#EndHomelessnessWA

The Western Australian Alliance to End Homelessness Outcomes Measurement and Evaluation Framework

Ending Homelessness in Western Australia: A Complexity Science Approach to Measurement, Evaluation and Accountability

— 2019

Ali Mollinger-Sahba, Paul Flatau, Ami Seivwright, Lisette Kaleveld, Catherine Bock, Jacob Baron, Oliver Cull and Luke Thomas - Centre for Social Impact University of Western Australia

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THE UNIVERSITY OF WESTERN AUSTRALIA

Authors

Ali Mollinger-Sahba, Paul Flatau, Ami Seivwright, Lisette Kaleveld, Catherine Bock, Jacob Baron, Oliver Cull, Luke Thomas

Centre for Social Impact The University of Western Australia (CSI UWA)

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Address for Correspondence

Professor Paul Flatau

Centre for Social Impact The University of Western Australia (M098), UWA Business School, University of Western Australia, Crawley, WA, 6009

Paul.Flatau@uwa.edu.au

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The Western Australian Alliance to End Homelessness (WAAEH)

The WA Alliance To End Homelessness is comprised of a group of individuals and organisations that have come together to end homelessness in Western Australia. The WAAEH includes a Steering Committee, Project Team, Backbone Organisation and Project Funder.

Steering Committee: Amanda Hunt (CEO, UnitingCareWest) Debra Zanella (CEO, Ruah Community Services), John Berger (CEO, St Bartholomew's House), Kathleen Gregory (CEO Foundation Housing Ltd.), Mark Glasson (Director Services, Anglicare WA), Susan Rooney (CEO, Vinnes WA), Sam Knight (Australian Alliance to End Homelessness Representative) Prof Paul Flatau (Director, Centre for Social Impact UWA) and Katie Stubley (Strategic Design Manager, Centre for Social Impact UWA).

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Disclaimer

The opinions in this report reflect the views of the authors and do not necessarily reflect those of the Western Australian Alliance to End Homelessness or any of its organisations.

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Foreword

In July 2018, the Western Australian Alliance to End Homelessness (WAAEH) released the Strategy to End Homelessness (the Strategy). The Strategy articulates a ten-year plan to end homelessness in Western Australia, invoking a whole-of-society response. The Strategy includes a 10-year commitment to a series of targets, including that the Western Australian rate of homelessness will have been halved from its 2016 level and that all forms of chronic homelessness, including chronic rough sleeping, will have ended. The Strategy also commits to the establishment of measurement, accountability and governance "mechanisms that are robust, transparent and open to external review … providing an on-going means for assessing progress in meeting the goals of Ending Homelessness in Western Australia in 10 years" (p. 5).

The WAAEH, via Shelter WA, received funding from Lotterywest to develop the Outcomes Measurement Framework (the Framework) to measure and monitor progress towards ending homelessness. The Centre for Social Impact at The University of Western Australia (CSI UWA), a founding member of the WAAEH, undertook the task of developing the Framework on behalf of the Alliance.

Developing the Framework is no small feat. Homelessness is an extremely complex problem. If the goal of ending homelessness is to be achieved, this complexity needs to be conceptualised and understood and the multitude of factors that can affect homelessness need to be measured and assessed.

The Strategy set key targets around ending homelessness. The task of CSI UWA in developing the Framework was not only to unpack and operationalise the key targets of the 10-year Strategy, including those relating to the drivers of entry to and successful exit from homelessness and the role of the service system in responding effectively to homelessness, but also to conceptualise and operationalise the role of the WAAEH as a social movement. Thus, the Framework not only facilitates answering the question of whether we are making progress towards ending homelessness, but also, by capturing its functioning, the role that the WAAEH is playing in that progress.

To progress the target of ending homelessness we need to advocate for those experiencing homelessness, to increase the pool of funds dedicated to ending homelessness and improving the collaborative efficacy of organisations working to end homelessness in WA. The Framework takes into account the WAAEH's current work and intention to collaborate with actors across the homelessness sector and accordingly comprises elements of organisation-level outcomes measurement.

It is important to understand that, while comprehensive and robust, the Framework is intended to be a 'live' document, such that it will evolve with emerging knowledge and conditions in the homelessness space. For example, as new data sources emerge, we will include measures that utilise those data sources. Another key area in which the Framework will undergo continuous improvement is the inclusion of the voice of lived experience. While there have been elements of co-design involving those with lived experience in developing the Framework, we envision greater inclusion and involvement of those with lived experience in subsequent versions. Furthermore, as the various Action Plans of the WAAEH Strategy develop, revisions to existing measures will be undertaken.

In addition to the iterative development of the Framework, the CSI UWA on behalf of the WAAEH will produce a dashboard that presents a snapshot of the journey to end homelessness, as well as undertake a developmental evaluation of our progress.

On any given night, 9,000 people experience homelessness throughout Western Australia, with 600 people regularly sleeping rough in the Perth metro area. Together we can change this.

Paul Flatau

Director, UWA Centre for Social Impact
Chair in Social Investment and Impact
Business School University of Western Australia

John Berger

Independent Chair of Western Australian Alliance to End Homelessness

Purpose and Background

1. Western Australian Alliance to End Homelessness 10 Year Strategy 2018-2028

The Western Australian Alliance to End Homelessness (**WAAEH**) is comprised of a group of organisations that have come together to end homelessness in Western Australia. The Western Australian 10 Year Strategy to End Homelessness (the **Strategy**, available at www.endhomelessnesswa.com) was developed in 2018 by the WAAEH following an 18-month community campaign bringing together contributions of many people from homelessness services, those experiencing homelessness, funders of services and members of the community. The 10-year Strategy seeks to provide shared goals to inform the process of ending homelessness and to support collaborative action toward achieving these goals. The WAAEH Strategy is a dynamic and evolving document, designed to be utilised to create further plans in specific communities, groups or regions. The WAAEH was inspired by the strategies of similar alliances in other countries (such as the Calgary Strategy), which galvanised communities to end homelessness and had a significant impact on outcomes.

WAAEH members are deeply aware of the role that measurement and evaluation plays in successfully achieving the kind of social change outcomes envisaged in the Strategy. Accordingly, in late 2018, the WAAEH through one of its founding members – The Centre for Social Impact, The University of Western Australia (CSI UWA) – determined to establish an Outcomes Measurement Framework against which progress towards the goals articulated in the Strategy can be measured. The present report is the outcome of that work. We gratefully acknowledge Lotterywest for their funding support to the The Western Australian Alliance to End Homelessness via Shelter WA for the present project.

1.1 The Strategy Outcomes and Targets

The WAAEH Strategy articulates nine outcomes and targets achievement of those outcomes within 10 years. The nine outcomes to be achieved by 2028 are:

1. Western Australia will have ended all forms of chronic homelessness, including chronic rough sleeping.

2. No individual or family in Western Australia will sleep rough or stay in supported accommodation for longer than five nights before moving into an affordable, safe, decent, permanent home with the support required to sustain it.

3. The Western Australian rate of homelessness (including couch surfing and insecure tenure) will have been halved from its 2016 level.

4. The underlying causes that result in people becoming homeless have been met head-on, resulting in a reduction by more than half in the inflow of people and families into homelessness in any one year.

5. The current very large gap between the rate of Aboriginal homelessness and non-Aboriginal homelessness in Western Australia will be eliminated so that the rate of Aboriginal homelessness is no higher than the rate of non-Aboriginal homelessness.

6. Those experiencing homelessness and those exiting homelessness with physical health, mental health, and alcohol and other drug use dependence needs will have their needs addressed. This will result in a halving of mortality rates among those who have experienced homelessness and a halving in public hospital costs one year on for those exiting homelessness.

7. Those experiencing homelessness and those exiting homelessness will be supported to strengthen their economic, social, family and community connections leading to stronger well-being and quality of life outcomes. Employment among those experiencing homelessness will be significantly increased. Over half of those exiting homelessness will be employed within three years of moving into housing. Well-being and quality of life will equal those of the general population in the same timeframe.

8. A strong, collaborative and adaptive network of services and responses across the community services, health, mental health, justice and education sectors will exist working collectively to address the underlying causes of homelessness and meeting the needs of those who become homeless.

9. Measurement, accountability and governance mechanisms that are robust, transparent and open to external review will be operating, providing an on-going means for assessing progress in meeting the goals of Ending Homelessness in Western Australia in 10 years.

Outcomes listed above which directly relate to homelessness itself are at the heart of this Outcomes Framework, and are conceptually modelled as the 'core' of the Framework. Within the Outcomes Framework, the detailed indicators, measures and targets which allow us to operationalise the measurement and evaluation of these outcomes are labelled as the domain of **"The State of Homelessness"**. As detailed below, however, a great deal more than this single domain is required in order to effectively conceptualise, measure and evaluate progress toward the 9 outcomes. As envisaged in this 9-point outcomes statement, an outcomes framework also needs to account for the drivers of entry into and exit, from homelessness, the efficacy of the homelessness service system response or the role of the WAAEH.

1.2 Achieving the Outcomes of the Strategy

Publicly available precedents have taken a relatively straightforward, linear approach to conceptualising and measuring homelessness strategies. Such approaches usually require measurement and evaluation of only the indicators, measures and targets relating to the state of homelessness itself and not the drivers of homelessness entry or exit, or the efficacy of the homelessness service system response.

However, measuring progress towards the goals of the Strategy requires radical reconceptualisation of homelessness, the way in which we address homelessness, and the way in which we derive and measure outcomes for those experiencing homelessness, the service delivery system, and broader society. The Framework must identify factors which interact with pathways into, through and out of homelessness in the Western Australian context, and not focus solely on indicators related to the state of homelessness itself.

Being focused neither on a specific program, intervention or policy, as many outcomes frameworks relating to homelessness are, nor simply focused on articulating and measuring the ultimate 10-year outcomes sought in the Strategy, the challenge presented was one of articulating and measuring in detail the "system" within which homelessness occurs. Furthermore, measurement findings need to be evaluated and communicated in a way that is useful to the social innovators, including WAAEH and its affiliates, seeking to end homelessness. This document sets out the result of CSI UWA's work to develop a systemic and useful Outcomes Framework, and an approach to measurement and evaluation of that Framework, for the WAAEH 10 Year Strategy.

In what follows, we first explain our approach to measurement and evaluation. This is a philosophy in action in which learning, action and accountability are combined (sections 1 to 4). Then the details of the domains and stakeholders which form and inform the WAAEH Outcomes Framework is summarised (sections 5 and 6). Following this, the concept and methods of developmental evaluation are explained and described (sections 7 and 8). Finally, a Data Dictionary containing the details of the rationale, definitions and methodologies behind measurement of each Framework indicator is provided in a separate document.

In accordance with our developmental evaluation approach, the Outcomes Framework is presented as a live document. The first version published here will be continually informed and updated through evaluation cycles lasting until the target year of 2028.

2. Best of Both Worlds: Acknowledging Complexity and Valuing Accountability

The WAAEH Outcomes Framework is differentiated from many outcomes frameworks for homelessness around the world, which are often focused on simple and linear accountability mechanisms such as 'report cards' that aim to assess performance against specific 'state of homelessness' outcomes. While such linear mechanisms are developed in the spirit of democratic accountability and the efficient allocation of scarce resources (Hood, 1991; Hood, 1995), they often fail to capture the complexity of achieving social change outcomes, and as a result generate both a distorted view of causality and negative impacts on performance (Lowe & Wilson, 2017; Verbeeten & Speklé, 2015).

Conversely, the WAAEH Outcomes Framework is characterised by a multi-level (micro, meso, macro) design aimed at analysing the interactions amongst levels, domains, and indicators with the purpose of learning and changing towards ending homelessness. Learning and changing towards ending homelessness is enabled by a developmental evaluation approach (Patton, 2012) to the measurement and evaluation of the Outcomes Framework. This multi-level design and developmental evaluation approach allows for explanation of diverse and contestable evidence bases drawn from a range of stakeholders through a variety of research methods, thus embracing the complex reality rather than the simplified rhetoric of evidence-based policy making (Head, 2008). In this way, the WAAEH Outcomes Framework offers the best of both worlds: the performance measurement and accountability emphasised by dominant approaches to public management (Hyndman & Lapsley, 2016), combined with a continually updated picture of the nuanced and complex reality within which social outcomes emerge.

This 'best of both worlds' approach necessitates a conceptualisation of accountability that is somewhat different to traditional ways of thinking. A traditional focus on accountability is appropriate in situations where causal factors are well understood and agreed upon, and it is simply a matter of being accountable for implementing the actions and processes required to achieve the desired result (outcomes). However, within the Western Australian system of homelessness, the multi-level causal factors which generate and sustain homelessness are not well understood, nor is there wide agreement on the actions and processes required to end homelessness and achieve the ultimate, 10-year outcomes articulated in the Strategy.

2.1 Change Through Learning and Engagement

The Outcomes Framework has been constructed in such a way that ongoing evaluation reports and Dashboard updates will provide timely, relevant information to inform increased understanding and agreement around these factors and required actions. The Outcomes Framework and evaluation reports will not be used to hold individuals or organisations accountable for executing particular processes and actions which are predicted to lead to the desired long-term outcomes. However, they can be used by individuals and organisations to question and understand how their own actions contribute to either ending or perpetuating homelessness (learning), and to adjust those actions accordingly (change).

Importantly, this focus on learning and change does not preclude accountability for engaging in that learning and change. That is, in order for the Outcomes Framework to be an effective tool in the movement toward ending homelessness, specific meso- and macro-level actors within the system of homelessness will need to be engaged with the Framework. Engagement includes funding evaluation and reporting activities, and sharing data for the purpose of evaluation. Engagement also involves using the Outcomes Framework to inform decisions and actions at a senior leadership level, and sharing information with the evaluators about such decisions and actions.

2.2 Who is Accountable?

At this point, the organisations identified as the key actors accountable for engagement with the Outcomes Framework are **homelessness services**. These organisations are conceptualised as the primary actors in the "network" of organisations involved or interested in the movement to end homelessness, with the WAAEH a central platform for these services and movement. Many of the indicators of the Framework are worded in such a way that they will capture and measure the efforts of this network.

However, we envisage that the learning and change arising from engagement with the Outcomes Framework will result in expansion of that network. As the network expands, further actors may become key to the networked social movement to end homelessness, and, therefore, key to continued learning and change toward the goal of ending homelessness. These actors will then also need to become accountable for engaging with the Outcomes Framework. Such actors may include:

- **Philanthropic organisations**
- **Individuals and organisations interested in social impact investing**
- **Government at the local, state and federal level**

- **Community and not-for-profit groups not specifically offering homelessness services, but services related to one or more of the individual or structural drivers of homelessness**
- **Individual community members**

It follows that whilst accountability for engaging with the Outcomes Framework rests with homelessness services at these early stages of implementing the Outcomes Framework, the accountability and engagement of these services is likely to lead to growing support for and engagement with the Outcomes Framework by a much wider variety of organisations and individuals. However, engagement with the Outcomes Framework by homelessness services at these early stages will be critical to such future growth. Through commissioning this Framework, the WAAEH is leading by example in making itself accountable for continuous learning and adaptive action toward the ultimate outcome of ending homelessness.

3. Outcomes Framework

An outcomes measurement framework is a conceptual tool, and not an end in itself. Outcomes frameworks allow for a comprehensive identification of outcomes, indicators and targets, and a systematic approach to tracking and reporting data related to those outcomes, indicators and targets. The WAAEH Outcomes Framework maps outcomes into a conceptual framework which asks reality-testing questions about what the Western Australian Alliance to End Homelessness is doing and achieving. Reality-testing questions are articulated in the form of indicators and targets.

- An **outcome** is the change achieved or intended, or the change required in order to achieve the intended outcomes (goals) articulated in the Strategy.
- **Indicators** are the key statements that flesh out or are proxies for a given outcome. Outcomes can have diffuse elements and meanings and be difficult to measure directly. For this reason, outcomes need to be operationalised through indicators. Indicators offer more precise, specific changes that can more easily be broken down into measures and investigated. These changes represent one or more aspects of the outcomes sought, and usually several indicators are needed to get a full idea of progress toward achieving a single outcome.
- A **target** is the value of an indicator expected to be achieved at a specified point in time. Often a **benchmark** is used to mean the same thing.
- A **measure** is the operationalisation of the indicator (and target). A measure articulates definitions and methods for assessing the indicator and target.

In order to fit with our 'best of both worlds' approach, in which we both acknowledge complexity and value accountability, we define the WAAEH Outcomes Measurement Framework as follows:

> **The WAAEH Outcomes Measurement Framework is a comprehensive, systematic approach to identifying, tracking and reporting data that reflects the interactions across multiple levels and factors which contribute to preventing homelessness and sustaining and enabling exit from homelessness; the direct voice of those with lived experience of homelessness; the extent to which homelessness is ended across Western Australia; and the extent to which programs and organisations achieve their intended results, and those experiencing homelessness are able to achieve their own goals.**

The WAAEH Outcomes Measurement Framework is further represented in our **conceptual models presented** in Figures 2 to 4. these conceptual models are a picture of the various domains of the Framework. Provided in a separate document is the **Data Dictionary**, in which each individual indicator is broken down into measures and targets, and the rationale and methodologies for inclusion of indicators in the measurement and evaluation of the Framework is explained. The Data Dictionary provides the basis of full operationalisation of the Framework.

The conceptual model presented in Figures 2-4 provides a quick, easy way to visualise the Framework, while the rich level of detail contained in the Data Dictionary provides a powerful tool for operationalising the measurement and evaluation of the Framework. Together, they form a tool kit that can be adapted to different local contexts in Australia and globally in which the measurement of efforts to end homelessness is being undertaken. Many elements of the Framework are drawn from generalisable knowledge about the system of homelessness; however, through processes of stakeholder consultation and co-design, we have also adapted or added indicators, targets and measurement methods so that they are specific and relevant to the Western Australian context. Our hope is that other movements to end homelessness around the world will find this Outcomes Framework useful as a starting point for their own measurement and evaluation efforts, and adapt it through processes of stakeholder consultation and co-design in their own place and with their own people.

3.1 Conceptualising the "System" of Homelessness: Micro, Meso and Macro Levels

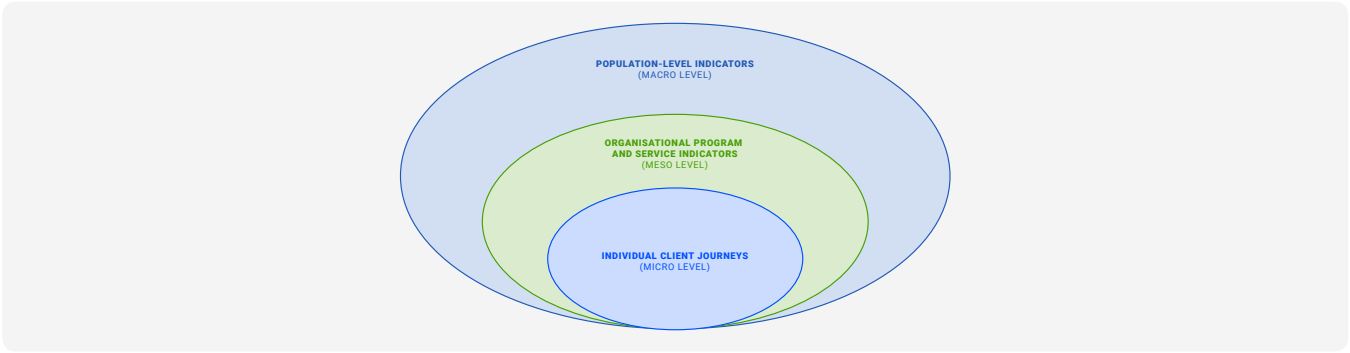
Systems theories are an eclectic mix of multi-disciplinary approaches to understanding phenomena as a whole, rather than in parts. In developing the Outcomes Framework, we turned to a consideration of systems theories as there is considerable evidence of a gap between our what might be termed our 'clinical knowledge' of what works to end homelessness – for example, it is strongly established that variations of trauma-informed care models triangulated with rapid rehousing works to end homelessness for many individuals served under such programs (Pleace, 2018) - and the reality of how that knowledge interacts with political, cultural, geographical, historical and organisational contexts in order to produce (or prevent) the outcome of an end to homelessness. In short, there is a need to conceptualise homelessness as part of a whole, rather than to restrict our understanding of homelessness to being the outcome of specific, known and linearly articulated *parts* of that whole, such as health or social interventions, individual characteristics, or structural determinants.

Complexity science is one term frequently used to indicate a particular way of theorising systems of social change. Referring to social problems such as homelessness as "complex" or "wicked" is usually an allusion to the concepts of complexity science. Complexity science branched from studies of complex adaptive systems in the physical sciences, including biology, chemistry and physics (Mitleton-

Kelly, 2003). Application of these studies to the human world have given rise to diverse schools of thought. Because of this, the term 'complexity science' does not refer to an uncontested body of evidence of how human complex adaptive systems work. Instead, it typically refers to an alternative paradigm of science, one which acknowledges non-linearity and unpredictability in human systems, and a diverse set of ideas, theories, approaches and methods for coping with that non-linearity and unpredictability.

