CHAPTER 18

ACCOMMODATION SERVICES

...it is easier for governments to deal with the concept [homelessness] narrowly by focusing on the attributes of shelter, hence the original setting up of refuges without adequate back-up and no satisfactory exit programs...

...Providing adequate housing is an essential response, but...a most insufficient one and often ineffective if it stands alone.'

INTRODUCTION

18.1 Preceding chapters indicate both the diversity of accommodation services for children and young people in Australia and the severe shortage of places in existing services. In this chapter we are concerned more with the quality of services as they affect individual homeless children. We focus, therefore, on the objectives and methods of accommodation services.

18.2 The Inquiry considers community-based services to be the most effective in achieving the objectives which are central to the needs of homeless youth. In this chapter we identify the objectives which such services incorporate. We also consider several other 'models' which have significantly assisted homeless children and young people. While emphasising objectives rather than structures, we conclude the chapter with a discussion of the organisational structure of community-based schemes and the reasons for their success.

OBJECTIVES OF ACCOMMODATION SERVICES

Prevention

18.3 Evidence presented to the Inquiry clearly indicated the urgent need for a preventive approach to homelessness among children and young people. Accommodation services are among several resources in our community — including school counsellors, State child welfare authorities and generalist youth services — which could, if adequately funded, trained and directed, undertake effective preventive programs for families and children at risk. Our churches also obviously have an important role in many cases. Prevention of homelessness among children and young people would be the most effective way of ensuring that children and young people at risk of becoming homeless enjoy the rights set out in the Declaration of the Rights of the Child, notably the rights to adequate housing and to protection from exploitation and abuse.

18.4 Family reconciliation is a major means of preventing long-term homelessness and should be a primary aim of youth accommodation services where it is both possible and appropriate. This is a subject to which we have given detailed consideration in Chapter 20, Support Needs and Services. The Inquiry found, in fact, that few services are able to give effective time and effort to individual family reconciliation. Supporting residents to move into secure and adequate permanent accommodation is an alternative means — and for many the only available means — to avoid longer-term homelessness. The Inquiry found, however, that there are so few longer-term accommodation options available to children and young people that even services which give this objective a high priority are successful in placing only a minority of homeless youth.

18.5 Models of accommodation service provision which commended themselves to the Inquiry, therefore, incorporated the following emphases:

- prevention of homelessness among the children and young people of the local community;
- family reconciliation where possible and appropriate;
- preparing all clients unable to return to their families for independent living by providing support, living skills and related training, counselling and appropriate referrals and advocacy. They have the
objective of 'bridging the program gap between crisis refuge accommodation and fully independent accommodation for youth'. They often themselves provide long-term accommodation in recognition of the fact that young people face difficulties in obtaining access to such accommodation without special assistance.

Rights

Accommodation services must recognise, respect and protect the rights of all children (see Chapter 4, The Rights of the Child). In particular, the accommodation which is provided must be 'adequate' in that it is suitable to the needs of the individual child and is secure. The child must be protected from abuse in that accommodation. Services must also recognise the right of a child of sufficient maturity to make his or her own decisions regarding place of residence and lifestyle. Younger children should participate in the making of such decisions affecting them.

Range of Options

Evidence to the Inquiry also strongly supported the need for a range of referral and placement options so that the accommodation and support services provided can be fitted to the needs of each child. Shared housing is not suitable for all young people and can be contrary to the best interests of some. Such households can break down, for example, perpetuating the cycle of 'failure'. Many witnesses stressed the need for a range of housing types — including self-contained apartments, boarding-houses and lodging-houses, as well as shared, multi-bedroom housing.'

We would recommend a range of options being available in both supported and non-supported accommodation to community groups and direct tenancy through public housing agencies in both the cities and the rural areas...

Single units, shared housing in small groups, outreach housing, transition housing, access to relationships training, life skill courses, outreach support: all these things are needed by agencies in the private sector to be able to cope with the need that is being passed on to them....

