three options resulted in all components of the recommended model being implemented by 2022/23; the major difference between the options concerns the timing of the construction of the affordable housing stock.

The community forum held in Broome on 15 May 2003 identified three major issues regarding the full implementation of the model. Firstly, the cost of the housing component of the model was regarded as very high. Nevertheless, there was general agreement that this forms an essential element of the model and that the community should work towards increasing the amount of affordable housing stock to as great an extent as practicable.

However, participants agreed that if the model in general and its long term housing component in particular are to be implemented successfully in the near to medium term future, the active support of all relevant parties will be required to identify new and innovative ways of achieving these targets. Measures should include additional funding for community and public housing, greater accessibility of private rental housing and measures to increase the rate of home ownership. All of these measures should be targeted in particular towards Indigenous young people in the Shire, who are particularly disadvantaged in terms of their housing. The forum also supported a joint meeting of all relevant parties to start a process of collaboration.

Secondly, the forum expressed a need for a driving force to ensure that all of the components of the model are implemented as fully as possible. In particular, it was agreed that the community would benefit greatly from a funded project officer to identify and secure funding for the various components of the model. As discussed in sections 2.6 and 2.7, such a position could also form the nucleus of a Resource and Information Centre and / or a Brokerage Service.

Finally, the forum recognised that the timing and availability of funding will, in practical terms, be a major deciding factor as to the way in and extent to which the model can be implemented. However, participants strongly expressed the view that where there a shortage of funds exists, the implementation should prioritise young people in immediate crisis. Nevertheless, it was also recognised that it would be necessary to pursue the more structural and long term measures proposed within the model, since otherwise there would be a grave risk of the community pursuing a series of progressively more expensive and less effective 'band aid' solutions.

Meeting Youth Housing Needs in Broome Through Collaborative Practice

STAGE 2 APPENDICES

Appendix 1: Projected Costs of Implementing Model 3: 2003 - 2023

Costs	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Crisis Refuges	\$1,228,115	\$1,770,695	\$1,013,088	\$1,053,872	\$1,096,312	\$1,140,475	\$1,186,432	\$1,234,255	\$1,284,022	\$1,335,810
Hostels	\$1,983,656	\$2,261,738	\$441,045	\$458,964	\$477,622	\$497,051	\$517,283	\$538,350	\$560,288	\$583,132
Medium Term Supported Accommodation	\$2,790,000	\$243,650	\$252,389	\$261,462	\$270,883	\$280,666	\$290,824	\$301,374	\$312,330	\$323,708
Long Term Support	\$0	\$124,425	\$129,526	\$134,837	\$140,365	\$146,120	\$152,111	\$158,347	\$164,839	\$171,598
Resource and Information Centre	\$104,884	\$109,184	\$113,661	\$118,321	\$123,172	\$128,222	\$133,479	\$138,952	\$144,649	\$150,579
Brokerage Service	\$214,202	\$220,586	\$227,170	\$233,959	\$240,962	\$248,184	\$255,633	\$263,316	\$271,242	\$279,418
Total excluding long term housing	\$6,320,857	\$4,730,277	\$2,176,879	\$2,261,415	\$2,349,316	\$2,440,718	\$2,535,762	\$2,634,595	\$2,737,370	\$2,844,246
Long Term Housing: Option 1	\$87,030,000	\$5,074,445	\$5,378,975	\$5,711,144	\$6,073,770	\$6,469,968	\$6,903,177	\$7,377,197	\$7,896,224	\$8,464,892
Long Term Housing: Option 2	\$9,110,500	\$9,641,446	\$10,220,053	\$10,851,173	\$11,540,162	\$12,292,939	\$13,116,037	\$14,016,675	\$15,002,825	\$16,083,295
Long Term Housing: Option 3	\$12,543,572	\$14,134,152	\$16,687,550	\$16,603,014	\$16,515,113	\$16,423,711	\$16,328,667	\$16,229,834	\$16,127,059	\$16,020,183
Grand Total: Option 1	\$93,350,857	\$9,804,722	\$7,555,854	\$7,972,558	\$8,423,085	\$8,910,685	\$9,438,939	\$10,011,792	\$10,633,594	\$11,309,138
Grand Total: Option 2	\$15,431,357	\$14,371,723	\$12,396,931	\$13,112,587	\$13,889,478	\$14,733,656	\$15,651,799	\$16,651,269	\$17,740,195	\$18,927,541
Grand Total: Option 3	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429
Costs	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23
Crisis Refuges	\$1,389,704	\$1,445,787	\$1,504,151	\$1,564,888	\$1,628,094	\$1,693,871	\$1,762,324	\$1,833,561	\$1,907,697	\$1,984,849
Hostels	\$606,921	\$631,692	\$657,487	\$684,349	\$712,321	\$741,450	\$771,782	\$803,369	\$836,262	\$870,515
Medium Term Supported Accommodation	\$335,526	\$347,801	\$360,550	\$373,794	\$387,552	\$401,844	\$416,691	\$432,117	\$448,143	\$464,794
Long Term Support	\$178,633	\$185,957	\$193,582	\$201,518	\$209,781	\$218,382	\$227,335	\$236,656	\$246,359	\$256,460
Resource and Information Centre	\$156,753	\$163,180	\$169,870	\$176,835	\$184,085	\$191,633	\$199,490	\$207,669	\$216,183	\$225,047
Brokerage Service	\$287,853	\$296,555	\$305,534	\$314,797	\$324,356	\$334,220	\$344,398	\$354,903	\$365,744	\$376,933
Total excluding long term housing	\$2,955,390	\$3,070,973	\$3,191,175	\$3,316,182	\$3,446,189	\$3,581,399	\$3,722,021	\$3,868,275	\$4,020,388	\$4,178,598
Long Term Housing: Option 1	\$9,088,322	\$9,772,170	\$10,522,685	\$11,346,767	\$12,252,043	\$13,246,936	\$14,340,753	\$15,543,776	\$16,867,364	\$18,324,067
Long Term Housing: Option 2	\$17,267,812	\$18,567,124	\$19,993,101	\$21,558,857	\$23,278,881	\$25,169,178	\$27,247,431	\$29,533,174	\$32,047,991	\$34,812,270
Long Term Housing: Option 3	\$15,909,039	\$15,793,456	\$15,673,254	\$15,548,247	\$15,418,240	\$15,283,030	\$15,142,408	\$14,996,154	\$14,844,041	\$14,685,831
Grand Total: Option 1	\$12,043,712	\$12,843,143	\$13,713,859	\$14,662,949	\$15,698,232	\$16,828,335	\$18,062,774	\$19,412,051	\$20,887,752	\$22,502,665
Grand Total: Option 2	\$20,223,202	\$21,638,097	\$23,184,275	\$24,875,039	\$26,725,070	\$28,750,577	\$30,969,452	\$33,401,449	\$36,068,379	\$38,927,868
Grand Total: Option 3	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429	\$18,864,429