Drawing from a complexity science perspective, we concluded that the Outcomes Framework should be ***multi-level***; that is, it needs to identify causal factors (indicators) across micro, meso and macro levels of society. This necessitates a focus not only on measuring the individual life outcomes of those experiencing or at risk of homelessness (micro level), but also the outcomes within and surrounding the organisations engaged in ending homelessness (meso level), and the broader sectors to which those organisations belong (macro level). A multi-level approach also requires engagement with stakeholders from all levels, not only in the process of collecting data about the indicators across these levels, but also in the process of designing and continually updating the Framework itself. We picture this approach to the 'nested systems' of homelessness at Figure 1 below:

Figure 1: The Multi-level, Nested Indicators of the WAAEH Outcomes Framework



3.2 The Conceptual Model

In line with a complexity science approach to developing the Outcomes Framework, we searched the publicly available practitioner and academic literature which conceptualises homelessness as occurring within a system. Within this literature, we identified three domains at the meso and macro levels (Representation, Voice and Advocacy; Resources; and Collaborative Efficacy), and one at the micro level (Rights and Relief). A **domain** is a conceptual bucket into which one or more outcomes can fit; an umbrella term that describes something more broadly than specific outcomes or indicators can.

Following the review of homelessness in Western Australia by Kaleveld, Seivwright, Box, Callis, & Flatau (2018), we separated the micro-level concept of 'rights and relief' into two separate domains: *structural* and *individual* factors of homelessness. Accordingly, we yielded a total of six domains for inclusion in the WAAEH Outcomes Framework alongside our core The State of Homelessness domain (1) referred to above: (2) Structural Factors (3) Individual Factors (4) Representation, Voice and Advocacy (5) Resources (6) Collaborative Efficacy. In addition to this, we recognised the highly critical and visible role of social services in addressing multiple factors of homelessness and as such, included a seventh and final domain: The Social Services Sector.

The WAAEH Strategy goals for ending homelessness form the core around which the other six domains are conceptualised and operationalised. At Figures 2 to 4 below we set out the conceptual model.

This model contains the WAAEH Strategy goals as one domain, the six additional domains, and the outcomes and indicators used to operationalise those domains. These domains are explained more fully in section 6 below, and the outcomes and indicators are described, linked to outcomes, and broken down into targets and measures in the Data Dictionary which is a separate document accompanying the present Framework.

Importantly, the domains are conceptualised as four distinct yet related parts. The developmental evaluation will include a focus on understanding the interaction between the outcomes of each part. Thus the conceptual model integrates (a) parts (b) levels and (c) domains of the system of homelessness. These are the four parts of the model:

Figure 2: The Four Parts of the Conceptual Model

Part 1	Part 2	Part 3	Part 4
The State of Homelessness	Structural Factors	Representation, Voice and Advocacy	The Social Services Sector
	Individual Factors	Resources	
		Collaborative Efficacy	

Figure 3: Conceptual Model of the WAAEH Outcomes Framework Showing Potential Pathways of Interaction to be Analysed in Developmental Evaluation

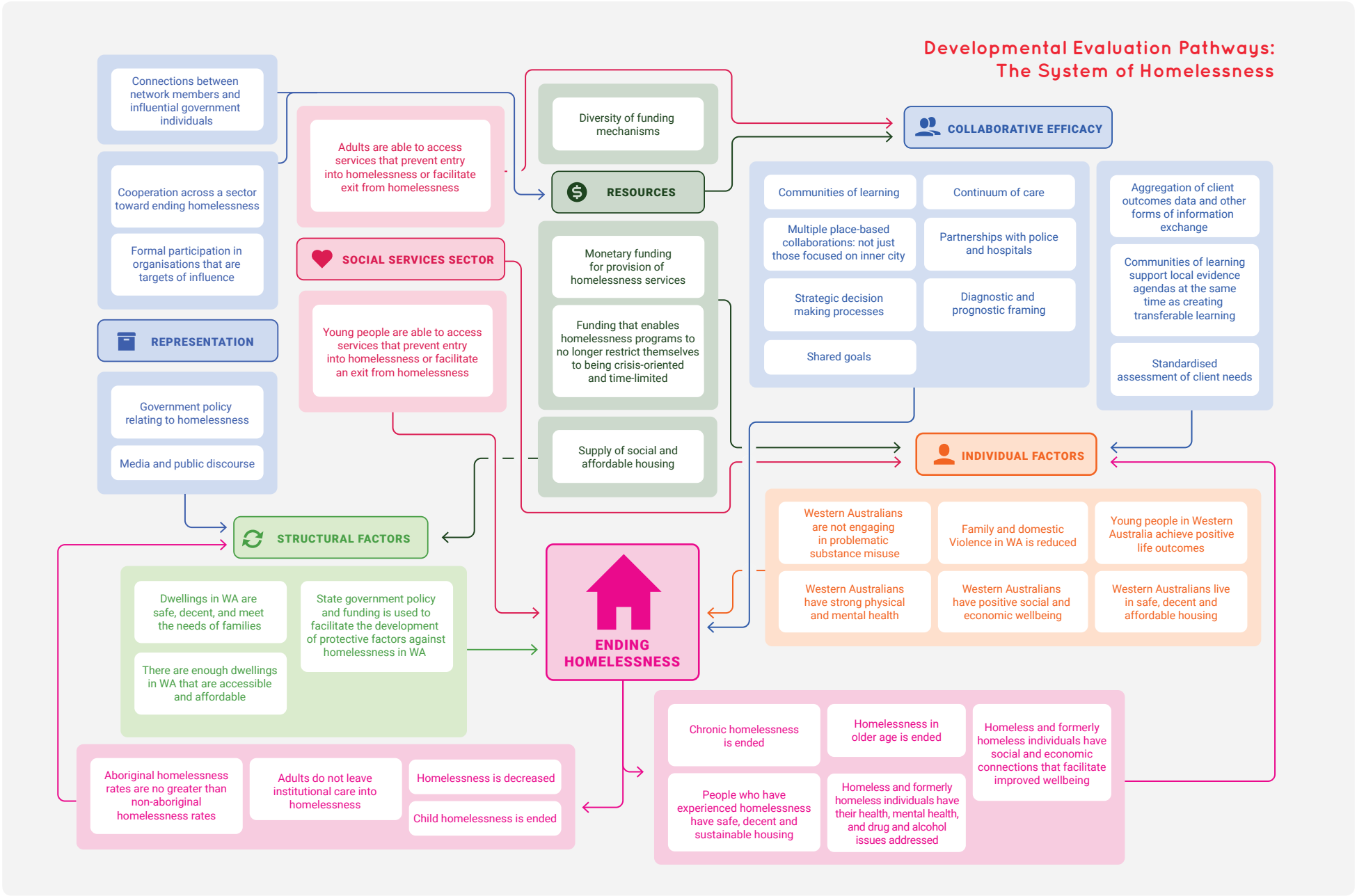


Figure 4: Conceptual Model of the WAAEH Outcomes Framework Showing 'Parts' of the Framework

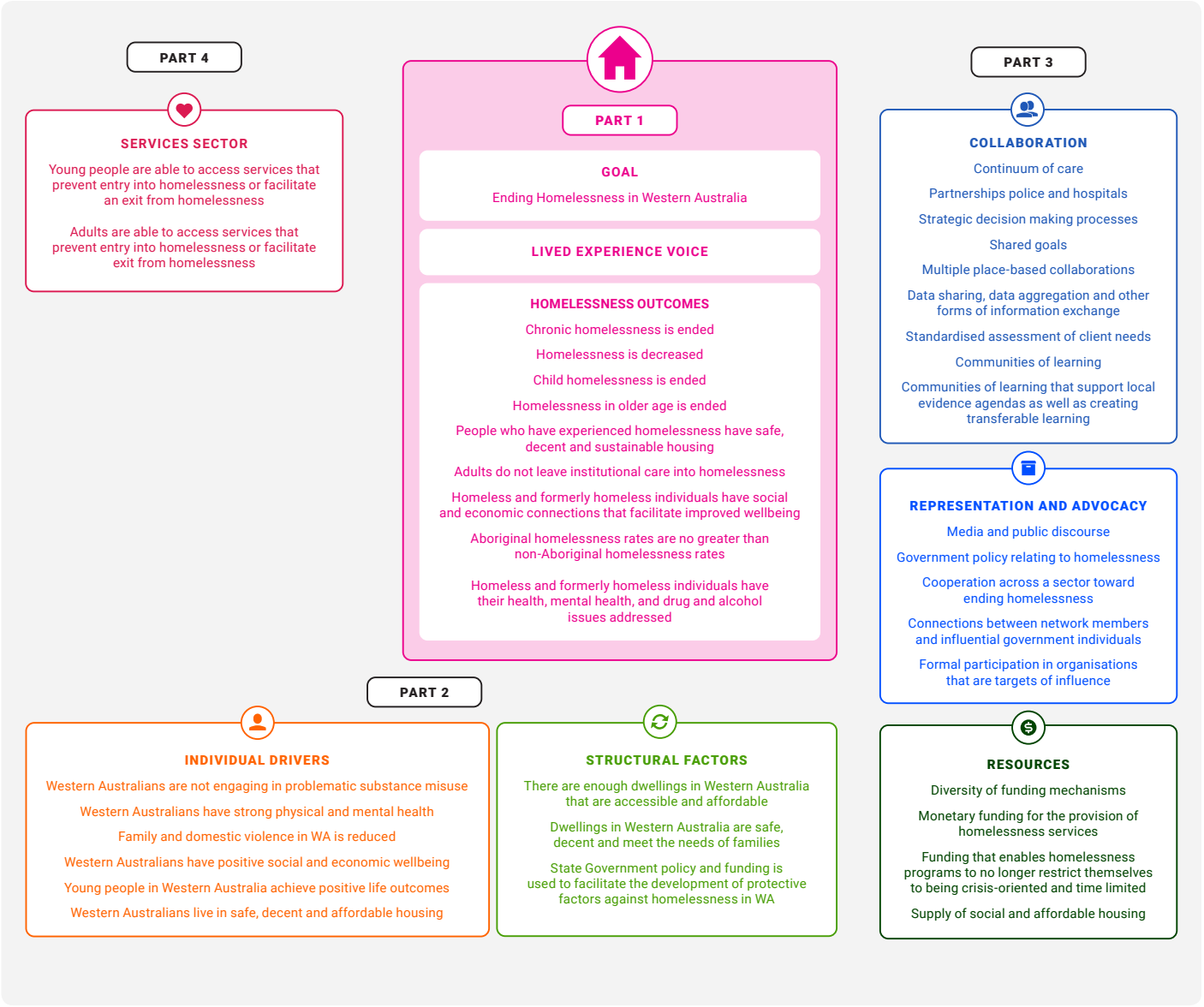
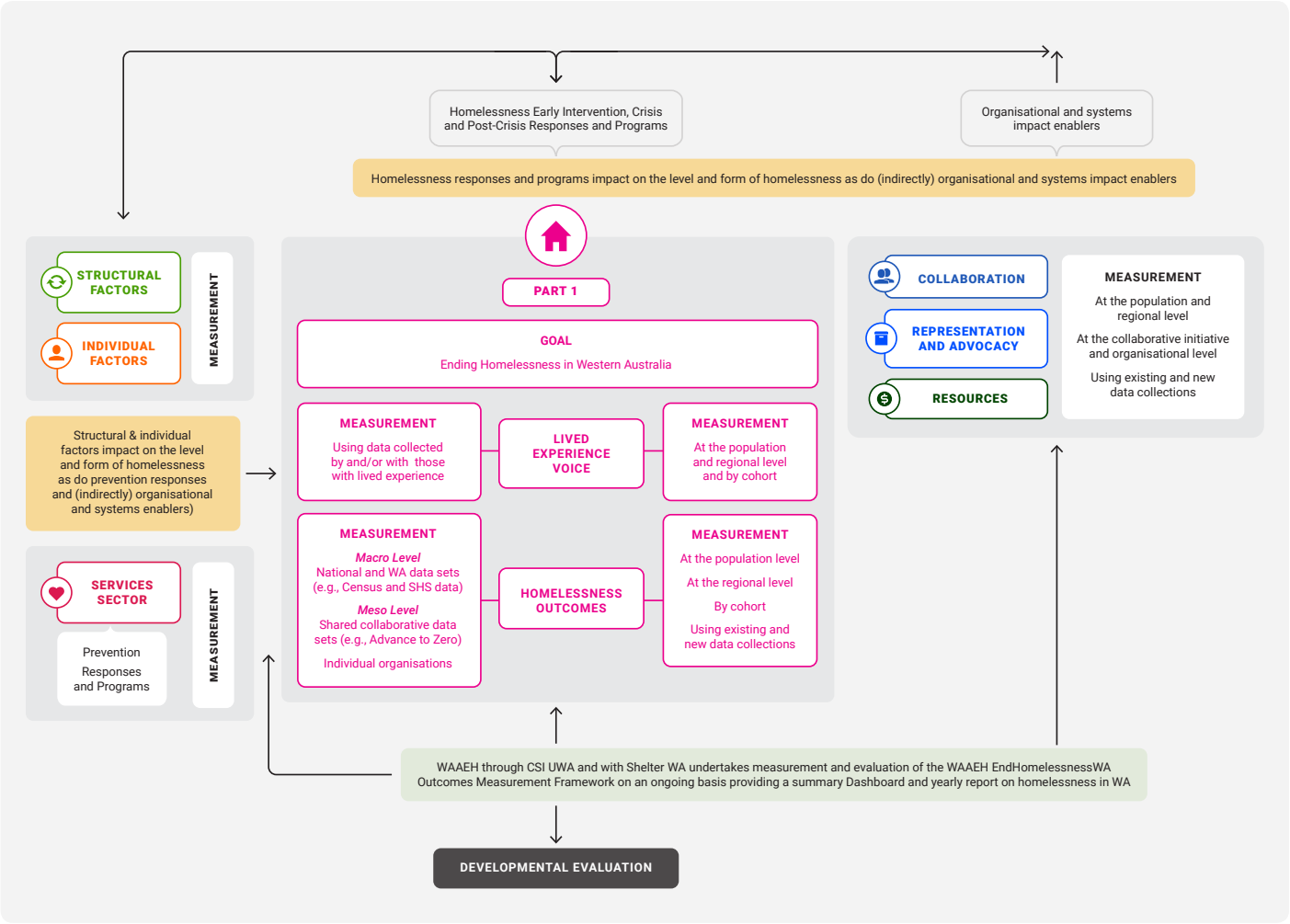


Figure 5: Conceptual Model of the WAAEH Outcomes Framework Highlighting Measurement Interactions



4. Social Innovation, Complexity Science and Developmental Evaluation

Many scholars have begun to explore the intersection between theories of social innovation and complexity science. In particular, Frances Westley and her colleagues at the Waterloo Institute for Social Innovation and Resilience at the University of Waterloo, Canada, have linked an understanding of social innovation as change which rebalances the dynamics of power and privilege within society, to a study of complexity science concepts such as *historicity* (historical paths which become difficult for people and events to break away from), *emergence* (unpredictable change, often occurring when small things create large effects) and the relational *interactions* between people which lead to emergent change (Westley, McGowan & Tjörnbo, 2017).

Westley's conceptualisation of social innovation harmonises with the core values underlying the commissioning of this Outcomes Framework, including equality and social justice. Westley's work influenced Michael Quinn Patton's formulation of a method he calls "developmental evaluation" (Patton, 2012), which merges notions of social innovation and complexity science into a number of principles for conducting evaluations of social change programs. For these reasons, we have chosen to adopt *developmental evaluation* as a set of guiding principles which inform the construction and evaluation of the Outcomes Framework. At sections 7 and 8 below, we explain more fully the general principles and methods of developmental evaluation, including our intended approach to applying these principles to a developmental evaluation of the WAAEH Outcomes Framework.

The Structure of the Outcomes Framework

5. Stakeholder Involvement

5.1 Rationale for Stakeholder Involvement

Articulating a set of measurable outcomes and indicators within the Outcomes Framework requires interpretation as well as evidence. Flatau (2009) sets out the key role that interpretation plays in selecting the wording of outcomes, indicators and targets, and explains how wording has consequences for both the measurability and attainability of homelessness outcomes. Accordingly, the interpretation and wording of each outcome, indicator and measure in the Outcomes Framework needs to be carefully considered not only by the expert evaluation team but by multiple stakeholders, particularly those for whose benefit the outcomes presume to be. That is, the input of those with a lived experience of homelessness is indispensable to the creation of an effective Outcomes Framework. A developmental evaluation approach calls for grassroots inclusion on this basis and, through processes of co-design, seeks to make sense of the space in which the lived experience meets and mingles with generalisable theory.

In the tradition of normative social innovation (Ayob, Teasdale, & Fagan, 2016; MacCallum, Moulaert, Hillier, & Haddock, 2016), we add to this approach our commitment to the empowerment of those at risk of or experiencing homelessness, and see the co-design process as an important enabler of empowerment, not simply as an aspect of the evaluation of that system. For these reasons, the lived experience voice will be sought not only in the initial period in which the Outcomes Framework was constructed, but will also be part of the ongoing collection of data which informs the developmental evaluation of the Framework and the learning and change of those within the network who use the Framework. This Framework should, therefore, be viewed as an evidence-informed starting point, to be continuously developed through both co-design processes with stakeholders at all levels, including those with lived experience, and ongoing developmental evaluation. Here, we explain further who the stakeholders are at each level, and how and why CSI UWA intends to engage with them.

5.2 Micro-level Stakeholders: Individuals With Lived Experience

> **"I need the system to trust in my ability to recover. I knew what I needed but I wasn't believed."**
>
> **Statement of a Lived Experience Working Group member, July 2019**

We seek to incorporate the voice of those with lived experience in the development and ongoing measurement of the Outcomes Framework. The aims for this are as follows:

1. To enable people with lived experience of homelessness to self-report their experience and needs around homelessness and make decisions about the indicators that are most significant and meaningful to measure.
2. To prioritise the voice of people with lived experience of homelessness in describing their interaction with the support they seek or receive while experiencing homelessness (or when facing risks of homelessness and/or sustaining tenancies).
3. To understand in depth four areas of inquiry:

   a) pathways into and out of homelessness

   b) access to support

   c) the quality of the interface and relationships when individuals are interacting with the system, and

   d) how effectively the system enables a person to get and keep a home.

We view the voice of lived experience as integral to the Framework, as it allows for the observation and connection of people within the system, captures diversity and adds to, complements and validates knowledge from other levels and methods of measurement.

We have established two working groups whose members have lived experience of both homelessness and working within the organisations who serve those experiencing homelessness. Co-design with these groups has provided powerful insights which have informed the indicators in this current version of the Outcomes Framework, as well as informed avenues for further co-design inquiry during the ongoing evaluation and future iterations of the Outcomes Framework. Both groups expressed strongly the need to incorporate ongoing feedback from the lived experience voice in a sustained way, as the most meaningful way to understand how effectively the system is operating to end homelessness. A more detailed summary of findings of these groups is presented in the #EndHomelessnessWA State of Play 2019 Report. We will utilise a range of different methods to engage those with lived experience going forward, including further co-design sessions with the working groups, qualitative interviews, peer to peer group discussions, and case studies.

It is very important to also recognise that existing national data sources, research studies, organisational quantitative and qualitative data (i.e., meso and macro level data) which are based on the voices of those with lived experience when they are direct respondents to surveys and qualitative data gathering, also provide a voice of lived experience and are likely to be very valuable to an understanding of individual outcomes.

5.3 Meso-level Stakeholders: Capturing Life at the Coalface

The service delivery agencies and collaborative initiatives that work with those experiencing or at risk of homelessness are crucial players in the complex system of homelessness. They are the stakeholders that implement interventions to meet the needs of clients, encounter the constraints of the system - be they funding, policy, legal, or structural - when trying to meet the needs of their clients, and measure progress for their clients. We also perceive that meso-level stakeholders extend beyond this picture of homelessness services and encompass those organisations touched by or involved in some way in efforts to end

homelessness, for example because of such organisations' geographical context or community responsibilities. Therefore, meso-level stakeholders must be included in the development of the Framework to ensure:

1. Localised place-based knowledge in the service delivery context is incorporated into the Framework.
2. The Framework responds to environmental changes in the service delivery context, such as new programs/initiatives, policy changes, and new funding schemes.
3. Measurement against the Framework is aligned with organisational practice and goals.
4. The Framework measures what is salient to organisational stakeholders.

The Perth Zero Project is an example of a measurement initiative that can inform what is occurring at the meso-level. This is being developed by Perth-based services, supported and facilitated by the WA Alliance to End Homelessness and utilising the 50 Lives 50 Homes team as a core working group. The Perth Zero Project utilises a "known by name" methodology which records people experiencing homelessness by their name in a shared database. This allows for a better understanding of inflows and outflows within the homeless population (month by month), what supports are needed and how services can better coordinate outreach and other approaches that aim to end homelessness. This work aims to begin by ending rough sleeping in metropolitan Perth and Fremantle as part of the journey towards ending homelessness in WA.

Information from VI-SPDAT surveys will be used to collect data about needs and assist ending individuals' homelessness, and also collate this for sector-wide understanding of the drivers of homelessness and responses needed to end homelessness. VI-SPDAT surveys will not be compulsory but will be utilised wherever possible.

Parallel to the Perth Zero Project By-name List, the Australian Alliance to End Homelessness has been developing a national AtoZ (Advance to Zero) database. This provides a nationally consistent way to track progress towards ending homelessness and using month by month data to drive system reform, locally and nationally. WA's links to the national Advance to Zero database will enable us to engage in data analysis that will greatly advance our understanding of what works for ending homelessness. For example, to understand any conditions or needs that may be pertinent or unique to WA, to track the effectiveness of WA-based strategies for ending homelessness compared with other localities, and to share with national stakeholders any evidence and learnings about what is or is not effective.

Engagement of meso-level stakeholders in the development of the Framework was bolstered significantly by the commitment and activities of the WAAEH. The draft Outcomes Framework and the present scope of works has been presented and workshopped in various forums organised by the WAAEH in the lead-up to the present Outcomes Framework.

5.4 Macro-level Stakeholders: Taking a High-level View

Macro-level stakeholders in the context of developing a framework to measure progress towards ending homelessness include State and Federal Governments, national data collection agencies such as the Australian Bureau of Statistics and the Australian Institute of Health and Welfare, and the general public. These stakeholders set the agenda at the State and National level with regard to homelessness, and hold many valuable data sources required for measurement. Consequently, it is essential that the complementarities between the Framework and the goals of macro-level stakeholders are emphasised.

In terms of engaging with macro-level stakeholders, the WAAEH has been directly involved in the important work of the Western Australian Government in developing its *10-Year Strategy on Homelessness* including participating in the Homelessness Strategy Working Group and working with the Department of Communities in relation to the *Directions Paper for the 10-Year Strategy on Homelessness Western Australia 2019-2029*. The CSI UWA also produced the report which informed the development of the Future Directions Strategy, namely, *Homelessness in Western Australia: A review of the research and statistical evidence* (Kaleveld, Seivwright, Box, Callis & Flatau, 2018). The CSI UWA also participates in the Australian Bureau of Statistics Homelessness Statistics Reference Group, dealing with definitional and statistical issues around homelessness across the nation.

Reflecting the high level of engagement with and consideration of macro-level stakeholders and activities, the Framework will be aligned with the Western Australian Government's 10-Year Homelessness Strategy, and the forthcoming Supporting Communities Forum Community Sector Outcomes Framework. With regard to measurement, the Framework will utilise extant sources of data to ensure that, when meso- and micro-level stakeholders are engaged for the purposes of measurement, we engage them in a way that is meaningful to them, rather than gathering data that is already captured elsewhere.

6. Domains, Outcomes and Indicators

In this section, we explain the seven domains included in the Outcomes Framework, and cite the evidence (including knowledge generated during co-design processes) for inclusion of those domains, their outcomes and indicators.

6.1 The State of Homelessness

The development of this Framework has been undertaken to support the goal of the WAAEH to end homelessness in Western Australia by 2028. As such, the State of Homelessness domain forms the core of the Framework. It comprises the outcomes, indicators and measures pertaining to current and formerly homeless individuals and, as its name suggests, provides an overview of the state of play with regard to homelessness in Western Australia.

The State of Homelessness domain covers the headline measures of homelessness – the population-level estimates of the prevalence of homelessness that often form the basis of policy and funding. Acknowledging that homelessness is often characterised by long-term and repeated spells, indicators and measures of chronic homelessness are also covered. Measures relating to housing quality, the availability and access of safe, decent and affordable (and therefore sustainable) accommodation for homeless and formerly homeless Western Australians form part of the State of Homelessness domain. The often overlapping drivers of homelessness at different stages of the life course are also outlined and operationalised, as are measures of the current service system's policies, procedures, and practices around responding to those drivers. Finally, some headline measures of Aboriginal homelessness are outlined. It is critical to note that only headline

measures are included as the development of a comprehensive set of measures of Aboriginal homelessness must be led by Aboriginal stakeholders.

6.2 Structural and Individual Factors

6.2.1 Structural Factors

Structural factors in the context of homelessness refer to those factors which operate at the macro level to place individuals or populations at risk of homelessness or to sustain homelessness. They are socially constructed phenomena, and generally considered beyond the control of any individual experiencing homelessness. These comprise determinants, those factors that drive entry into homelessness, and the structural factors that facilitate or inhibit exit from homelessness. It is important to note that structural determinants and factors often overlap (i.e. serve as both a driver into and a barrier to exit from homelessness), though we feel there is an important distinction between them. Structural determinants include but are not limited to established norms and socio-economic institutions. This includes both the delivery of specific services such as income support, specialist homelessness services and clinical treatment for physical and mental health issues, as well as the broad nature of and assumptions underlying institutions such as courts of law, the housing market and the employment market.

Kaleveld et al. (2018), in their review of the evidence specific to homelessness in Western Australia, conceptualised the structural determinants of homelessness as an issue of *access*. Specifically, those experiencing or at risk of homelessness face one or more of (a) lack of access to affordable housing (b) lack of access to resources and (c) lack of access to services. Aboriginal Australians face additional structural drivers of homelessness, including loss of culture, temporal mobility, and the remote location of many Aboriginal communities. Additionally, homelessness itself can be considered a structural determinant for those who experience it as a child, as can an experience of out-of-home care.

Following Kaleveld et al., (2018), we recommend that Outcomes Framework targets and indicators relating to the structural factors relating to homelessness be articulated as an increase in each of the following: housing access; housing stability; employment opportunities; educational opportunities; and Aboriginal self-determination. In addition, macro-level decreases in economic inequality and discrimination (such as discriminatory discourses in the media, or local government efforts to deal with homelessness purely as an issue of safety for those not experiencing homelessness) should be included as outcomes.

6.2.2 Individual Factors

Much like structural factors, individual factors include determinants or drivers into homelessness, as well as the enablers of exit. Individual determinants of homelessness are life experiences which, statistically speaking, place the individuals with those experiences at greater risk of homelessness. In order to implement a preventative approach to homelessness, it is therefore crucial that the Outcomes Framework include targets for decrease in individual determinants of homelessness at a macro level as well as at the micro level of individual clients serviced by the network of homelessness organisations. Kaleveld et al. (2018) lists five key individual determinants of homelessness: (a) trauma and PTSD (b) mental health issues (c) substance use problems (d) domestic and family violence and (e) interactions with the justice system.

It can be difficult to conceptually separate individual from structural determinants, a challenge which belies a view of individual determinants as something over which individuals have more control or agency as compared to structural determinants. For example, lack of access to housing and resources (structural determinants) can put individuals at risk of experiencing mental health issues and substance abuse problems (individual determinants). Likewise, experiencing family and domestic violence (individual determinant) can lead to lack of access to housing and resources (structural determinant). Individual determinants like family and domestic violence can also be structurally perpetuated through societal attitudes to women, child-rearing and workforce inclusion. Reducing the prevalence of out-of-home care through child protection assessment mechanisms such as risk categories (structural determinant) will not address the family abuse, neglect and violence (individual determinants) which lead to the need for out-of-home care. In addition, those who experience both individual and structural determinants are at higher risk of *social exclusion*, another key determinant of homelessness, which integrates concepts of individual determinants such as lack of relationships, with structural determinants such as lack of access to support services (Kaleveld et al., 2018).

For this reason, individual and structural determinants are more effectively perceived as an interactive network of 'pathways' of homelessness than as independent domains (Clapham, 2003; Kaleveld et al., 2018). A pathways approach to homelessness harmonises with the Complex Adaptive Systems approach of the Outcomes Framework, and with the social movements and systems conceptualisations of homelessness found in this review. Pathways in the context of the Outcomes Framework can therefore be conceived of not just as the interaction of individual and structural determinants, but of the interaction of those two domains with the additional domains of representation, voice and advocacy; resources; collaborative efficacy ; and the social services sector.

6.3 Representation, Voice and Advocacy; Resources; and Collaborative Efficacy

6.3.1 Representation, Voice and Advocacy

Representation, Voice and Advocacy is increased power and legitimacy for the network of organisations seeking to end homelessness. It involves obtaining institutional voice for those experiencing or at risk of homelessness, as well as for the organisations that serve them. Representation, Voice and Advocacy can take the form of formal participation in organisations that are targets of influence, for example by membership on Government committees or boards (Cress & Snow, 2016), changes in policy (Clapham, 2003; Greenwood, Stefancic, & Tsemberis, 2013; Kreuter, Lezin, & Young, 2000; Wang, Piazza, & Soule, 2018), changes in media and public discourse (Clapham, 2003; Wang et al., 2018), increased connections between network members and influential Government individuals (Mosley, 2014), or signs of increased cooperation across a sector (for example, inter-departmental collaboration within Government) toward ending homelessness (Kondratas, 1991; Sheikh & Teeman, 2018). Cress & Snow (2016) see representation as both a category of organisational outcomes sought by homelessness organisations, and a causal factor in those organisations obtaining both "the resources necessary to engage in collective action"(p. 1066). Accordingly,

representation as a domain does not stand independent of the other domains, but interacts with them within the system of homelessness.

6.3.2 Resources

Resources are the material concessions offered to the network in service of the network's goal to end homelessness. Resources can take the form of increased monetary funding (Greenwood et al., 2013; Kreuter et al., 2000; Slesnick, Kang, Bonomi, & Prestopnik, 2008) as well as increased supply of social and affordable housing (Sheikh & Teeman, 2018). Effective resourcing requires an increased diversity of funding mechanisms which support both innovative and best practice services (Sheikh & Teeman, 2018), as well as funding which increases to the point that homelessness programs no longer restrict themselves to being crisis-oriented and time-limited (Culhane, 1992). Resources provide the material support which enable rights and relief for those at risk of or experiencing homelessness – provided that those resources are applied to addressing both the structural and the individual determinants of homelessness (Pleace, 2018).

6.3.3 Collaborative Efficacy

Collaborative efficacy is the extent to which actors within the network of organisations aiming to end homelessness are able to coordinate their actions, including the services they offer, to provide an effective effort toward addressing factors within the system of homelessness. This includes the ability of service organisations to providing a continuum of care, also conceptualised as "joined-up services" or "integrated homelessness strategy" (Crook, Mullis, Cornille, & Mullis, 2005; Culhane, 1992; Li, Noble, Richardson, & Sinclair, 2017). A continuum of care involves offering both a range of services and a reduction of barriers to access those services. Crucially, a continuum of care involves not simply offering services which address the structural causes of homelessness, such as rapid rehousing, but also a diverse range of services to support clients to address the individual determinants of homelessness (Pleace, 2018) (see below for an explanation of the individual and structural factors of homelessness as domains within the Outcomes Framework). Collaborative efficacy also involves aggregation of client outcome data and other forms of information exchange (Crook et al., 2005; Kreuter et al., 2000; Turner, 2014), partnerships with police and hospitals (Normore, Ellis, & Bone, 2016; Vallesi et al., 2018), standardised assessments of client needs (Turner, 2014), strategic decision making processes (Intindola, Weisinger, & Gomez, 2016), and shared goals (Kreuter et al., 2000) articulated through effective diagnostic and prognostic framing (Cress & Snow, 2016). In addition, collaborative efficacy involves establishing and maintaining communities of learning (Turner, 2014), which include a focus on long term evaluation, and support 'local' evidence agendas at the same time as creating transferable learning (Sheikh & Teeman, 2018). Crucially, through our co-design activities with meso- and micro-level stakeholders in the design phase of the Framework, we found support for the inclusion of a further indicator: the presence of multiple place-based collaborations that are not only focused on rough sleepers in the inner city area.

6.4 The Social Services Sector

Social services are a diverse array of services provided primarily by government and not-for-profit organisations. Social services aim to foster the welfare of individuals and communities and are usually underpinned by values such as social equality and social unity (Productivity Commission, 2016). In Western Australia, the social services sector works to address the needs of the wider population in areas such as mental health, education and employment, accommodation, emergency relief, domestic violence, and family and relationship support. As these needs, if unmet, can represent significant risk factors for homelessness, availability and access to social services are critical to supporting the broader homelessness system. If Western Australians are able to access services that effectively meet their needs, all other things being equal, inflows into homelessness should reduce.

The social services sector is comprised of a complex network of service providers with vast differences in the types of services, the demographic characteristics of individuals seeking services, and the authority under which services are being provided (Productivity Commission, 2016). Although social services are heavily embedded in our conceptualisation of both structural and individual factors, the complex and prominent role of social services in addressing these factors warranted separating it out into a separate domain. This separation will assist with the pattern-spotting processes of developmental evaluation, allowing evaluators to more easily watch the interaction between services and the factors they supposedly address.

Accordingly, we integrated a seventh domain into the Outcomes Framework, titled 'Social Services Sector'. The Social Services Sector domain outlines indicators and measures of the availability and accessibility of services to meet the needs of young people and adults, including young people and adults transitioning from the custody of the State (e.g. out-of-home care or correctional facilities) into mainstream life.

Developmental Evaluation

7. Complexity-sensitive Evaluation

Although homelessness research is conducted across multiple fields of knowledge, including economic and sociological, homelessness research and evaluation is typically associated with what we understand as clinical knowledge. Clinical knowledge disciplines such as medicine and psychology usually require a reductionist approach to understanding homelessness, and seek to gain knowledge of homelessness within carefully specific, known and linearly articulated parts of the system of homelessness. Clinical knowledge is generally generated through experimental research designs, and the gold standard of experimental research designs is usually considered to be the randomised control trial. Through such experimental research, there is now strong clinical evidence that triangulation of trauma-informed care models with rapid rehousing works to end homelessness for many individuals served under such programs (Pleace, 2018).

As set out in the earlier sections of this document though, there is a wide gap between our clinical knowledge of what works to end homelessness, and the reality of how that knowledge interacts with political, cultural, geographical, historical and organisational contexts in order to produce (or prevent) the outcome of an end to homelessness. In short, there is a need to conceptualise homelessness as part of a whole, rather than to restrict our understanding of homelessness to the outcomes of specific, known and linearly articulated *parts* of that whole, such as health or social interventions, individual characteristics, or structural determinants. In the WAAEH Outcomes Framework, we articulate that whole as the *complex adaptive system of homelessness*.

Approaching the study of homelessness as a complex adaptive system requires a methodological diversity not commonly found in homelessness research and evaluation. Methodological diversity requires that those constructing the Outcomes Framework draw on multiple ontologies and epistemologies in choosing evaluation methods, carefully documenting the rationale behind method choice and linking this choice back to a consideration of the need for methodological diversity. Thus not only experimental, survey and quantitative analysis but a variety of qualitative analysis methods, and openness to theoretical framing and methods from a variety of knowledge disciplines, has been included in this construction of an Outcomes Framework which is capable of evaluating the 'system' of homelessness. No single method will ever be able to capture the 'system' – it is up to the evaluators to synthesise results across multiple methods and abductively articulate the developmental relationship between those diverse results. This abductive analysis is at the heart of the **developmental evaluation** approach.

8 Developmental Evaluation

8.1 What is Developmental Evaluation?

Developmental Evaluation is an evaluation approach that can assist social innovators develop social change initiatives in complex or uncertain environments (BetterEvaluation, nd). Michael Quinn Patton, the originator of developmental evaluation (Patton, 2012), likens this approach to the role of research and development in the private sector product development process because it facilitates real-time, or close to real-time, feedback to program staff thus facilitating a continuous development loop.

Michael Quinn Patton is careful to describe this approach as one choice that is responsive to context, and not a solution to every evaluative situation. Development evaluation is particularly suited to innovation and complex issues, such as is required in reaching the goals of the WAAEH 10 Year Strategy. Developmental evaluation can help by framing concepts, testing quick iterations, tracking developments, and surfacing issues. Evaluators work closely with the social innovators (WAAEH and its affiliates) to feed back the results of such framing, tracking and surfacing so that the innovators can make strategic decisions based on what is happening in real time.

This description is from Patton (2012) *Developmental Evaluation: Applying Complexity Concepts to Enhance Innovation and Use*:

> **"Developmental Evaluation supports innovation development to guide adaptation to emergent and dynamic realities in complex environments. Innovations can take the form of new projects, programs, products, organizational changes, policy reforms, and system interventions. A complex system is characterized by a large number of interacting and interdependent elements in which there is no central control. Patterns of change emerge from rapid, real time interactions that generate learning, evolution, and development – if one is paying attention and knows how to observe and capture the important and emergent patterns. Complex environments for social interventions and innovations are those in which what to do to solve problems is uncertain and key stakeholders are in conflict about how to proceed."**

Patton explains the differences between traditional and developmental evaluation. A summary version of these differences is presented on the next page:

Figure 6: Developmental Evaluation vs Traditional Evaluation (from Patton, 2012)

Traditional evaluation	Developmental evaluation
Purpose: Supports improvement, summative tests and accountability	**Purpose**: Supports development of innovation and adaption in dynamic environments
Roles & relationships: Positioned as an outsider to assure independence and objectivity	**Roles & relationships**: Positioned as an internal team function integrated into the process of gathering and interpreting data, framing issues, surfacing and testing model developments
Accountability: Focused on external authorities and funders based on explicit and pre-ordinate criteria	**Accountability**: Centred on the innovators' values and commitment to make a difference
Options: Rigorously options-focused, traditional research and disciplinary standards of quality dominate	**Options:** Utilization focused; options are chosen in service to developmental use
Measurement: Measure performance and success against pre-determined goals and SMART outcomes	**Measurement**: Develops measures and tracking mechanisms quickly as outcomes emerge; measures can change during the evaluation as the process unfolds
Evaluation results: Detailed formal reports; validated best practises, generalizable across time and space. Can engender fear of failure	**Evaluation results**: Rapid, real time feedback; diverse, user-friendly forms of feedback. Evaluation aims to nurture learning
Complexity & uncertainty: Evaluator tries to control design implementation and the evaluation process	**Complexity & uncertainty**: Learning to respond to lack of control; staying in touch with what's unfolding and responding accordingly
Standards: Methodological competence and commitment to rigor, independence; credibility with external authorities and funders; analytical and critical thinking	**Standards**: Methodological flexibility, eclecticism, and adaptability; systems thinking; creative and critical thinking balanced; high tolerance for ambiguity; open and agile; teamwork and people skills; able to facilitate rigorous evidence-based perspectives

8.2 How will Developmental Evaluation Be Applied to the WAAEH Outcomes Framework?

Given the complexity of the WAAEH Outcomes Framework, developmental evaluation is the most appropriate evaluative method available. Nevertheless, the Framework is quite different to the usual evaluative situations envisaged by Quinn Patton and the variety of resources available for practitioners seeking to apply developmental evaluation. Normally, evaluation – developmental or otherwise – occurs in the context of a single program or a single organisation. The WAAEH Outcomes Framework crosses organisational and sectoral boundaries, spanning an enormous variety of data across micro, meso and macro levels of society.

Accordingly, the WAAEH through the CSI UWA will be innovating and adapting their application of developmental evaluation principles as they proceed with the measurement of the different indicators of the Outcomes Framework. We envisage that while some members of the team will be focusing on the work of quantitative and qualitative measurement of individual indicators, at least two members of the CSI UWA team will work across all indicators. These team members will be the developmental evaluators, seeking to understand the results of the measurement of each indicator (advised by the expert knowledge of other team members focusing on measurement), moving back and forth between these results, the Framework, the Strategy and constant engagement with stakeholders at all levels, to abductively spot patterns of interaction between the different domains, outcomes and indicators.

The following is a hypothetical example of how this developmental evaluation pattern-spotting approach could unfold. Perhaps the developmental evaluators will note that indicators of unemployment in the 'Structural Factors' domain of Part 2 are rapidly rising, and the Individual Factors of the educational attainment of Western Australians is falling. They also see an increase in well-being outcomes for the general population but a decrease in well-being for the youth population. Looking at Part 3, they note a decrease in human-rights based language in both media reporting and public policy relating to housing and homelessness specifically for working-age, healthy and well individuals who are unemployed. The developmental evaluators will discuss these findings with various stakeholders including NFP CEOs, government representatives, frontline workers, local business owners, and those with a lived experience of homelessness, and perhaps conclude that the WAAEH should adapt its Youth Cohort Action Plan to include actions which seek to educate and influence media and political stakeholders toward policies and practices designed to support an increase in employment and educational opportunities for young people, and shift to a human-rights based discourse around the need for housing those at risk of homelessness due to unemployment.

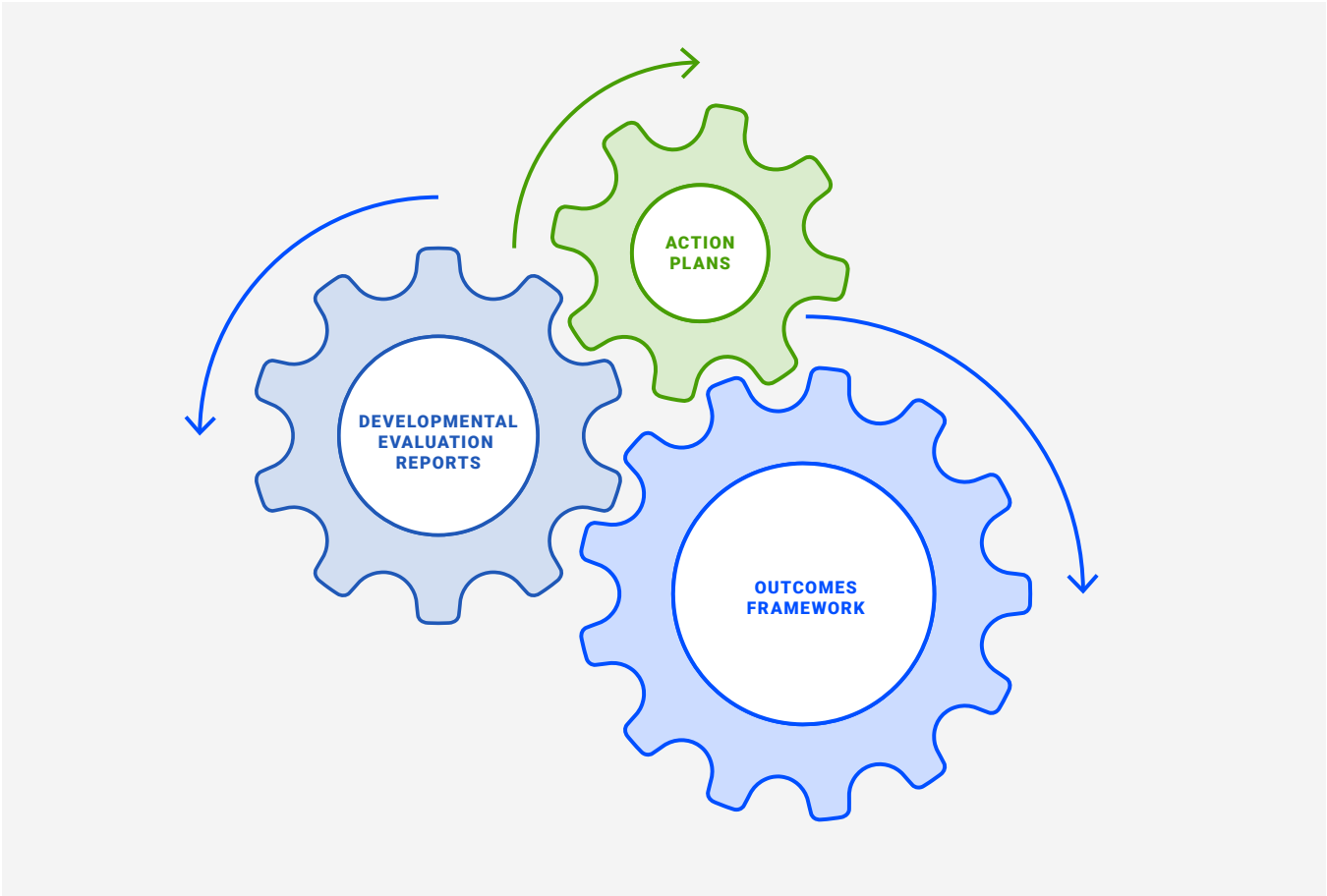
Multiple patterns and recommendations such as this could arise in any given evaluation cycle. This pattern-spotting process will be summarised at certain points in time in Evaluation Reports that will be made available to the WAAEH and its affiliates. Evaluation reports will integrate developmental evaluation principles such as focusing on recommendations that are useful to the social innovators engaged in the evaluation (WAAEH), openness to changing measures and indicators to better reflect an emerging understanding of the system, and focusing on communicating results that nurture learning. Separately yet feeding into these developmental evaluation reports is the Dashboard, in which the individual measurement results from each indicator will be made available.

8.2.1 Updating the Outcomes Framework – The Role of Developmental Evaluation and WAAEH Action Plans

This first version of the WAAEH Outcomes Framework will be continually updated not only through the recommendations arising from developmental evaluation reports, but also by the emerging WAAEH Action Plans. In the 10 Year Strategy, the WAAEH outlines the creation of Regional, Local and Cohort-specific Action Plans. A Youth Action Plan was co-designed during the same period in which this first version of the Framework was constructed, and accordingly this version of the Framework integrated the lived experience insights which came to the fore during the Youth Action Plan co-design process.

The Action Plans are a vital component of both the work of the WAAEH and the information which underpins the construction of each version of this Outcomes Framework. Several profoundly important Action Plans are yet to be developed, including one specific to and led by Aboriginal people, as well as one for women and children experiencing family and domestic violence. As time progresses and the rest of the WAAEH Action Plans are developed, the lived experience insights arising from the Action Plan co-design processes will also be integrated into future versions of the Outcomes Framework. In turn, developmental evaluation reports and the recommendations they contain will feed into the co-design processes for the Action Plans. These feedback loops between the developmental evaluations, Action Plans and the Outcomes Framework are pictured below.

Figure 7: Feedback Loops Between Developmental Evaluation Reports, Action Plans and Future Versions of the Outcomes Framework



Summary of Outcomes, Indicators and Measures

9. Part 1: The State of Homelessness

As outlined above, the State of Homelessness domain comprises those factors that pertain to the targets of the WAAEH 10 Year Strategy, such as measures of outcomes for those that are currently homeless, recently housed, or at risk of homelessness.

9.1 Headline Measures of Homelessness

The factors that affect homelessness can act as antecedents, compounding factors, and barriers to exit at various points of an individual's journey, and present in different ways throughout the life course. In operationalising the State of Homelessness domain, then, it is perhaps useful to start at the 'top'; the overarching goal of the WAAEH – how will we know if we have ended homelessness in Western Australia? Also known as headline measures, these are the indicators and measures that reflect the prevalence of homelessness (in this case, homelessness in Western Australia). Reference to these headline indicators is most explicitly made in *Target 3: The Western Australian rate of homelessness (including couch surfing and insecure tenure) will have been halved from its 2016 level*.

In order to derive headline measures, it is then useful to identify the extant and emerging key sources of data on the prevalence of homelessness in Western Australia. The Australian Bureau of Statistics (ABS) estimates homelessness using the Census of Population and Housing. Kaleveld et al. (2018) discuss extensively the relative benefits and shortcomings of the ABS statistical methodology for enumerating homelessness. However, it remains the primary point of reference for Australian estimates of homelessness. In addition, the Australian Institute of Health and Welfare (AIHW) Specialist Homelessness Services (SHS) collection contains information about those that seek assistance from SHS. While limited, as it only captures those that are accessing services and those that are most vulnerable and marginalised often choose not to access services, it is a large and comprehensive source of data on those accessing services and the services themselves.

Finally, the Australian Alliance to End Homelessness (AAEH) has compiled a database of homeless individuals in Australia. Beginning with rough sleepers in capital cities that were interviewed as part of Registry Weeks around the country, the database (to which homelessness services voluntarily contribute data) now captures a broader range of homeless individuals and will further expand with the Advance to Zero initiative, which seeks to create and monitor a list of individuals known to homelessness services around the country.

The table below gives further details about the aforementioned databases as well as outlining the other data sources used for the operationalisation of measures in Domains 1, 2, 3 and 7. It is important to note that all data examined is subject to the quality assurance, storage, and analysis procedures of the relevant data custodians and collecting agencies. Further and for clarification, data linkage refers to the connection of information from across different datasets that is believed relate to the same person to create a larger, unit record file. Methods of data linkage vary slightly between linkage branches around the world, and best practice is constantly evolving. However, identifiable, demographic information (e.g. name, date of birth, sex, and address) is generally used to create matches to content (e.g. hospital admissions, court appearances) within separate datasets. The identifiable information is separated from content information and replaced with a unique identifier, then records with the same identifier are connected into the unit record file.

Data linkage can offer a powerful evidence base, as it allows for a more comprehensive picture of people's journeys through life, particularly through the linkage of self-report data with government administrative data. For example, Wood, Flatau, Zaretzky, Foster, Vallesi and Miscenko (2016) linked housing and health service utilisation data for formerly homeless people, and found that the costs of providing housing support were more than negated by the reduction in health service utilisation and associated costs in the year post-exit from homelessness.

Table 1: Existing Data Sources Relating to Domains 1, 2, 3 and 7

Data source	Description and limitations
Australian Bureau of Statistics Estimating Homelessness (Census)	Population estimates of homelessness using the Census of Population and Housing. The methodological limitations of this method of enumerating homelessness are discussed in full by Kaleveld et al. (2018). However, key limitations for the purposes of the Outcomes Framework present when disaggregating the data by geography, homelessness type, and by demographic characteristics. ABS data is subject to random perturbation when numbers are small in order to ensure confidentiality of the data, meaning that a fine-grained picture of homelessness cannot be ascertained using Census data alone. It is important to note that data quality issues are compounded when linking across agencies, particularly when examining smaller substrata of the population.
Australian Bureau of Statistics (ABS)	The ABS will provide information for a number of measures. Statements on the data quality for all ABS data sets are available under the catalogue number of the data set being used. It is important to note that data quality issues are compounded when linking across agencies, particularly when examining smaller substrata of the population.
Australian Institute of Health and Welfare (AIHW) Specialist Homelessness Services (SHS) Collection	The vast majority of SHS must provide client data to the SHS Collection. Accordingly, the SHS Collection represents the largest collection of data on those accessing services. An obvious limitation of this in relation to the Outcomes Framework is that not all homeless individuals access services. Another limitation from a measurement perspective is that some of the more detailed analyses require a Confidentialised Unit Record File (CURF) from the AIHW. Therefore, the SHS Collection provides quite a detailed picture of service users and services which are critical components of the homelessness system, but do not represent the system in its entirety. Data Quality Statements for each annual release of the SHS Collection are available on AIHW's Metadata Online Registry (METEOR). The METEOR reference for the Data Quality Statement of the 2017-18 SHS release is 702922. It is important to note that data quality issues are compounded when linking across agencies, particularly when examining smaller substrata of the population.
The Australian Institute of Health and Welfare (AIHW)	The AIHW will provide information for a number of measures. Statements on the data quality for AIHW data sets are available on AIHW's Metadata Online Registry (METEOR). It is important to note that data quality issues are compounded when linking across agencies, particularly when examining smaller substrata of the population.
Australian Alliance to End Homelessness (AAEH) database	The Australian Alliance to End Homelessness (AAEH), through voluntary contributions of data of consenting individuals experiencing homelessness by services, has established a large-scale database of homelessness in Australia. Individuals in the database have completed the Vulnerability Index – Service Prioritisation Decision Assistance Tool (VI-SPDAT). As with the SHS, the AAEH database only includes those that have been in contact with homelessness services. The scale of the database is set to expand over the coming years; the initial scope of the database was those individuals interviewed during Registry Weeks around the country, then services began collecting the data for their general client base, and now the Advance to Zero initiative seeks to host within the AAEH database its By-Name list of all homeless individuals in a given geography. Thus, this database remains an emerging, valuable source of homelessness data. It is important to note that data quality issues are compounded when linking across agencies, particularly when examining smaller substrata of the population.
Centrelink (Department of Social Services)	The Department of Human Services releases publicly accessible statistical information about Centrelink payments and further information in relation to de-identified unit records and data linkages can be requested.

Data source	Description
Western Australia Police Force	The Western Australia Police Force releases publicly available monthly crime statistics by type of offence. A data quality statement can be found on their website.
Department of Transport	The Department of Transport provides information pertaining to public transport infrastructure.
Public Transport Authority of Western Australia	The Public Transport Authority of Western Australia also provides information pertaining to public transport infrastructure.
Western Australian Housing Authority (Department of Communities)	The Western Australian Housing Authority will provide information for a number of measures. This includes information about: • Homeless people who transition into public housing. • Dwelling supply growth and dwelling supply gap.
Western Australian Department for Child Protection and Family Support (Department of Communities)	The Western Australian Department for Child Protection and Family Support will provide information on individuals who have 'aged out' or been discharged from out-of-home care.
Western Australian Department of Justice (DOJ)	The DOJ will provide information for a number of measures. This includes information about: • Individuals leaving prison. • Incarcerations, court-appearances, and convictions for particular offences (substance misuse, domestic violence etc.).
Health Western Australia Monitoring of Drugs of Dependence System	Health Western Australia Monitoring of Drugs of Dependence System unit record files will provide information on individuals leaving rehabilitation facilities.
Western Australian Department of Health Emergency Department Data Collection	The WA Department of Health Emergency Department Data Collection provides information on the emergency services accessed by patients at hospitals.
Real Estate Institute of Western Australia (REIWA)	REIWA provides information on dwellings in Western Australia by type, price and region.
Rental Listings	Rental listings are available at websites such as reiwa.com.au and domain.com.au.
Western Australian Residential Tenancy Act 1987	The Residential Tenancy Act 1987 sets out the rights and responsibilities for tenants and landlords
Western Australian Department of Education	The Western Australian Department of Education will provide information the distance of Western Australian dwellings from primary and secondary schools.
Western Australian Department of Health	The Western Australian Department of Health will provide information for a number of measures. This includes information about: • The distance of Western Australian dwellings from health services. • Health service interventions and rates of access of health services for particular health issues (e.g. substance misuse).
Western Australian State Government Budget	Western Australian State Government Budget will be analysed to indicate current funding of services and programs relating to homelessness.

Data source	Description
Western Australian State Government Policy Documents	Western Australian State Government Policy Documents will be analysed to indicate current policy surrounding a number of issues relating to homelessness.
Western Australian State Legislation	Western Australian State Legislation will be analysed to indicate current legislation surrounding a number of issues relating to homelessness.
Healthway	Healthway will provide information pertaining to health promotion campaigns focussed on health issues related to homelessness.
Australian Health Promotion Association	The Australian Health Promotion Association will also provide information pertaining to health promotion campaigns focussed on health issues related to homelessness.
Household, Income and Labour Dynamics in Australia Survey	The Household, Income and Labour Dynamics in Australia Survey provides information about personal and economic welfare and the labour market in Australia. A statement on the data quality for the Housing, Income and Labour Dynamics in Australia survey is available in the HILDA User Manual – Release 17 (Summerfield et al., 2019).
Western Australian Primary Health Alliance (WAPHA)	The WAPHA provides information on mental health service access in Western Australia in it's Integrated Atlas of Mental Health and Alcohol and Other Drugs of Western Australia- Volume 1, Metropolitan Perth A statement on the data quality for the WAPHA Integrated Atlas of Mental Health and Alcohol and Other Drugs of Western Australia- Volume 1, Metropolitan Perth is available in the atlas.
Financial Counselling Network directory	The Financial Counselling Network's directory will provide information about the number and type of financial counselling services which is affiliated to them.
Financial Counsellors Association of Western Australia directory	The Financial Counsellors Association of Western Australia's directory will provide information about the number and type of financial counselling services which is affiliated to them.
Commonwealth Government's Jobactive list of providers	The Commonwealth Government's Jobactive list of providers will provide information about the number and type of employment services.
My Community directory of services	The My Community directory of services will provide information about the number and type of employment services.
Think Mental Health support services page	The Think Mental Health support services page will provide information about the number and type of mental health support services.
Mental Health Commission resources page	The Mental Health Commission resources page will provide information about the number and type of mental health support services.
Alcohol and Drug Foundation service directory	The Alcohol and Drug Foundation service directory will provide information about the number and type of drug and alcohol support services.
Western Australian Network of Alcohol and other Drug Agencies member list	The Western Australian Network of Alcohol and other Drug Agencies member list will provide information about the number and type of drug and alcohol support services.

Data source	Description
Australian Medical Association (WA) Youth Services Directory	The Australian Medical Association (WA) Youth Services Directory will provide information about the number and type of youth services.
Youth Affairs Council of Western Australia Youth Services Directory	The Youth Affairs Council of Western Australia Youth Services Directory will provide information about the number and type of youth services.
HealthDirect domestic violence services directory	The HealthDirect domestic violence services directory will provide information about the number and type of domestic violence services.
Women's Council list of refuges and support services	The Women's Council list of refuges and support services will provide information about the number and type of domestic violence services.
1800RESPECT service directory.	The 1800RESPECT service directory will provide information about the number and type of domestic violence services.

Table 2: Original Data Collection Required Related to Domains 1, 2, 3 and 7

Data source	Description
Post-exit survey of formerly homeless people	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Introduction of new questions to the Youth VI-SPDAT survey	CSI UWA will seek to include new questions to the Youth VI-SPDAT survey which capture all measures within the Outcomes Framework to be measured using this data source.
Interviews with professionals working with communities at risk of homelessness	Interviews will be conducted by CSI UWA with professionals (such as educators and general practitioners) who work with people at risk of homelessness, and analysed by CSI UWA.
Survey of young people leaving the custody of the State	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of formerly incarcerated adults	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of adults leaving rehabilitation facilities	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of adults leaving hospital	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results .
Survey of adults leaving psychiatric facilities	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.

Data source	Description
Survey homelessness agency case workers	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of SHS clients	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Introduction of new questions to the VI-SPDAT survey	CSI UWA will seek to include new questions to the VI-SPDAT survey which capture all measures within the Outcomes Framework to be measured using this data source.
Survey of values and beliefs	CSI UWA will seek to include new questions to the VI-SPDAT survey which capture all measures within the Outcomes Framework to be measured using this data source.
Service access survey	CSI UWA will seek to include new questions to the VI-SPDAT survey which capture all measures within the Outcomes Framework to be measured using this data source.
General wellbeing survey	CSI UWA will seek to include new questions to the VI-SPDAT survey which capture all measures within the Outcomes Framework to be measured using this data source.
Survey of youth services	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of services and peak bodies	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of domestic violence services	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of family and relationship services	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of drug and alcohol services	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of mental health support services	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of employment services	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Survey of financial counselling	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.

The cultural definition of homelessness (Chamberlain & MacKenzie, 2008) identifies three categories of homelessness. Primary, characterised by a lack of conventional accommodation (e.g. rough sleeping, squatting, improvised dwellings); secondary, which involves moving between different types of temporary shelter; and tertiary, characterised by inadequate (e.g. a lack of individual bathroom or kitchen facilities) and insecure (nil or extremely short tenure) accommodation. These three categories of homelessness inform most disaggregation of homelessness statistics. The AAEH database is currently being migrated to a new technological platform, thus the way in which accommodation status is recorded is yet to be determined. This will be an area for monitoring and inclusion in the headline measures of the Framework if and when appropriate.

In the ABS statistics, counts of homeless individuals are disaggregated by the following homeless operational groups:

- Persons living in improvised dwellings, tents or sleeping out
- Persons in supported accommodation for the homeless
- Persons staying temporarily with other households
- Persons living in boarding houses
- Persons in other temporary lodging
- Persons living in 'severely' crowded dwellings

For the SHS collection, the housing situation of each client upon presentation and the week prior to presentation is identified from the following list of accommodation options:

- House/townhouse/flat
- Caravan
- Tent
- Cabin
- Boat
- Improvised building/dwelling
- No dwelling/street/park/in the open
- Motor Vehicle
- Boarding/rooming house
- Emergency accommodation
- Hotel/motel/bed and breakfast
- Hospital (excluding psychiatric)
- Psychiatric hospital/unit
- Disability support
- Rehabilitation
- Adult correctional facility
- Youth/juvenile justice correction centre
- Boarding school/residential college
- Aged care facility
- Immigration detention centre

Therefore, headline indicators should draw on all known sources of data, and disaggregate by the different categories of homelessness. Table 3 outlines the Framework indicators and measures of a Western Australian population-level decrease in homelessness.

9.2 Chronic Homelessness

The next set of indicators and measures pertain to chronic homelessness, and relate to *Target 1: Western Australia will have ended all forms of chronic homelessness including chronic rough sleeping*. To unpack this target, it is first useful to define chronic homelessness. In the United States, the Federal or legislative definition of a chronically homeless individual is "an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more, or has had at least four episodes of homelessness in the past three years" (United States Department of Housing and Urban Development, 2006). Prominent homelessness academic Dennis Culhane, also in the United States, defines the chronically homeless as those who "use the shelters on a long-term basis (staying for a year or more, per stay, on average, and not including days of unsheltered homelessness" (2008, p. 101) and "long-term shelter users or 'street homeless', the vast majority of whom have a serious mental illness, substance abuse disorder or physical disability and often a combination of these" (Culhane and Byrne, 2010, p. 10).

Table 3: Indicators and Measures of Decreased Homelessness

Outcome	Indicator	Measure
Homelessness is decreased	Rates of overall homelessness	The overall rate of persons aged 15 years and over across all homeless categories in Western Australia
		The number and proportion of Western Australian Specialist Homelessness Services clients in a given year that experience at least one spell of homelessness
		The number of people in the Australian Alliance to End Homelessness database that are recorded as homeless and residing in Western Australia in a given year
	Rates of primary homelessness	The rate of persons aged 15 years and over living in improvised dwellings, tents or sleeping out in Western Australia
		The number and proportion of Western Australian Specialist Homelessness Services clients in a given year that experience at least one spell of primary homelessness (i.e. living without a dwelling, in an improvised dwelling, motor vehicle, tent (other than camping))
	Rates of secondary homelessness	The rate of persons aged 15 years and over in supported accommodation for the homeless in Western Australia
		The rate of persons aged 15 years and over staying temporarily with other households in Western Australia
		The rate of persons aged 15 years and over living in boarding houses in Western Australia
		The rate of persons aged 15 years and over living in other temporary lodging in Western Australia
		The number and proportion of Western Australian Specialist Homelessness Services clients in a given year that experience at least one spell of secondary homelessness (i.e. staying in emergency accommodation, a boarding or rooming house, or any institutional accommodation – hospital, rehabilitation due to a lack of suitable accommodation options)
	Rates of tertiary homelessness	The rate of persons aged 15 years and over living in severely crowded dwellings in Western Australia

Here in Australia, MacKenzie and Chamberlain (2003) refer to chronic homelessness as a state "where homelessness has become a way of life or long-term predicament" (p.1). In their study of chronic homelessness in Melbourne, Flatau et al. (2018) draw on Chamberlain and MacKenzie's (2008) cultural definition of homelessness as "a state in which individuals do not have access to the minimum accommodation standards that Australians believe all have the right to expect" (p. 5) as well as the further disaggregation of homelessness into primary, secondary and tertiary categories. In doing so, they define chronic homelessness as "either rough sleeping (i.e., primary homelessness) for 12 months continuously at some point in the past and/or at least 3 episodes of any form of homelessness (i.e., primary, secondary and/or tertiary homelessness) in the last three years" (p. 6). Homelessness New South Wales defines chronic homelessness as "an episode of homelessness lasting 6 months or longer or multiple episodes of homelessness over a 12 month period or more", and notes that the chronically homeless tend to have complex needs such as disability, brain injury, physical and mental health issues, addiction, and experiences of trauma (Homelessness NSW, 2019).

In sum, it is clear that chronic homelessness comprises a substantial temporal element – continuous (often repeated) spells of at least 6-12 months - and is usually accompanied and compounded by complex physical and mental health needs. Ending this type of homelessness, then, requires the exit of those that are currently considered chronically homeless, and prevention of entry into chronic homelessness by intervening in homelessness journeys before they become long-term. However, although the actions and preconditions required to achieve this target are complex, and are captured in the indicators of the remaining domains of the Framework, operationalising the end of chronic rough sleeping pertains only to the State of Homelessness domain.

There is currently no comprehensive measure of chronic homelessness for Western Australia. At present, the only estimates that we have are based on data collected from the VI-SPDAT in Registry Week collections in inner Perth and Fremantle. The VI-SPDAT includes a question of time since last in permanent accommodation. While there is a paucity of data on chronic homelessness itself, there is more information from the Specialist Homelessness Services collection on the exit circumstances of those leaving support which can provide useful information on the ending of chronic homelessness if it was possible to pair it with individual-level information on chronic homelessness itself.

The Australian Institute of Health and Welfare (AIHW) collects minimum data from Specialist Homelessness Services (SHS), which represents the most comprehensive source to date on those that are homeless and accessing services. In this dataset, SHS enter the date at which an individual begins and ends receiving services from the agency, with these dates marking what is referred to as a support period. The SHS data also cites the reason that a support period ends, the SHS Collection Manual (AIHW, 2017) provides the full set of reasons that a support period can end. The reason that would measure progress towards the end of chronic homelessness is that *the client's immediate needs are met* or *case management goals are achieved* and the client no longer requires support.

Chronic homelessness, as outlined above, is characterised by long term (oft repeated) spells of homelessness. Therefore, if individuals experiencing homelessness end their support with their immediate case management needs met, one of these needs being shelter, the period of homelessness has been interrupted.

Another reason for the end of a support period is that the client is incarcerated or in some other form institutionalised. While the client is technically not then homelessness, these experiences of institutionalisation can serve to perpetuate the cycle of homelessness. For instance, 54% of current prisoners expect to be homeless on release (AIHW, 2019), and a significant number of homeless or formerly homeless individuals do not have accommodation to be discharged into, resulting in extensions of stay in hospital or institutions, or release into suboptimal accommodation situations such as couchsurfing (Flatau et al., 2016).

The SHS data collection also requires that agencies report on clients' housing status during their support period. If an individual returns to homelessness during a support period, then the cycle of chronic homelessness is continuing. In a similar vein, if a person presents to a Specialist Homelessness Service experiencing homelessness more than once in a one-year period, they are entering or at risk of entering chronic homelessness.

Table 4: Indicators and Measures of the End of Chronic Homelessness

Outcome	Indicator	Measure
Chronic homelessness is ended	The rate of chronic homelessness	The proportion of individuals experiencing homelessness, captured through the administration of the Vulnerability Index – Service Prioritisation Decision Assistance Tool (VI-SPDAT) as part of the Australian Alliance to End Homelessness database, who have not been in permanent accommodation for over a year
	Reasons for conclusion of support periods	The proportion of individuals accessing Specialist Homelessness Services that end their support periods with their immediate case management needs met/case management goals achieved The proportion of individuals accessing Specialist Homelessness Services that end their support periods due to being incarcerated The proportion of individuals accessing Specialist Homelessness Services that end their support periods due to being institutionalised
	Re-entry into homelessness	The number of individuals accessing Specialist Homelessness Services that present to an agency while experiencing homelessness during a support period The number of individuals accessing Specialist Homelessness Services that begin a support period while experiencing homelessness more than once in a 12 month period The proportion of individuals experiencing homelessness, captured through the administration of the Vulnerability Index – Service Prioritisation Decision Assistance Tool (VI-SPDAT) as part of the Australian Alliance to End Homelessness database, that have only a single episode of homelessness

9.3 Safe, Decent and Sustainable Housing

Safe, decent and sustainable housing is critical in order to achieve a sustained end to homelessness. Within the State of Homelessness domain, safe, decent and sustainable housing pertains to the housing situation of those that are currently or formerly homeless. The terms safe, decent and sustainable have several components within them.

Feeling safe in one's housing and neighbourhood is essential to several life outcomes. For instance, a study of over 1,100 public housing residents in the United States found that those that perceived their neighbourhood as unsafe at night recorded lower physical activity (steps per day) and lower belief in their ability to stick to and make time for an exercise regime (Bennett et al. 2007). Feeling safe in their housing, which was facilitated by stability (secure tenure) and affordability, was cited by victims of domestic violence as key to positive life outcomes such as employment and positive mental health (Clough et al. 2014). Thus, feelings of safety are integral to a successful transition from homelessness.

In terms of determinants of perceived safety, fear of crime is a strong predictor of neighbourhood dissatisfaction while, conversely, feelings of personal safety predict neighbourhood satisfaction (Parkes, Kearns, & Atkinson, 2002). People that have experienced homelessness are also more likely to have been a victim of crime (Gaetz, 2004), thus low neighbourhood crime rates are likely to be strongly related to feelings of safety. Further, analysis of the responses of homeless individuals to the question "what do you need to be safe and well?" revealed that locking doors was a surprisingly common desire (Flatau et al. 2018). In the context of National Disability Insurance Scheme clients, Shaun & Sheehan (2014), note that large proportions of this client base are housed together, often with people that they do not choose to live with and in situations that they do not feel safe and secure in. Hygiene and environmental safety also play a role in safety, but these will be discussed in greater detail below. Therefore, safe housing has many facets and, ultimately, safety is determined by how the individual feels. Consequently, safety is not characterised solely by an absence of crime in the home or neighbourhood, or functioning locks on doors, though these are undeniable antecedents. Feelings of safety are also fostered by housing stability, characterised by minimum tenure lengths (12 month leases) and affordable (no more than 30% of household income, as above) rents, as well as a sense of choice about where one lives and who one lives with.

Decent housing is a term that emerged in the post-World War II rebuilding and renewal of the developed world, particularly Great Britain and the United States. The initial focus of decent housing was physical; the basic amenities required for physical health such as plumbing, ventilation, light, space, and appropriate heating and cooling (Shlay, 1995; Matte and Jacobs, 2000). Matte & Jacobs (2000) note that even houses with these amenities can have health risks, such as lead exposure, excess moisture (and mould), pest infestations, and poor air quality. Therefore, physical safety is still a central component of decent housing. Indeed, Lazarus et al. (2011) in their study of vulnerable women found that many had to accept accommodation that was infested with bed bugs and rats.

Table 5: Brief Definitions of Key Terms Referring to Housing Quality

Term	Definition
Safe housing	Housing in which the individual feels physically and psychologically safe
Decent housing	Housing that fulfils basic physical safety needs e.g. has plumbing, ventilation (no mould or damp), heating and cooling, cooking and food storage facilities, and provides opportunities for social and economic participation e.g. access to public transport, schools for kids.
Affordable housing	Housing that costs no more than 30% of household income
Sustainable housing	As well as being affordable, housing is sustainable if it allows the resident a degree of permanence i.e. legal right of tenure, such as through a lease or through home ownership

Though still comprising the physical safety elements, modern conceptualisations of decent housing have expanded to include the role of housing as a facilitator of social and economic participation. For example, in order for economic participation to be feasible and sustainable, housing must be located such that employment and training opportunities are geographically accessible, both in terms of raw proximity and the availability of transport options. With regard to public transport availability, the rule of thumb is that people will accept a "5 minute walk", equating to roughly a 400m walk to a bus stop before preferring to drive, and up to 800m to a train stop (El-Geneidy, Grimsrud, Wasfi, Tetreault, & Suprenant-Legault, 2014). Another facet of 'decent' housing for people with children is the accessibility of schools and extracurricular activities for children and, similarly, opportunities for socialisation and community participation for adults.

With regard to the intersection between the physical safety and social participation elements of decent housing, the ABS defines a household as being of acceptable standard if it has four working facilities: for washing people, for washing clothing, for storing and preparing food, and sewerage, and not more than two major structural problems. Structural problems include rising damp, major cracks in walls/floors, sinking/moving foundations, sagging floors, walls or windows that aren't straight, wood rot/termite damage, major electrical problems, major plumbing problems, and major roof defects (Australian Bureau of Statistics, 2017).

Sustainability of housing requires a degree of permanence in one's housing situation, as well as the ability to afford it. Permanent housing comprises two elements: legal status of tenure and length of tenure. A person is generally considered to be in permanent housing if they have a legal right of tenure, such as through a lease or through home ownership, and have been staying in a dwelling in which they have a legal right of tenure for at least 12 months. The dwelling may change, for instance, one may move between rental properties, but the person's status as housed in permanent housing does not necessarily change.

Housing affordability can be measured by ratio measures, which involve the proportion of household income spent on housing costs, and residual measures, which examine the extent to which a household can maintain an acceptable standard of living after housing costs (Thomas and Hall, nd). A household is considered to be in housing stress if its equivalised income (household income adjusted for the number of adults and children that income supports) is in the bottom 40% of the population distribution of equivalised household income and the household is spending more than 30% of its income on housing costs (Chapman, 2006). In Western Australia, public housing rents are capped at 25% of tenants' assessable household income. Assessable income includes salary and wages, Centrelink benefits and pensions, and Family Tax Benefit A and B (Western Australian Department of Communities, 2016). Given that entry and re-entry into homelessness is typically preceded by a range of adverse circumstances, most often including low income (cf. Kaleveld et al. 2018 for a review of precipitating factors of homelessness), it is reasonable to assume that rough sleepers and those in supported accommodation will, in general, fall into the bottom 40% of the population distribution of equivalised household income. Therefore, for the purposes of this Framework, affordable housing is defined as housing on which those moving out of rough sleeping or supported accommodation spend no more than 30% of their household income.

Table 6: Indicators and Measures of Safe, Decent and Sustainable Housing Among People Who Have Previous Experiences of Homelessness

Outcome	Indicator	Measure
People who have experienced homelessness have safe, decent and sustainable housing	Those with experiences of homelessness are living in safe housing	The number and proportion of formerly homeless people in Western Australia living in dwellings that are not of acceptable standard
		The number and proportion of formerly homeless people in Western Australia living in overcrowded dwellings
		The proportion of formerly homeless people in Western Australia that feel safe or very safe when walking alone, near home, after dark
		The proportion of formerly homeless people in Western Australia that feel safe or very safe when walking alone, near home, in daylight
		The proportion of formerly homeless people in Western Australia that feel safe or very safe at home alone, after dark
		The proportion of formerly homeless people in Western Australia that feel safe or very safe at home alone, in daylight
		The proportion of formerly homeless people in Western Australia that are victims of crime in their homes
		The proportion of formerly homeless people in Western Australia that are victims of crime in their neighbourhood

Outcome	Indicator	Measure
	Those with experiences of homelessness are living in decent housing	The extent to which formerly homeless people in Western Australia feel that their housing situation prevents them from accessing employment and/or training opportunities
		The extent to which formerly homeless people in Western Australia feel that their housing situation prevents them from accessing social opportunities
		The housing satisfaction of formerly homeless people in Western Australia
		The proportion of formerly homeless people in Western Australia that live >400m from the nearest bus stop
		The proportion of formerly homeless people in Western Australia that live >800m from the nearest train stop
	Those with experiences of homelessness are living in sustainable housing	The number and proportion of formerly homeless Western Australians that transition into public housing
		The number and proportion of formerly homeless Western Australians that transition into community housing
		The number and proportion of formerly homeless Western Australians that transition into private rental accommodation
		The number and proportion of formerly homeless Western Australians that are stably housed 12 months post-exit from homelessness.
		The number and proportion of formerly homeless Western Australians that are satisfied with their current accommodation that report confidence that they will be able to stay in their current accommodation for at least 6 months
	Those with experiences of homelessness are living in affordable housing	The number and proportion of formerly homeless people in Western Australia that are spending more than 30% of their income on their housing

9.4 Pathways Into Homelessness

The underlying causes of homelessness are extremely broad; the 'Homelessness over the life course' figure in Kaleveld et al. (2018, p. 32) outlines the typical entries into homelessness at various stages of the life course. While indicators and measures in the Individual Factors and Structural Factors domains will outline the factors that will indicate that these pathways are being closed for the general population, the State of Homelessness domain measures the pathways of those that are currently homeless or have past experiences of homelessness.

Homelessness can occur in childhood when the entire family is homeless, when one parent leaves the family home with the children, or when the child leaves the family home alone. When one parent is forced to leave the family home with the children it is because the home situation is untenable, usually due to issues with the other parent or partner, or other adults in the house. Similarly, a child leaving the family alone is usually caused by tumult within the family home. The entire family being homeless is usually a result of the economic and social factors that drive adult homelessness.

Aside from leaving the family home, there are critical junctures in many young people's lives where they are at high risk of experiencing homelessness. These include exiting the custody of the State, such as leaving out of home care and leaving prison or juvenile detention. Therefore, the measures pertaining to homelessness among children that are relevant to the State of Homelessness domain relate the number of children experiencing homelessness after certain major life events.

Table 7: Indicators and Measures of Child Homelessness

Outcome	Indicator	Measure
Child homelessness is ended	Families with children experiencing homelessness	The number of families (two or more adults plus child/ren) presenting to emergency accommodation
		The number of families (two or more adults plus child/ren) accessing Specialist Homelessness Services due to accommodation crisis
		The number of families (two or more adults plus child/ren) presenting as homeless in the AAEH database
		The proportion of young people (<25) whose homelessness journey began when their family became homeless
		The proportion of young people (<25) whose homelessness journey began when they left the family home with one parent
		The proportion of young people (<25) whose homelessness journey began when they ran away from home
		The number of professionals engaged in child-related work whose young people (e.g. clients, patients, students) became homeless when their family became homeless
		The number of professionals engaged in child-related work whose young people (e.g. clients, patients, students) that became homeless when they left the family home with one parent
		The number of professionals engaged in child-related work whose young people (e.g. clients, patients, students) that became homeless directly after running away from the family home
	Single parents experiencing homelessness with their child/ren	The number of presentations of a parent with children to emergency accommodation for domestic violence reasons in Western Australia
		The number of children (<18 years) sleeping rough with a parent in Western Australia
		The number of children (<18 years) couch surfing with a parent in Western Australia

Outcome	Indicator	Measure
	Children experiencing homelessness alone	The number of children (<18 years) presenting alone to the Specialist Homelessness Service
		The number of children (<18 years) in the AAEH Advance to Zero database that are recorded as presenting alone
		The number of children (<18 years) living in temporary or emergency accommodation by themselves in Western Australia
		The number of children (<18 years) estimated to be experiencing homelessness on Census night
	Children exiting the custody of the State into homelessness	The proportion of young people exiting the custody of the State that are homeless 12 months after exit
		The proportion of young people exiting the custody of the State that are in permanent housing 12 months after exit
		The proportion of young people exiting the custody of the State that are spending more than 30% of their income on housing costs
		The proportion of young people exiting the custody of the State that are satisfied with their housing situation 12 months after exit

It must be noted that several of these measures are imprecise in terms of ascertaining the exact nature of the homelessness journey. For example, we must assume that those children presenting alone have left the family home and entered homelessness, which may not always be the case. Similarly, measures relating to families and single parents, while accurate measures of the current familial and homelessness status, infer the journey to homelessness. For example, the exact circumstances of a single adult with children recorded in the AAEH database may not be captured – they could be leaving the family home as mother or father and child, they could be in the midst of an extended spell of homelessness and formed a familial bond on the street, or a range of other circumstances. This is a natural limitation of administrative data, and as such, qualitative investigation of young people's journeys into homelessness is necessary. For a contemporaneous account of journeys into homelessness, those in the youth cohort (aged 12-25) should be the sample of childhood journeys into homelessness.

Homelessness in adulthood is often driven by social, health and economic factors that can affect us all. For example, falling into unemployment, particularly when one has low or no savings, has immediate impacts on the affordability and sustainability of one's housing. Another situation can be large or unexpected household bills, which require the reallocation of financial resources, meaning late or missed rent or mortgage payments, creating housing instability. In short, there are a range of life events that can happen to anyone that drive them into homelessness. As such, the State of Homelessness domain indicators and measures of the adult homelessness pathway are largely captured in the headline measures of homelessness mentioned above, and the social and economic wellbeing measures below. However, as with young people, leaving institutional care such as prison, rehabilitation, or hospital without secure accommodation is a pathway to homelessness for some adults.

Table 8: Indicators and Measures of Adult Pathways Into Homelessness - Leaving Institutional Care

Outcome	Indicator	Measure
Adults do not leave institutional care into homelessness	Adults leaving prison into homelessness	The number and proportion of adults leaving prison in Western Australia that are homeless 12 months after exit
		The number and proportion of adults leaving prison in Western Australia that are in permanent housing 12 months after exit
		The number and proportion of adults leaving prison in Western Australia that are spending more than 30% of income on housing costs 12 months after exit
		The number and proportion of adults leaving prison in Western Australia that are satisfied with their housing situation 12 months after exit
	Adults leaving rehabilitation facilities into homelessness	The number and proportion of adults leaving rehabilitation facilities in Western Australia that are homeless 12 months after exit
		The number and proportion of adults leaving rehabilitation facilities in Western Australia that are in permanent housing 12 months after exit
		The number and proportion of adults leaving rehabilitation facilities in Western Australia that are spending more than 30% of income on housing costs 12 months after exit
		The number and proportion of adults leaving rehabilitation facilities in Western Australia that are satisfied with their housing situation 12 months after exit
	Adults leaving hospital into homelessness	The number and proportion of adults leaving hospital in Western Australia that are homeless 12 months after exit
		The number and proportion of adults leaving hospital in Western Australia that are in permanent housing 12 months after exit
		The number and proportion of adults leaving hospital in Western Australia that are spending more than 30% of income on housing costs 12 months after exit
		The number and proportion of adults leaving hospital in Western Australia that are satisfied with their housing situation 12 months after exit
	Adults leaving psychiatric facilities into homelessness	The number and proportion of adults leaving psychiatric facilities in Western Australia that are homeless 12 months after exit
		The number and proportion of adults leaving psychiatric facilities in Western Australia that are in permanent housing 12 months after exit
		The number and proportion of adults leaving psychiatric facilities in Western Australia that are spending more than 30% of income on housing costs 12 months after exit
		The number and proportion of adults leaving psychiatric facilities in Western Australia that are satisfied with their housing situation 12 months after exit

Finally, homelessness can occur in older age. This is often due to a lack of retirement savings and superannuation, low assets, in particular not being a homeowner, and the inadequacy of pension payments. These drivers will be discussed further under Structural and Individual Factors heading but for now, Table 9 outlines the indicators of homelessness in older age.

Table 9: Indicators and Measures of Homelessness In Older Age

Outcome	Indicator	Measure
Homelessness in older age is ended	Rates of homelessness in older age	The number and proportion of individuals accessing Specialist Homelessness Services in Western Australia that are aged over 65
		The number and proportion of individuals that are estimated to be homeless in Western Australia that are aged over 65
		The number and proportion of individuals in Western Australia that are captured in the AAEH database that are aged over 65

9.5 Health, Mental Health, and Alcohol and Other Drugs

Homeless and formerly homeless individuals experience significant issues in relation to health, mental health, and drug and alcohol use. Issues in these areas often precede homelessness, are compounded or created by experiences of homelessness, and serve as barriers to exit and sustaining exit (see Kaleveld et al. 2018 p57-60). Consequently health, mental health, and drug and alcohol-related needs need to be met in order to achieve an end to homelessness.

In the context of the State of Homelessness domain, these factors relate to the meeting of the health, mental health and drug and alcohol needs of homeless and formerly homeless. First, the needs of homeless and formerly homeless people in relation to health, mental health, and drug and alcohol issues need to be assessed. This can most effectively and efficiently be undertaken by homelessness services. Accordingly, homeless and formerly homeless individuals must first access services and these services must assess the health, mental health and drug and alcohol-related needs of clients and have mechanisms to provide services or referrals to services for these needs.

Clients that have needs identified in each area then need to access the services for their respective needs. We would then expect to observe improvements in health outcomes and health service utilisation. Table 10 outlines the indicators and measures.

Table 10: Indicators and Measures of Homeless and Formerly Homeless Individuals Having Their Health, Mental Health, and Alcohol and Drug Issues Addressed

Outcome	Indicator	Measure
Homelessness and formerly homeless individuals have their health, mental health and drug and alcohol issues addressed	Homeless and formerly homeless people's health, mental health, and drug and alcohol-related needs are assessed	The proportion of homeless individuals in Western Australia that are accessing services
		Assessment of homeless clients by services in Western Australia includes identification of physical health needs
		Assessment of homeless clients by services in Western Australia includes identification of mental health needs
		Assessment of homeless clients by services in Western Australia includes identification of needs around substance abuse
	Homelessness services have policies in place that allow for needs beyond housing to be addressed	Policies of homelessness services in Western Australia ensure wraparound support is provided for 12 months after the client is housed
		Retention rate of clients of homelessness services in Western Australia after they become housed
	Homeless and formerly homeless people's physical health needs are met	The number and proportion of clients of homelessness services in Western Australia identified as having physical health needs that are referred to service(s) for those needs
		The number and proportion of clients of homelessness services in Western Australia identified as having physical health needs that access service(s) for those needs
		The number and proportion of clients of homelessness services in Western Australia identified as having physical health needs that are satisfied with the service(s) they access for those needs
		The number of GP visits among homeless and formerly homeless people in Western Australia

Outcome	Indicator	Measure
	Homeless and formerly homeless people's physical health needs are met	The number of emergency department presentations of formerly homeless people in Western Australia in the 12 months after their exit
		The number and proportion of clients of homelessness services in Western Australia that have problematic substance use 12 months after exit
		The number of admissions to rehabilitation facilities among homeless and formerly homeless people in Western Australia
		The number and proportion of homeless and formerly homeless people in Western Australia that have interactions with the justice system as a result of their drug and alcohol issues
	Homeless and formerly homeless people's mental health needs are met	The number and proportion of clients of homelessness services in Western Australia identified as having mental health needs that are referred to service(s) for those needs
		The number and proportion of clients of homelessness services in Western Australia identified as having mental health needs that access service(s) for those needs.
		The number and proportion of clients of homelessness services in Western Australia identified as having mental health needs that are satisfied with the service(s) they access for those needs.
		The number of emergency department presentations of formerly homeless people for mental health reasons in Western Australia in the 12 months after their exit.
		The number of inpatient hospitalisations of formerly homeless people for mental health reasons in Western Australia in the 12 months after their exit.
		The level of psychological distress among homeless and formerly homeless people in Western Australia.
		The proportion of homeless and formerly homeless people in Western Australia that have a diagnosed mental health condition but are not getting treatment.

9.6 Social and Economic Wellbeing

Homelessness is both driven by, and has profound effects on, social and economic wellbeing. Strengthening the social and economic connections of homeless and formerly homeless people is critical to ensuring a sustained end to homelessness. For example, employment provides both income and the professional experience required to prevent future spells of unemployment, which in turn act as protective factors against homelessness. Work can also be a useful source of social and community connections, and/or the income generated from employment can facilitate social participation – it is difficult to meet friends for coffee and a catch-up if there is simply no money for essentials. These are just some examples, but in short, social and economic participation are essential to developing a life without homelessness. Table 11 outlines the Framework indicators and measures of social and economic wellbeing among homeless and formerly homeless individuals.

Table 11: Indicators and Measures of Social and Economic Wellbeing Among Homeless and Formerly Homeless Western Australians

Outcome	Indicator	Measure
Homelessness and formerly homeless individuals have social and economic connections that facilitate improved wellbeing	Economic participation among homeless and formerly homeless individuals	Employment rate among the currently homeless population in Western Australia
		Labour force participation rate among the currently homeless population in Western Australia
		Median personal income among the currently homeless population in Western Australia
		Employment rate among the formerly homeless population in Western Australia, one year after their exit from homelessness
		Labour force participation rate among the formerly homeless population in Western Australia, one year after their exit from homelessness
		The proportion of the formerly homeless population in Western Australia that are not in education, employment or training, one year after their exit from homelessness
		Median personal income among the formerly homeless population in Western Australia, one year after their exit from homelessness
	Homeless and formerly homeless people have access to social support.	The proportion of homeless and formerly homeless people in Western Australia that feel they have at least one person to turn to for advice
		The proportion of homeless and formerly homeless people in Western Australia that feel they have at least one person to turn to for emotional support
		The proportion of homeless and formerly homeless people in Western Australia that feel they have at least one person to turn to help out when they have a serious illness or injury
		The proportion of homeless and formerly homeless people in Western Australia that feel they have at least one person to turn to for help in maintaining family or work responsibilities
		The proportion of homeless and formerly homeless people in Western Australia that feel they have at least one person to turn to for emergency money
		The proportion of homeless and formerly homeless people in Western Australia that feel they have at least one person to turn to for emergency food
		The proportion of homeless and formerly homeless people in Western Australia that feel they have at least one person to turn to for emergency accommodation
	Homeless and formerly homeless people feel well and supported.	The mean scores of homeless and formerly homeless people in Western Australia in the Physical Health domain of the WHOQOL-BREF
		The mean scores of homeless and formerly homeless people in Western Australia in the Psychological domain of the WHOQOL-BREF

Outcome	Indicator	Measure
	Homeless and formerly homeless people feel well and supported	The mean scores of homeless and formerly homeless people in Western Australia in the Social Relationships domain of the WHOQOL-BREF
		The mean scores of homeless and formerly homeless people in Western Australia in the Environment domain of the WHOQOL-BREF
		The mean total scores of homeless and formerly homeless people in Western Australia on the WHOQOL-BREF
		The proportion of homeless and formerly homeless people in Western Australia that are accessing support services
		The mean satisfaction with services received among homeless and formerly homeless people in Western Australia that are accessing support services

9.7 Aboriginal Homelessness

9.7.1 A Perspective on Australian History

In this section, before outlining the Framework outcomes, indicators and measures relating to Aboriginal homelessness, we start with the story of how colonisation affected Aboriginal Australians. Whilst is important to bring nuance to the tale of colonisation and recognise that it is not the only 'cause' of Aboriginal disadvantage and Aboriginal rates of homelessness, and that the causes and factors are complex and multi-faceted, the story of Aboriginal disadvantage and how it can be addressed can never be fully understood without an understanding of this history.

Aboriginal Australians are descended from a people who have lived with the land and sea of Australia for tens of thousands of years, and other Australians hail from a richly diverse array of migrant cultures. Aboriginal Australians were flourishing in seasonal agricultural, hunting and gathering cycles ruled by natural rhythms, until colonisation in the 1700s dispossessed them of their own land and disconnected them from an intimate system of reciprocal social obligations and norms which governed individual and community life. This dispossession and disconnection sparked a catastrophic cycle of intergenerational trauma, abuse and neglect that to this day is still a key factor in the determinants which lead to poor life outcomes for Aboriginal Australians, including an almost tenfold overrepresentation of Aboriginal people in homelessness statistics, relative to general the Western Australian population.

In the three hundred years from colonisation to the modern day, government policies and migrant attitudes and behaviours deeply rooted in racist convictions of the inferiority of the original owners of this land have compounded the original trauma of dispossession by systematically and often violently excluding Aboriginal people from the operation of 'mainstream' (Anglo-European) Australian economic, social and political life. Recent efforts at the University of Newcastle to geographically map the history of Aboriginal massacres up to 1930 have revealed the sobering extent of the violence, with the latest count of massacres exceeding 250. State-inflicted brutality has continued to be an issue in the 1900s and beyond, with the issue of Aboriginal deaths in custody brought to light since the early 1980s. In 2016, an ABC Four Corners investigation revealed evidence of the torture of children in Don Dale detention centre, a youth correctional facility in the Northern Territory with a largely Aboriginal inmate population.

The intergenerational trauma of Aboriginal Australians has not only been perpetuated through physical hostility, but also legal alienations which are only just starting to be addressed. It was not until 1967, a time still in living memory for many Australians, that Aboriginal peoples were acknowledged as Australians in the Constitution and given the right to vote. This constitutional reform did not however recognise Aboriginal peoples as the original inhabitants of Australia, a recognition which was made only six years ago in the 2013 Aboriginal and Torres Strait Islander Peoples Recognition Act. Nor did the 1967 constitutional reform grant Aboriginal peoples any voice in the political institutions established in the Constitution, meaning that they have no legal right to self-determination. In the landmark 1992 Mabo Case, the High Court rejected the notion of 'terra nullius' which had justified colonial expropriation of Aboriginal lands, and recognised the existence of native title in certain circumstances.

Parents were also legally and physically alienated from their children. In what is now known as the 'Stolen Generations' era of 1910-1970, successive government policies forcibly removed Aboriginal children from their families in efforts to 'assimilate' children into white society. Today we are witnessing the compounded effects of these successive traumas of dispossession, violence and assimilation, with tragically rising numbers of Aboriginal children being subject to government orders for their removal into out of home (foster) care. The modern rise in Aboriginal rates of out-of-home care is now being termed the 'second Stolen Generation'.

Aboriginal Australians themselves are diverse in their lived experiences of decades of Government and other attempts to understand and address Aboriginal disadvantage, and their views on what solutions are required to make progress against inequalities. Despite these differences, in 2017, Aboriginal communities across Australia united at a constitutional convention of 250 Aboriginal and Torres Strait Islander leaders. The convention voted in favour of the 'Uluru Statement from the Heart', which clearly articulates that only greater scope for self-determination will allow Aboriginal people to overcome the powerlessness which feeds the Aboriginal crisis in life outcomes. They sought constitutional reforms which

empower Aboriginal Australians by giving them, as First Nations people, a political voice.

The dismissive manner in which the Australian government of the day greeted the Uluru Statement From the Heart, and the ongoing struggles for Aboriginal self-determination, suggests that the issue of overcoming Aboriginal disadvantage on the foundation of true power sharing remains a dividing point in Australia. The authors of this Framework stand together with Aboriginal Australians in recognising their right to self-determination and political voice.

Crucially for the Framework, the right to self-determination requires that the discussion of Aboriginal homelessness must not just include, but be led by Aboriginal people themselves. We realise that much research to date relating to Aboriginal homelessness has not integrated an Aboriginal-led approach, and provide the following statistics and other information in full recognition that efforts to articulate, measure and evaluate the outcomes of the Framework will need to bring those outcomes into alignment with an Aboriginal-led research program which fully integrates Aboriginal voice, including in devising methods of research and measurement.

9.7.2 Aboriginal Homelessness Statistics

The 2016 Census estimates that 29.1% of all homelessness individuals in Western Australia identify as Aboriginal or Torres Strait Islander, an almost 10x overrepresentation relative to the Western Australian population proportion of 3.1%. These proportions vary by type of homelessness; 45.9% of persons identified as being in severely overcrowded dwellings and 34.3% of persons identified as living in improvised dwellings, tents, or sleeping out identified as Aboriginal or Torres Strait Islander, while 5.9% of those in temporary lodgings identified as Aboriginal or Torres Strait Islander. Notably, there is not a single type of homelessness in which Aboriginal and Torres Strait Islander identifying Western Australians are underrepresented according to Census estimates.

Similarly, 40.3% of clients of Specialist Homelessness Services in Western Australia identify as Aboriginal or Torres Strait Islander, more than 10x to the overall population proportion. When this is considered in light of the fact that many Aboriginal people choose not to access services due to a lack of cultural appropriateness and trauma, the magnitude of Aboriginal homelessness is significant. The WAAEH Strategy set a target of closing the gap between Aboriginal and non-Aboriginal homelessness, so that the rate of Aboriginal homelessness is no higher than the rate of non-Aboriginal homelessness.

Untangling the full range of causal factors and the factors within the system that can and should be monitored is a process that should be undertaken separately to the Framework, and be Aboriginal-led. However, the goal of ending homelessness cannot be achieved without ending Aboriginal homelessness. As such, Table 12 outlines headline indicators and measures of Aboriginal homelessness.

Table 12: Headline Indicators and Measures of Aboriginal Homelessness

Outcome	Indicator	Measure
Aboriginal homelessness rates are no greater than non-Aboriginal homelessness rates	Rates of Aboriginal homelessness	The number and proportion of SHS clients that identify as Aboriginal or Torres Strait Islander
		The number and proportion of the overall homeless population in Western Australia that identify as Aboriginal and Torres Strait Islander
		The number and proportion of rough sleepers in Western Australia that identify as Aboriginal or Torres Strait Islander
		The number and proportion of couch surfers in Western Australia that identify as Aboriginal or Torres Strait Islander
		The number and proportion of those in supported accommodation for the homeless in Western Australia that identify as Aboriginal or Torres Strait Islander
		The number and proportion of those living in boarding houses in Western Australia that identify as Aboriginal or Torres Strait Islander
		The number and proportion of those living in other temporary in Western Australia lodgings that identify as Aboriginal or Torres Strait Islander
		The number and proportion of severely overcrowded dwellings that have at least one member that identifies as Indigenous
	Aboriginal people feel able and comfortable in accessing services, and respected when they do	The number of Aboriginal-specific homelessness services
		The number and proportion of Aboriginal and Torres Strait Islander case workers in mainstream homelessness services
		Mainstream homelessness services have policies for referral to Aboriginal-specific homelessness services if the client prefers
		The number and proportion of homelessness services that involve Aboriginal people in their program and service design

Part 2: Structural and Individual Factors

10.1 Structural Factors

Structural factors are those that are largely out of the control of an individual that serve to increase the incidence of homelessness in a given population. These include things such as government policy, the general service environment, and the availability of housing.

10.1.1 Housing Supply and Affordability

The first measures in the Structural Factors domain pertain to housing stock; in order for people to move into suitable housing, such housing needs to be available. Then, these dwellings must be accessible. Almost one quarter (22.5%) of households in greatest need and 65.8% of other households that were housed in public housing across Australia in 2016-17 had spent over one year on the waitlist (AIHW, 2018). These types of wait times severely impede the transition from homelessness and, in some cases, precede entry into homelessness. With regard to affordability, at the structural level this refers to overarching economic conditions and policies that affect housing affordability. Public housing rent in Western Australia is set at 25% of income, and a household is generally considered to be in housing stress if its household income falls into the bottom 40% of the population distribution and it is spending more than 30% of household income on housing costs. The table below outlines measures of availability, accessibility and affordability of housing in Western Australia.

Table 13: Indicators and Measures of Housing Availability, Accessibility, and Affordability in Western Australia.

Outcome	Indicator	Measure
There are enough dwellings in Western Australia that are accessible and affordable	Western Australian housing stock	The number of public housing dwellings in Western Australia
		The number of community housing dwellings in Western Australia
		The total number of dwellings in Western Australia
		The private rental vacancy rate in Western Australia
		Dwelling supply growth in Western Australia
		Net dwelling supply gap (the difference between demand for housing and supply of housing) in Western Australia
	Accessibility of affordable housing in Western Australia	The number and proportion of advertised private rental dwellings in Western Australia that are considered affordable for someone on Newstart
		The number of people on the WA Housing Authority public housing waitlist
		The average length of time people spend on the WA Housing Authority public housing waitlist prior to securing public housing
		The average length of time people spend on community housing waitlists prior to securing community housing
	Affordability of housing in Western Australia	Public housing rent relative to income
		Housing costs as a proportion of gross household income for private renters
		Median house prices relative to median Western Australian income
		Housing costs as a proportion of gross household income for owners with a mortgage

10.1.2 Housing Quality

Quality housing – that is, safe and decent housing that meets the varying needs of Western Australians – is critical to preventing and ending homelessness. Within the Structural Factors domain, State and Federal legislation such as the Residential Tenancy Act plays a role in ensuring minimum required standards with respect to dwelling safety and decency, as well as enforcing decent conditions of occupancy for tenants. With regard to conditions of occupancy for tenants, the Structural measures pertain to the right of a tenant to a lease that is of a reasonable length and, much like employers cannot keep employees on casual contracts for extended periods where the employee's preference is fixed term or permanent employment, the rights of tenants to not be kept on continuous, short-term leases.

On the border of housing availability and housing quality is the variety of dwellings available to meet the differing needs of individuals and families with regard to housing. The other element of safe and decent housing is access to amenities required to facilitate economic and social participation. Table 14 operationalises the structural factors related to housing quality in Western Australia.

Table 14: Indicators and Measures of Housing Quality

Outcome	Indicator	Measure
Dwellings in Western Australia are safe, decent, and meet the needs of families	Health and safety of dwellings in Western Australia	The minimum requirements for quality of accommodation around safety (e.g. suitable locks on doors and windows) and health (e.g. heating, cooling, ventilation) outlined in the Residential Tenancy Act
	Conditions of occupancy of rental housing in Western Australia	Minimum lease length provisions in the Residential Tenancy Act
		Provisions in the Residential Tenancy Act that prevent continuous renewals of short-term leases
	Variety of affordable housing in Western Australia	The variety of available affordable (at or below median cost) dwellings in terms of geographic location, dwelling size (bedrooms and bathrooms), and dwelling type (unit, house, townhouse, etc.)
	Housing in Western Australia provides access to amenities required for social and economic participation	The number of dwellings in Perth that are not connected to public transport infrastructure
		The number of dwellings in Perth that are >400m from the nearest bus stop
		The number of dwellings in Perth that are >800m from the nearest train stop
		The number of dwellings in Perth that are >10kms from the nearest primary school
		The number of dwellings in Perth that are >10kms from the nearest secondary school
		The number of dwellings in non-metropolitan Western Australia that are >50kms from the nearest primary school
		The number of dwellings in non-metropolitan Western Australia that are >50kms from the nearest secondary school
		The number of dwellings in Western Australia that are >150kms from the nearest public hospital

10.1.3 State Government Policy and Funding

There are key areas in which the State Government can shape its policy and funding decisions, particularly in relation to the critical life events that often precede homelessness, and then serve as barriers to exit from homelessness. For example, in the past, a person leaving a living situation in which they were experiencing family and domestic violence would likely encounter penalties for breaking a lease (and then be stuck with this 'black mark' that is a barrier to securing new accommodation) and may have even been liable for property damage caused by their abuser. Another critical life event for many is leaving prison; there is a clear role for public policy in preventing exit from prison into homelessness, as well as a preventative role through policies advocating for justice system diversion.

In a broader sense, the State Government can also demonstrate a commitment to the wellbeing of Western Australians through policy and funding decisions, and enhanced wellbeing will be protective against homelessness. Finally, there is also a role for public health policy, both in terms of discouraging drug and alcohol misuse generally, and communicating that homelessness is a common consequence of drug and alcohol misuse. While these campaigns are intended to discourage the general population from engaging in drug and alcohol misuse and thereby increasing their risk of homelessness, must be careful not to blame or demonise currently homeless people. The table below outlines the indicators and measures of these State Government policy and funding levers.

Table 15: Indicators and Measures of State Government Policy and Funding Levers to Protect Against Homelessness in Western Australia

Outcome	Indicator	Measure
State Government policy and funding is used to facilitate the development of protective factors against homelessness in Western Australia	Those leaving domestic violence are protected from tenancy-related consequences	Provisions in the Residential Tenancy Act and other relevant housing policies (including Housing Authority policies for those in public housing) that allow a person to break lease without penalty if they are experiencing domestic violence
		Provisions in the Residential Tenancy Act and other relevant housing policies (including Housing Authority policies for those in public housing) that exempt a person from liability for property damage caused by their abusers
	Those interacting with the justice system are not at higher risk of homelessness	State Government legislation that ensures adults do not get released from prison into homelessness
		State Government funding of transition services for those leaving prison
		State Government policy regarding diversion from the justice system
		State Government funding of justice diversion programs
		Equal Opportunity Legislation contains provisions that ensure an individual is not unfairly discriminated against in the employment context due to past justice system interaction
		Equal Opportunity Legislation contains provisions that ensure an individual is not unfairly discriminated against in the housing context due to past justice system interaction
	State Government policy is designed to prevent youth entry into homelessness	State Government legislation ensures that young people transition to safe, secure accommodation when exiting the custody of the State
		The State budget funding of transition services for young people leaving the custody of the State
		State Government policy regarding school leaving age
		State Government policy regarding State care leaving age
		State Government funding of early childhood education
		State Government funding of employment and training pathways in secondary schools
	The State Government prioritises the wellbeing of Western Australians	State Government implementation of an outcomes framework that links State Government budget allocations and program funding to specified outcomes that support the wellbeing of Western Australians throughout the life course
	Western Australians do not face discrimination based upon current or past experiences of homelessness.	Equal Opportunity Legislation contains provisions that ensure an individual is not unfairly discriminated against in the employment context due to experiences of homelessness
		Equal Opportunity Legislation contains provisions that ensure an individual is not unfairly discriminated against in the housing context due to experiences of homelessness
	Public health campaigns warn against drug and alcohol misuse as antecedents of homelessness	The number of health promotion campaigns focused on drug and alcohol misuse
		The number of health promotion campaigns focused on drug and alcohol misuse creating awareness of homelessness as a consequence

10.2 Individual Factors

Individual Factors pertain to the general Western Australian population, and reflect population-level risk factors or protective factors. Much like the State of Homelessness and Structural Factors domains, these Individual Factors are categorised by the domain of socioeconomic wellbeing, and the age segment of the population.

10.2.1 Housing Stress and Housing Quality

Housing stress and poor housing quality are risk factors for homelessness. This does not always present in a straightforward manner. For example, a family that does not feel safe in their home or neighbourhood may be forced to break a lease in order to ensure their safety. That breaking of lease may then inhibit their securing of another home, forcing them into emergency accommodation or onto the street.

Consequently, the fewer Western Australians experiencing housing stress and the more Western Australians living in safe and decent housing, the lower homelessness rates and entries into homelessness will be (all other things being equal).

Table 16: Indicators and Measures of Housing Stress and Quality Among Western Australians

Outcome	Indicator	Measure
Western Australians live in safe, decent and affordable housing	Housing costs of Western Australians	The proportion of Western Australian households experiencing housing stress
		The proportion of Western Australian households experiencing rental stress
	Western Australians reside in safe and decent housing	The number of people in Western Australia living in dwellings that are not of acceptable standards
		The proportion of Western Australians that feel safe or very safe when walking alone, near home, after dark
		The proportion of Western Australians that feel safe or very safe when walking alone, near home, in daylight
		The proportion of Western Australians that feel safe or very safe at home alone, after dark
		The proportion of Western Australians that feel safe or very safe at home alone, in daylight
		The proportion of Western Australians that are victims of crime in their homes
		The proportion of Western Australians that are victims of crime in their neighbourhood
		The number of people in Perth that are not connected to public transport infrastructure
	Western Australians reside in housing that provides them with access to amenities required for social and economic participation	The number of people in Perth that live >400m from the nearest bus stop
		The number of dwellings in Perth that are >800m from the nearest train stop
		The number of people in Perth that live >10kms from the nearest primary school
		The number of people in Perth that live >10kms from the nearest secondary school
		The number of people in non-metropolitan Western Australia that are >50kms from the nearest primary school
		The number of dwellings in non-metropolitan Western Australia that live >50kms from the nearest secondary school
		The number of people in Western Australia that live >150kms from the nearest public hospital

10.2.2 Family and Domestic Violence

Family and domestic violence is a major driver of homelessness for children, who are often forced to leave the home with a parent, and for adults, particularly women, whose homes have become unsafe. Therefore, the prevalence of and attitudes towards family and domestic violence in Western Australia are important to monitor and address to prevent entry into homelessness.

Table 17: Indicators and Measures of the Prevalence of and Attitudes Towards Family and Domestic Violence in Western Australia

Outcome	Indicator	Measure
Family and domestic violence in Western Australia is reduced	Prevalence of family and domestic violence in Western Australia	Western Australian population rates of domestic violence experiences as a victim
		Number of callouts by Western Australia Police for domestic violence reasons
		Number of arrests for domestic violence offences in Western Australia
		Number of convictions for domestic violence offences in Western Australia
		Rates of access of domestic violence support services in Western Australia
	Attitudes towards family and domestic violence in Western Australia	The proportion of Western Australians that think domestic violence is 'sometimes' justified
		The proportion of Western Australians that believe that victims of domestic violence are at least partially to blame for domestic violence
		The proportion of Western Australians that do not believe that the majority of victims of domestic violence are women
		The proportion of Western Australians that do not believe that men can be victims of domestic violence

10.2.3 Health and Mental Health

Poor physical and mental health are drivers of homelessness such that it can cost a significant amount of time and money to manage ill health, and poor health and mental health can create barriers to economic participation, which in turn inhibit income and make housing and other expenses unaffordable. Therefore, all other things being equal, the stronger the physical and mental health of Western Australians, the lower the homelessness rate.

Table 18: Indicators and Measures of Physical and Mental Health Among Western Australians

Outcome	Indicator	Measure
Western Australians have strong physical and mental health	Physical health of Western Australians	The proportion of Western Australians who rate their health status as 'Fair/Poor'
		The proportion of Western Australians with a long term health condition
	Mental health of Western Australians	The proportion of Western Australians who rate their psychological distress as 'High/Very High'
		The proportion of mental and behavioural conditions among the Western Australian population
	Health service utilisation in Western Australia	The rate of hospitalisations among the Western Australian population
		The rate of potentially preventable hospitalisations among the Western Australian population
		The number of emergency department presentations among the Western Australian population
		The number and rate of voluntary mental health hospitalisations among the Western Australian population
		The number and rate of involuntary mental health hospitalisations among the Western Australian population
		Rates of access of mental health support services in Western Australia

10.2.4 Alcohol and Other Drugs

Much like physical and mental health, substance misuse is a key driver of homelessness among adults, and creates significant barriers to sustained exit from homelessness. Attitudes, usage, and health and justice system interaction resulting from drug and alcohol misuse in the general population should therefore be monitored and addressed as a means of preventing one pathway into entering homelessness.

Table 19: Indicators and Measures of Problematic Substance Misuse Among Western Australians

Outcome	Indicator	Measure
Western Australians are not engaging in problematic substance misuse	Drug and alcohol-related health service utilisation	Number of emergency department visits for alcohol and other drug misuse in Western Australia
		Number of inpatient hospitalisations for alcohol and other drug misuse in Western Australia
		Rates of access of drug and alcohol support services in Western Australia
		Number of entries into drug and alcohol rehabilitation programs in Western Australia
		Rate of successful completion of drug and alcohol rehabilitation programs in Western Australia
	Drug and alcohol-related justice system interaction	Number of police callouts for drug and alcohol-related offences in Western Australia
		Number of arrests for drug and alcohol-related offences in Western Australia.
		Number of court appearances for drug and alcohol-related offences in Western Australia
		Number of convictions for drug and alcohol-related offences in Western Australia
		Number of nights spent in lock up due to drug and alcohol overuse in Western Australia
	Western Australian cultural attitudes and behaviours towards drug and alcohol use	Proportion of the Western Australian population that has used an illicit substance over the past 12 months
		Proportion of the Western Australian population that consumes more than 2 standard drinks per night
		Proportion of the Western Australian population that does not believe that drinking more than 2 standard drinks per night leas to poor health outcomes

10.2.5 Youth Outcomes

Homelessness experienced in youth often leads to longer, repeated episodes throughout the life course. Consequently, preventing entry into homelessness by supporting economic participation, physical and mental health, and education among young people in the general population is critical. In addition, supporting the transition into mainstream life of young people exiting the custody of the State is crucial to preventing a lifelong cycle of disadvantage. The table below outlines indicators and measures of youth wellbeing that present as risk factors for or protective factors against homelessness for young Western Australians.

Table 20: Indicators and Measures of the Wellbeing of Young People in Western Australia

Outcome	Indicator	Measure
Young people in Western Australia achieve positive life outcomes	Economic participation of young people in Western Australia	The Western Australian youth unemployment rate
		The Western Australian youth labour force participation rate
		The Western Australian youth underemployment rate
		The proportion of young people in Western Australia that are not in education, employment or training
	Physical health of young people in Western Australia	The proportion of Western Australians aged 15-24 who rate their health status as 'fair/poor
		The proportion of Western Australians aged under 25 years with at least one long-term health condition
	Mental health of young people in Western Australia	The proportion of Western Australians aged 18-24 who rate their level of psychological distress as 'High/Very High
		The proportion of Western Australians aged 18-24 that report diagnosis of a mental health condition
	Health service utilisation of young people in Western Australia	Number of emergency department presentations among Western Australians aged under 25
		Number of hospitalisations of Western Australians aged under 25 for mental health reasons
		Number of emergency department presentations of Western Australians aged under 25 for drug and alcohol reasons
		The rate of hospitalisations among Western Australians aged 15-24
		The number of hospitalisations of Western Australians aged under 25 for mental health reasons
		The number of hospitalisations of Western Australians aged under 25 for drug and alcohol reasons
		The rate of potentially preventable hospitalisations among Western Australians aged 15-24
		The number and rate of voluntary mental health hospitalisations among Western Australians aged under 25
		The number and rate of involuntary mental health hospitalisations among Western Australians aged under 25
	Access of services among young people	The number of youth education and employment support services
		The rates of access of youth education and employment support services
		The rates of access of youth drug and alcohol services
		The rates of access of youth support services

Access of services among young people leaving the custody of the State	The rates of access of youth mental health services
	The proportion of young people exiting the custody of the State that access transition and support services
	The retention rate in transition and support services of young people exiting the custody of the State
	The proportion of young people exiting the custody of the State that access education and employment services
	The proportion of young people exiting the custody of the State that access mental health support services
Economic participation of young people leaving the custody of the State in Western Australia	The employment rate of young people exiting the custody of the State
	The proportion of young people exiting the custody of the State that are not in education, employment or training
Health and mental health of young people leaving the custody of the State in Western Australia	The level of psychological distress among young people exiting the custody of the State
	The number of hospitalisations for mental health reasons among young people exiting the custody of the State
	Rates of substance abuse among young people exiting the custody of the State
Justice system interaction among young people leaving the custody of the State in Western Australia	The number of arrests of young people exiting the custody of the State
	The number of convictions of young people exiting the custody of the State
	The proportion of young people exiting the custody of the State that are incarcerated within 3 years of exiting the custody of the State
	The recidivism rate of young people leaving prison

10.2.6 Social and Economic Wellbeing in Western Australia

Social and economic wellbeing among Western Australians protects against homelessness. Table 21 provides indicators and measures of social and economic wellbeing in the Western Australian population.

Table 21: Indicators and Measures of Social and Economic Wellbeing Among Western Australians.

Outcome	Indicator	Measure
Western Australians have positive social and economic wellbeing	Educational attainment among Western Australians	The proportion of Western Australians with a Year 12 (or equivalent) education or above
		The proportion of Western Australians with tertiary education of TAFE Certificate III or above
	Economic participation among Western Australians	The Western Australian unemployment rate
		The Western Australian labour force participation rate
		The median household income among Western Australian households
	Service access among Western Australians	Rates of access of financial counselling services in Western Australia
		Rates of access of emergency relief services in Western Australia
		Rates of access of employment services in Western Australia
	Social support and quality of life	The average Quality of Life score among the Western Australian population
		The proportion of Western Australians that feel they have at least one person to turn to for emotional support
		The proportion of Western Australians that feel they have at least one person to turn to for help when they have a serious illness or injury
		The proportion of Western Australians that feel they have at least one person to turn to for help in maintaining family or work responsibilities
		The proportion of Western Australians that feel they have at least one person to turn to for emergency money
		The proportion of Western Australians that feel they have at least one person to turn to for emergency food
		The proportion of Western Australians that feel they have at least one person to turn to for emergency accommodation
		The proportion of Western Australians that have participated in at least one community activity e.g. attended a community fair, played in a social sports team, attended a community recreation centre, in the past 12 months
		The average loneliness score of Western Australians on the UCLA 3-item loneliness scale

11. Part 3: Representation, Voice and Advocacy; Resources; and Collaborative Efficacy

These three domains represent an innovative approach to measuring and evaluating the system of homelessness. Each indicator has a significant emphasis on the 'meso' level of activity, outcomes and data sources, thus placing a heavy emphasis on understanding the organisational dynamics within and between those entities whose mission is to end homelessness. Additionally, there is an emphasis on understanding the interaction between the meso and other levels (macro and micro). For example, understanding meso-macro interactions such as occurs in funding arrangements between services and Government, philanthropic or private sector funders, or between macro-level representation events such as media coverage, and meso-level organisational outcomes; or meso-micro interactions such as the lived experience of whether a continuum of care exists.

Importantly, evaluation of the interaction between the outcomes of this whole Part 3 and the outcomes of Parts 1 2 and 4 of the Framework will give deep insight into the systemic landscape of homelessness in Western Australia. It is the inclusion of this Part 3 that gives the Outcomes Framework its unique ability to acknowledge and provide data for analysing homelessness as occurring within a complex adaptive system.

There are a variety of existing data sources available to measure the indicators of this part, identified in Table 22 below. Given the innovative approach represented by the outcomes and indicators of this part, measurement will involve not only existing data sources but also require significant efforts toward original, collaborative data collection projects in which CSI UWA will partner with organisations to share and analyse existing data such as meeting minutes or referral data, as well collect and analyse original survey and interview data. These original data sources are listed Table 23 below.

The definition of each domain is distilled into a single outcome for that domain. The tables under each domain set out the indicators, measures and targets for the outcome.

Table 22: Existing Data Sources Relating to Representation, Voice and Advocacy; Resources; and Collaborative Efficacy

Data Source	Description
Minutes of WAAEH meetings	The minutes of WAAEH Facilitating Group meetings will be analysed by CSI UWA. Access to and analysis of these by CSI UWA will be a collaborative process between CSI UWA and the WAAEH Facilitating Group.
Attendance records (sign-in sheets or minutes) of WAAEH meetings and events	The attendance records of WAAEH meetings and events will be analysed by CSI UWA. Access to and analysis of these by CSI UWA will be a collaborative process between CSI UWA and the WAAEH Facilitating Group.
Print and social media	Publicly available print and social media reports regarding or referring to homelessness.
Marketing material of WAAEH	Including websites and social media postings made by or on behalf of WAAEH
Australian Alliance to End Homelessness (AAEH) database	The Australian Alliance to End Homelessness (AAEH), through voluntary contributions of data of consenting individuals experiencing homelessness by services, has established a large-scale database of homelessness in Australia. As with the SHS, the AAEH database only includes those that have been in contact with homelessness services. The scale of the database is set to expand over the coming years thus this remains an emerging, valuable source of homelessness data.

Data Source	Description
New legislation	Legislation notification services managed by State Law Publisher www.slp.wa.gov.au. Free subscription service which allows users to create customised notifications.
Government State, Departmental and Agency strategy documents	Publicly available strategy documents.
Productivity Commission Reports	Publicly available reports available through the Australian Government Productivity Commission via website https://www.pc.gov.au/research
	Including websites and social media postings made by or on behalf of WAAEH
ABS Housing and Family Projections data	Publicly available through the Australian Bureau of Statistics (ABS) website https://www.abs.gov.au/ausstats/abs@.nsf/mf/3236.0. The household estimates and projections in this publication cover the period 2016 to 2041 for Australia, the states and territories, capital cities and rest of state regions.
State Government agency budget papers	Published annually in 12 Agency 'Parts' of the Budget Papers. These Parts are accessible via the website https://www.ourstatebudget.wa.gov.au/budget-papers.html.
Federal Government budget papers	Published annually and accessible via the website https://www.budget.gov.au/2019-20/content/documents.htm.
State and Federal government policy	Publicly available via the website of the relevant department or agency.
Homelessness services referral data	The records kept internally by homelessness services to track the flow of contacts and referrals with clients. Access to and analysis of these by CSI UWA will be a collaborative process between CSI UWA and the services.

Table 23: Original data collection required relating to Representation, Voice and Advocacy; Resources; and Collaborative Efficacy

Data Source	Description
Annual survey of Western Australian Alliance to End Homelessness (WAAEH) members	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Annual survey of homelessness services	CSI UWA will design a survey instrument which captures all measures within the Outcomes Framework to be measured using this data source. CSI UWA will administer the survey and analyse the results.
Interviews with WAAEH staff	Interviews will be conducted by CSI UWA with project management, events organisation and other staff employed by WAAEH to conduct its activities, and analysed by CSI UWA.
Interviews with homelessness services staff	Interviews will be conducted by CSI UWA with all levels of staff in homelessness services and related agencies, and analysed by CSI UWA.
Interviews with WAAEH Facilitating Group members	Interviews will be conducted by CSI UWA with WAAEH Facilitating Group members, and analysed by CSI UWA.
Interviews with social entrepreneurs	Interviews will be conducted by CSI UWA with social entrepreneurs whose business models include a mission related to homelessness, and analysed by CSI UWA.
Interviews with non-government funders eg philanthropists and impact investors	Interviews will be conducted by CSI UWA with funders and analysed by CSI UWA.

11.1 Representation, Voice and Advocacy

Those who are homeless or at risk of homelessness, and the organisations that serve them, have institutional voice

Representation, Voice and Advocacy is increased power and legitimacy for the network of organisations seeking to end homelessness. It involves obtaining institutional voice for those experiencing or at risk of homelessness, as well as for the organisations that serve them. Representation, Voice and Advocacy can take the form of formal participation in organisations that are targets of influence, for example by membership on Government committees or boards (Cress & Snow, 2016), changes in policy (Clapham, 2003; Greenwood et al., 2013; Kreuter et al., 2000; Wang et al., 2018), changes in media and public discourse (Clapham, 2003; Wang et al., 2018), increased connections between network members and influential Government individuals (Mosley, 2014), or signs of increased cooperation across a sector (for example, inter-departmental collaboration within Government) toward ending homelessness (Kondratas, 1991; Sheikh & Teeman, 2018). Cress & Snow (2016, p 1066) see representation as both a category of organisational outcomes sought by homelessness organisations, and a causal factor in those organisations obtaining both "the resources necessary to engage in collective action". Accordingly, representation as a domain does not stand independent of the other domains, but interacts with them within the system of homelessness.

These different aspects of Representation, Voice and Advocacy are articulated as a single outcome within the Outcomes Framework: "Those who are homeless or at risk of homelessness, and the organisations that serve them, have institutional voice". Tables 24-28 set out the indicators, measures and target which allow for the operationalisation of this outcome.

Table 24: Measures and Targets For the Indicator of Formal Participation in Organisations That Are Targets of Influence

Indicator	Measure	Target
Formal participation in organisations that are targets of influence	Number of Alliance members on Government boards/advisory groups/ reference groups	Double the number of Alliance members on Government boards/advisory groups/ reference groups each year over the 10 year period of the Strategy
	Number of invitations extended to Alliance members for submissions regarding State and Federal Government policy	Double the number of invitations extended to Alliance members for submissions regarding State and Federal Government policy each year over the 10 year period of the Strategy
	Number of submissions made by Alliance members to State and Federal Government regarding relevant policy and practice	Double the number of submissions made by Alliance members to State and Federal Government regarding relevant policy and practice each year over the 10 year period of the strategy
	Number of references made by State and Federal government to submissions by Alliance members regarding relevant policy and practice	Equal amount of references as there are submissions regarding State and Federal Government policy each year over the 10 year period of the Strategy

Table 25: Measures and Targets for the Indicator of Increased Connections Between Network Members and Influential Government Individuals

Indicator	Measure	Target
Increased connections between network members and influential government individuals	Number of State Government representatives attending Alliance meetings	Double the number of State Government representatives attending Alliance meetings each year over the 10 year period of the Strategy

Table 26: Measures and Targets for the Indicator of Changes in Media and Public Discourse

Indicator	Measure	Target
Changes in media and public discourse	Human rights based language and discussion surrounding homelessness	Increase in human rights based language and discussion surrounding homelessness

Table 27: Measures and Targets for the Indicator of Increased Cooperation Across a Sector Toward Ending Homelessness

Indicator	Measure	Target
Cooperation across a sector toward ending homelessness	Inter-agency and inter-departmental collaboration within government	Increased inter-departmental collaboration within government
	Number of multi-agency programs and working groups	Double the number of multi-agency programs and working groups each year over the 10 year period of the Strategy
	Number of organisations involved in the Alliance	Double the number of organisations involved in the Alliance each year over the 10 year period of the Strategy
	Funding for collaborative programs	To be established
	Number of whole-of-sector and cross-sector events	To be established

Table 28: Measures and Targets for the Indicator of Government Policy Changes to Support the Ending of Homelessness

Indicator	Measure	Target
Government policy changes to support the ending of homelessness	Changes to the Residential Tenancies Act 1987 (WA)	(a) abolish "no-grounds" terminations (b) include family and domestic violence provisions (c) place a moratorium on the use of no-grounds terminations for tenants in public housing properties
	Language in State government policy reflects human-rights based perspective on housing	To be established
	State government strategies refer to Alliance strategies and materials	To be established

11.2 Resources

Activities which effectively address factors within the system of homelessness are adequately resourced

Resources are the material concessions offered to the network in service of the network's goal to end homelessness. Resources can take the form of increased monetary funding (Greenwood et al., 2013; Kreuter et al., 2000; Slesnick et al., 2008) as well as increased supply of social and affordable housing (Sheikh & Teeman, 2018). Effective resourcing requires an increased diversity of funding mechanisms which support both innovative and best practice services (Sheikh & Teeman, 2018), as well as funding which increases to the point that homelessness programs no longer restrict themselves to being crisis-oriented and time-limited (Culhane, 1992). Resources provide the material support which enable rights and relief for those at risk of or experiencing homelessness – provided that those resources are applied to addressing both the structural and the individual factors of homelessness (Pleace, 2018).

These different aspects of the Resources domain are articulated as a single outcome within the Outcomes Framework: "Activities which effectively address factors within the system of homelessness are adequately resourced." Tables 29 to 32 set out the indicators, measures and target which allow for the operationalisation of this outcome.

Table 29: Measures and Targets for the Indicator of Increased Supply in Social and Affordable Housing

Indicator	Measure	Target
Supply of social and affordable housing	Percentage of social and affordable housing as a proportion of the housing market	(a) 15,000 social housing dwellings by 2030 (b) 15% for social and affordable rental housing in metro net precincts and all State government land and housing developments

Table 30: Measures and Targets for the Indicator of Increase in Monetary Funding for the Provision of Homelessness Services

Indicator	Measure	Target
Monetary funding for the provision of homelessness services	Amount of State government funding allocated to homelessness services	None. The WAAEH have indicated they do not wish to seek an increase in State government funding and will instead focus on increase in alternative funding sources (eg SII)
	Long term (5+ years) funding commitments for housing and homelessness in State Government policy	None. The WAAEH have indicated they do not wish to seek an increase in State government funding and will instead focus on increase in alternative funding sources (eg SII)
	Long term (5+ years) funding commitments for housing and homelessness in Federal Government policy	None. The WAAEH have indicated they do not wish to seek an increase in State government funding and will instead focus on increase in alternative funding sources (eg SII)

Table 31: Measures and Targets for the Indicator of Funding Increases to the Point That Homelessness Programs No Longer Restrict Themselves to Being Crisis Oriented and Time Limited

Indicator	Measure	Target
Funding increases to the point that homelessness programs no longer restrict themselves to being crisis oriented and time limited	Number of crisis services as a proportion of homelessness services	To be established
	Stability of long term funding for homelessness services	Majority of homelessness service delivery agencies have funding stability for a 5+ year horizon
	Organisational strategies of homelessness services	Majority of homelessness service delivery agencies hold organisational strategies that reflect a long-term (5+ years) orientation
	Duration of individual support offered within homelessness programs	Duration of individual support offered within homelessness programs is no longer tied to funding restrictions but to the individual needs of those being supported
	Number of successful long term funding applications by homelessness services	Majority of long term funding applications by homelessness services are successful

Table 32: Measures and Targets for Indicator of Increased Diversity of Funding Mechanisms which Support Both Innovative and Best Practice Service

Indicator	Measure	Target
Diversity of funding mechanisms which support both innovative and best practice services	Number of Social Impact Investments (SIIs) established to fund innovative homelessness services	Double the number of SIIs funding innovative services each year
	Number of non-government funders supporting innovative homelessness services	Double the number of non-government funders funding innovative services each year
	Number of innovative social enterprises addressing housing and homelessness	Double the number of innovative housing and homelessness social enterprises every year
	Number of Social Impact Investments (SIIs) established to fund best practice homelessness services	Double the number of SIIs funding best practice services each year
	Number of non-government funders supporting best practice homelessness services	Majority of long term funding applications by homelessness services are successful.
	Number of best practice or 'evidenced' social enterprises addressing housing and homelessness	Double the number of non-government funders funding best practice services each year
	Number of best practice or 'evidenced' social enterprises addressing housing and homelessness	Double the number of best practice or 'evidenced' housing and homelessness social enterprises every year

11.3 Collaborative Efficacy

Actors within the network of organisations aiming to end homelessness coordinate their actions to provide an effective effort toward addressing factors within the system of homelessness

Collaborative efficacy is the extent to which actors within the network of organisations aiming to end homelessness are able to coordinate their actions, including the services they offer, to provide an effective effort toward addressing factors within the system of homelessness. This includes the ability of service organisations to providing a continuum of care, also conceptualised as "joined-up services" or "integrated homelessness strategy" (Crook et al., 2005; Culhane, 1992; Li et al., 2017). A continuum of care involves offering both a range of services and a reduction of barriers to access those services. Crucially, a continuum of care involves not simply offering services which address the structural causes of homelessness, such as rapid rehousing, but also a diverse range of services to support clients to address the individual determinants of homelessness (Pleace, 2018) (see below for an explanation of the individual and structural factors of homelessness as domains within the Outcomes Framework). Collaborative efficacy also involves aggregation of client outcome data and other forms of information exchange (Crook et al., 2005; Kreuter et al., 2000; Turner, 2014), partnerships with police and hospitals (Normore et al., 2016; Vallesi et al., 2018), standardised assessments of client needs (Turner, 2014), strategic decision making processes (Intindola et al., 2016), and shared goals (Kreuter et al., 2000) articulated through effective diagnostic and prognostic framing (Cress & Snow, 2016). In addition, collaborative efficacy involves establishing and maintaining communities of learning (Turner, 2014) which include a focus on long term evaluation, and support 'local' evidence agendas at the same time as creating transferable learning (Sheikh & Teeman, 2018). Crucially, through our co-design activities with meso- and micro-level stakeholders in the design phase of the Framework, we found support for the inclusion of a further indicator: the presence of multiple place-based collaborations that are not only focused on rough sleepers in the inner city area.

These different aspects of Collaborative Efficacy are articulated as a single outcome within the Outcomes Framework: "Actors within the network of organisations aiming to end homelessness coordinate their actions to provide an effective effort toward addressing factors within the system of homelessness." Tables 33 to 42 set out the indicators, measures and target which allow for the operationalisation of this outcome.

Table 33: Measures and Targets for Indicator of Aggregation of Client Outcomes Data and Other Forms of Information Exchange

Indicator	Measure	Target
Aggregation of client outcomes data and other forms of information exchange	Number of homelessness services sharing data for aggregation	Double the number of homelessness services sharing data for aggregation each year
	Number of projects for aggregation of data	Complete establishment of current aggregation projects (Perth Zero by-name list and acuity scale, which focus on rough sleepers) and add at least one new aggregation project each year, targeting a cohort/population or issue
	Number and type of other forms of information exchange	To be set once baseline is established

Table 34: Measures and Targets for Indicator of Provision of a Continuum of Care (Joined Up Dervices/ "No Wrong Door" Approach)

Indicator	Measure	Target
Provision of a continuum of care (joined up services / "no wrong door" approach)	Number of clients who feel there were no barriers to accessing services once they reached out and contacted a service	100% of clients experience no barriers to accessing services
	Number of clients who feel there are services available to suit their needs	100% of clients surveyed and interviewed feel there are services available to suit their needs
	Number of homelessness services who assist clients with referral processes to another more suitable service	100% of clients surveyed and interviewed feel they were assisted with the referral process to a suitable service

Table 35: Measures and Targets for Indicator of Partnerships With Police and Hospitals

Indicator	Measure	Target
Partnerships with police and hospitals	Number of homelessness services partnering with police and/or hospitals	Double the number of police and hospital partnerships with homelessness services each year
	Nature of partnerships between homelessness services and police and/or hospitals	To be established

Table 36: Measures and Targets for Indicator of Effective Diagnostic and Prognostic Framing

Indicator	Measure	Target
Effective diagnostic and prognostic framing	Development of coherent and well-articulated accounts of problems and who or what is to blame (diagnostic framing)	To be established
	Development of coherent and well-articulated accounts of what needs to be done in order to remedy problems (prognostic framing)	To be established
	Extent to which both diagnostic and prognostic framing are learning-oriented and able to change flexibly as knowledge of the system of homelessness is updated	To be established

Table 37: Measures and Targets for Indicator of Establishment and Maintenance of Communities of Learning

Indicator	Measure	Target
Establishment and maintenance of communities of learning	Number of inter-agency meetings for the purpose of sharing learnings	Double the number of inter-agency meetings for the purpose of sharing learnings each year for the duration of the 10-year strategy
	Nature of communities of learning	To be established
	Number of times service delivery outcomes and other learnings are reported publicly	To be established
	Number of conferences and other formal presentation of learnings	To be established
	Extent to which shared learnings are grounded in local context and local knowledge	To be established
	Extent to which shared learnings are generalisable	To be established

Table 38: Measures and Targets for Indicator of Communities of Learning Focus on Long Term Evaluation

Indicator	Measure	Target
Communities of learning focus on long term evaluation	Number of organisations using and reporting back use of the Outcomes Framework evaluations	Double the number of organisations using and reporting back use of the Outcomes Framework evaluations each year

Table 39: Measures and Targets for Indicator of Standardised Assessment of Client Needs

Indicator	Measure	Target
Standardised assessment of client needs	Establishment of a standardised client assessment tool	Establish a standardised client assessment tool for use by all WAAEH affiliated services before December 2020
	Number of homelessness services using the standardised client assessment tool	Double the number of homelessness services using the standardised client assessment tool each year

Table 40: Measures and Targets for Indicator of Strategic Decision Making Processes

Indicator	Measure	Target
Shared goals	Nature of collaborative decision making processes	To be established
	Number of collaborative partners involved in collaborative decision making processes	Double the number of collaborative partners involved in decision making processes each year
	Inclusion of non-official Alliance members in decision making processes	To be established

Table 41: Measures and Targets for Indicator of Shared Goals

Indicator	Measure	Target
Shared goals	Number of homelessness services aligning organisational goals with the WAAEH 10 Year Strategy	Double the number of homelessness services aligning organisational goals with the WAAEH 10 Year Strategy each year
	Number of homelessness services setting joint organisational goals	Double the number of homelessness services setting joint organisational goals each year

Table 42: Measures and Targets for Indicator of Multiple Place-based Collaborations to End Homelessness

Indicator	Measure	Target
Multiple place-based collaborations to end homelessness	Locations of place-based collaborations to end homelessness	All local government zones (cities) within the Perth metropolitan area, and all rural local government zones, have a functioning collaboration to end homelessness in place
	Nature of place-based collaborations to end homelessness	Variety in the nature of place-based collaborations to end homelessness, including in the kinds of cohorts/populations targeted by the collaborations

Part 4: The Social Services Sector

As outlined above, the social services sector plays a critical role in reducing homelessness, as organisations within the sector interact with individuals experiencing risk factors for homelessness. The sections below outline indicators and measures of the availability and accessibility of services to meet the needs of young people and adults, including young people and adults transitioning from the custody of the State (e.g. out-of-home care or correctional facilities) into mainstream life. The needs of youth and adults in Western Australia are vast, spanning mental health, accommodation, education and employment, drug and alcohol, domestic violence, family and relationships, and emergency relief. Availability of and access to these services, as we will elaborate, is critical to the prevention of homelessness in Western Australia.

12.1 Youth Services

As described in the State of Homelessness section above, pathways into homelessness during youth include leaving the family home alone. Within the Social Services Sector domain, there are several measures within the service environment that will reflect the availability of services to prevent a child exiting the family home and entering homelessness. These measures also capture the breadth and depth of services that assist to prevent the cycle of homelessness for homeless or insecurely housed young people by addressing their attendant physical and mental health needs, plus their accommodation support needs.

It is also important to note that the dissolution of social relationships or the maintenance of negative social relationships can be an antecedent of homelessness. Youth support services provide, among other services, access to sport, recreation and community building activities that facilitate the development of positive social relationships that act as protective factors against homelessness. Finally, acknowledging that youth services form a distinct sector (the youth sector), the establishment of sector-wide policies and pathways for young people that prevent homelessness are essential.

Table 43: Indicators and Measures of Youth Services To Prevent Homelessness and Support Those That Are Experiencing Homelessness

Outcome	Indicator	Measure
Young people are able to access services that prevent entry into homelessness or facilitate exit from homelessness	Services support young people's wellbeing	Youth services have policies that ensure young people are referred to the full suite of services they need
	There are services available to support young people in Western Australia	The number of youth mental health services
		The geographic spread of youth mental health services in terms of physical sites
		The geographic spread of youth mental health services in terms of outreach capacity
		The number of youth accommodation support services
		The geographic spread of youth accommodation support services in terms of physical sites
		The number of youth drug and alcohol services
		The geographic spread of youth drug and alcohol services in terms of physical sites
		The geographic spread of youth drug and alcohol services in terms of outreach capacity
		The number of youth support services
		The geographic spread of youth support services in terms of physical sites
		The geographic spread of youth support services in terms of outreach capacity
		The number of youth education and employment support services
		The geographic spread of youth education and employment support services in terms of physical sites
		The geographic spread of youth education and employment support services in terms of outreach capacity
	Young people in Western Australia are able to access the services that they need	The average amount of time a person has to wait before receiving youth mental health services
		Rates of access of youth mental health services
		The average amount of time a person has to wait before receiving youth accommodation support services
		Rates of access of youth accommodation support services
		Youth services have direct mechanisms to place young people at risk of homelessness into safe accommodation
		The average amount of time a person has to wait before receiving youth drug and alcohol services
		Rates of access of youth drug and alcohol services
		The average amount of time a person has to wait before receiving youth support services
		Rates of access of youth support services
		Rates of access of youth education and employment support services
		The average amount of time a person has to wait before receiving youth education and employment support services.

Outcome	Indicator	Measure
	Youth leaving the custody of the State (e.g. leaving juvenile detention or out-of-home care) have access to accommodation	The number of units of accommodation (e.g. beds in supported accommodation, affordable rentals) available for young people leaving the custody of the State
		The geographic spread of units of accommodation (e.g. beds in supported accommodation, affordable rentals) available for young people leaving the custody of the State
		The average amount of time a young person leaving the custody of the State has to wait for affordable accommodation
	Youth leaving the custody of the State (e.g. leaving juvenile detention or out-of-home care) have access to services that help manage that transition	The number of services available to support young people's transition from the custody of the State into mainstream life
		The geographic spread of services available to support young people's transition from the custody of the State into mainstream life, in terms of physical sites
		The geographic spread of services available to support young people's transition from the custody of the State into mainstream life, in terms of outreach capacity
	Youth leaving the custody of the State (e.g. leaving juvenile detention or out-of-home care) have access to services that support their education and employment	The number of education and employment services with programs or streams for young people that have had interaction with the justice system
		The geographic spread of education and employment services with programs or streams for young people that have had interaction with the justice system, in terms of physical sites
		The geographic spread of education and employment services with programs or streams for young people that have had interaction with the justice system, in terms of outreach capacity
		The average wait time to access education and employment services for a young person that has had interaction with the justice system
	Youth leaving the custody of the State (e.g. leaving juvenile detention or out-of-home care) have access to services that support their mental health	The number of mental health support services for young people exiting the custody of the State
		The geographic spread of mental health support services for young people exiting the custody of the State, in terms of physical sites
		The geographic spread of mental health support services for young people exiting the custody of the State, in terms of outreach capacity
		The average wait time for mental health support services for young people exiting the custody of the State, in terms of outreach capacity

11.2 Services For Adults

As outlined in the State of Homelessness section, there are several drivers of adult homelessness, such as economic factors (e.g. unemployment), drug and alcohol misuse, mental and physical health problems, domestic violence, and critical life events such as leaving prison. In terms of the Service Sector, there are a number of indicators and measures in relation to the availability and accessibility of services to support the needs of adults, policies of these services in terms of assessing client needs and referral to all required services. The table below outlines these.

Table 44: Indicators and Measures of Services to Support Adults in Western Australia

Outcome	Indicator	Measure
Adults are able to access services that prevent entry into homelessness or facilitate exit from homelessness	The social services sector comprehensively and sensitively assesses clients' full set of needs	Policies of the social services sector ensure holistic client need assessment
		A comprehensive, uniform client need assessment process is in place across the social services sector
		Policies of the social services sector include principles of trauma-informed care
		Policies of the social services sector ensure client referral to all required services
	Income support payments are sufficient to support a person renting a median-priced property	Rates of Commonwealth income support
	Adults have access to domestic violence services as needed	The number of domestic violence support services
		The geographic spread of domestic violence support services in terms of physical sites
		The average amount of time a person has to wait before receiving domestic violence support services
		The average case load of domestic violence support workers
	Those accessing domestic violence services are prevented from entering homelessness	Policies of domestic violence support services that ensure that those experiencing domestic violence do not exit their abuse situation into homelessness
		There are pathways for people to exit from domestic violence situation into secure housing
	Adults have access to family and relationship support services as needed	The number of family and relationship support services
		The geographic spread of family and relationship support services in terms of physical sites
		The geographic spread of family and relationship support services in terms of outreach capacity
		The average amount of time a person has to wait before receiving family and relationship support services
		The average case load of family and relationship support workers
	Adults have access to drug and alcohol support services as needed	The number of drug and alcohol support services
		The geographic spread of drug and alcohol support services in terms of physical sites
		The geographic spread of drug and alcohol support services in terms of outreach capacity
		The average amount of time a person has to wait before receiving drug and alcohol support services
		The average case load of drug and alcohol support workers

Outcome	Indicator	Measure
	Those accessing drug and alcohol support services are prevented from entering homelessness	Policies that place individuals experiencing drug and alcohol problems that disrupt their homes into live-in support services
		There are pathways for individuals experiencing drug and alcohol problems that disrupt their homes to leave their homes into safe accommodation
	Adults have access to mental health support services as needed	The number of mental health support services in Western Australia
		The geographic spread of mental health support services in Western Australia, in terms of physical sites
		The geographic spread of mental health support services in Western Australia, in terms of outreach capacity
		The average wait time for Western Australians accessing mental health support services
		The average case load of mental health support workers
	Adults have access to employment services as needed	The number of employment services in Western Australia
		The geographic spread of employment services in Western Australia, in terms of physical sites
		The geographic spread of employment services in Western Australia, in terms of outreach capacity
		The average wait time for Western Australians accessing employment services.
	Adults have access to financial counselling services as needed	The number of financial counselling services in Western Australia
		The geographic spread of financial counselling services in Western Australia, in terms of physical sites.
		The geographic spread of financial counselling services in Western Australia, in terms of outreach capacity
		The average wait time for Western Australians accessing financial counselling services
	Adults have access to emergency relief services as needed	The number of emergency relief services in Western Australia
		The geographic spread of emergency relief services in Western Australia, in terms of physical sites
		The geographic spread of emergency relief services in Western Australia, in terms of outreach capacity
		The average amount of time a person has to wait before receiving emergency relief services

Outcome	Indicator	Measure
	Those accessing drug and alcohol support services are prevented from entering homelessness	Policies that place individuals experiencing drug and alcohol problems that disrupt their homes into live-in support services
		There are pathways for individuals experiencing drug and alcohol problems that disrupt their homes to leave their homes into safe accommodation
	Adults have access to mental health support services as needed	The number of mental health support services in Western Australia
		The geographic spread of mental health support services in Western Australia, in terms of physical sites
		The geographic spread of mental health support services in Western Australia, in terms of outreach capacity
		The average wait time for Western Australians accessing mental health support services
		The average case load of mental health support workers
	Adults have access to employment services as needed	The number of employment services in Western Australia
		The geographic spread of employment services in Western Australia, in terms of physical sites
		The geographic spread of employment services in Western Australia, in terms of outreach capacity
		The average wait time for Western Australians accessing employment services
	Adults have access to financial counselling services as needed	The number of financial counselling services in Western Australia
		The geographic spread of financial counselling services in Western Australia, in terms of physical sites
		The geographic spread of financial counselling services in Western Australia, in terms of outreach capacity
		The average wait time for Western Australians accessing financial counselling services
	Adults have access to emergency relief services as needed	The number of emergency relief services in Western Australia
		The geographic spread of emergency relief services in Western Australia, in terms of physical sites
		The geographic spread of emergency relief services in Western Australia, in terms of outreach capacity
		The average wait time for Western Australians accessing emergency relief services

Outcome	Indicator	Measure
	Adults leaving prison have access to accommodation	The number of accommodation units (e.g. beds in supported accommodation, affordable rentals) for adults leaving prison
	Adults leaving prison have access to services to support their transition into mainstream life	The number of services available to support transition from prison into mainstream life
		The geographic reach of services available to support transition from prison into mainstream life, in terms of physical sites
		The geographic reach of services available to support transition from prison into mainstream life, in terms of outreach capacity
		The number of education and employment services with programs or streams for people that have had interaction with the justice system
		The geographic reach of education and employment services with programs or streams for people that have had interaction with the justice system, in terms of physical sites
		The geographic reach of education and employment services with programs or streams for people that have had interaction with the justice system, in terms of outreach capacity.
		The number of mental health support services for people exiting prison
		The geographic reach of mental health support services for people exiting prison, in terms of physical sites
		The geographic reach of mental health support services for people exiting prison, in terms of outreach capacity
		The number of drug and alcohol support services for people exiting prison
		The geographic reach of drug and alcohol support services for people exiting prison, in terms of physical sites
		The geographic reach of drug and alcohol support services for people exiting prison, in terms of outreach capacity

Summary

The WAAEH Outcomes Measurement Framework offers a revitalised and reconceptualised approach to the research and evaluation of homelessness. Being focused neither on a specific program, intervention or policy, as many outcomes frameworks relating to homelessness are, nor simply focused on articulating and measuring the ultimate 10-year outcomes sought in the WAAEH Strategy, the challenge presented was one of articulating and measuring in detail the complex adaptive system within which homelessness occurs. The resulting Framework is characterised by a multi-level (micro, meso, macro) design aimed at analysing the interactions amongst levels, domains, and indicators with the purpose of learning and changing towards ending homelessness. Learning and changing towards ending homelessness is enabled by a developmental evaluation approach to the measurement and evaluation of the Framework. This multi-level design and developmental evaluation approach allows for explanation of diverse and contestable evidence bases, drawn from a range of stakeholders through a variety of research methods, thus embracing the complex reality rather than the simplified rhetoric of evidence-based policy making.

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Notes

Contact Address

Professor Paul Flatau, Centre for Social Impact The University of Western Australia (M098), UWA Business School, University of Western Australia, Crawley, WA, 6009.

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