Support

The group of homeless children and young people with whom the Inquiry was concerned is very diverse. Their backgrounds and their reasons for leaving home vary-as do their ages at departure (see Chapter 6, The Incidence of Youth Homelessness). Their maturity and ability to live independently vary enormously and their needs for support, counselling and therapy also vary (see Chapter 14, Youth Supported Accommodation Program). Evidence to the Inquiry indicated, therefore, that accommodation services for children and young people must take an individualised approach if they are adequately to address the diverse needs of clients. The service provided must be designed around each child according to his or her needs. This process will require the following:

- appropriately trained staff;
- flexibility in program delivery; and
- time and resources to devote to individual program development and implementation.

As described in Chapter 15, Youth Supported Accommodation Program, the existing mechanism for the provision of government-funded crisis accommodation to children and young people does not encourage services to operate in this way and, in some cases, services which do so have actually been refused funding. (One recent instance of this is an intensive supported living program for especially difficult children, 'Knights Hill' in New South Wales, which has been successful in reuniting over one-third of the children assisted with their families.

his program's grant has been reduced by the New South Wales Government and it will probably have to close down.)

Physical shelter, then, is only one basic factor in service provision for homeless children and young people. Barnardo's Australia submitted to the Inquiry that:
...policy to address homelessness among young people should recognise that being without a home is only one aspect of the problems facing affected individuals and families. Thus provision of accommodation is only a partial answer to the problem. Adequate counselling, social support and training to ensure eventual economic independence as well as job opportunities, must be included in any response to the problems confronting this group.

Integration and Co-ordination

18.11 Accommodation services must not only recognise the need of each child for a range of services but must co-operate in the co-ordination of service delivery to ensure that services are compatible, accessible and relevant. A number of witnesses stressed the importance of co-ordinating not just the services provided to young homeless people, but also services designed to prevent homelessness, and long-term services for unsupported or independent young people.

...we recommend that the Commonwealth policies direct funding to the States on a basis of a holistic approach to child homelessness, offering a variety of long-term options for alternate care, which include adoption and an encouragement to develop adequate and realistic preventive programs.

Family Action in Victoria submitted that there is a need for:

...a comprehensive co-ordinated approach to youth needs at all levels — including necessary resourcing of family directed preventative and remedial effort.

Outreach

18.12 Critical to the success of any program for homeless young people are outreach services and information provision. These must be relevant and accessible if they are to provide the necessary pathway to the services for homeless youth — who are typically alienated from most social institutions and often completely ignorant of services available to them. The Queensland Government, in a submission to the Inquiry, identified access to information as an important aid in the provision of a comprehensive set of services:

A problem arises in the availability of information about housing options and support services. Many government and community agencies do not provide information or referral services outside of working hours. Even though a number of agencies do provide information about services there appears to be no information sharing mechanism in operation and homeless youth are often ignorant of the options available to them.

The challenge ahead is for a co-ordinated, wide dissemination of existing information to agencies and homeless youth in forms which are culturally appropriate and relevant.

18.13 RECOMMENDATION 18.1

- The Inquiry recommends that the following broad principles should apply to all accommodation services; whether provided by community-based organisations, non-government welfare organisations or by the public sector:
  - services should not separate a child from his or her existing networks including, wherever appropriate, the family. They should aim to assist the child to develop supportive networks within the community;
  - services must respect the rights of the child;
  - if reunion with the family is not possible or appropriate, and if placing the child in another stable living arrangement is not possible, services should assist each child to grow towards independence; and
  - services should provide the full range of support required by each child or should assist the child to obtain such support. An integrated service or a network of co-operating and well co-ordinated services is, therefore, essential.
SERVICE MODELS

An Integrated Service: Logan City (Queensland)

18.14 Logan City is an area south of Brisbane which has experienced a very high rate of population growth over the past decade, with the result that service provision has not kept pace with the needs of the area. A high proportion of families are dependent on welfare and live in public housing. Youth and Family Services Inc., Logan City (Logan City) had its genesis in 1983 when three Christian Brothers, with the assistance of local people in this new and expanding city near the Gold Coast, provided a support and advocacy service for young people appearing before the Beenleigh Children's Court. The group, in co-operation with the local office of the (then) Department of Children's Services, also developed a preventive and support program for young offenders and their peers. In 1985, in recognition of the disproportionate percentage of local young people in custodial institutions and following allegations of police misconduct by young people and their families, the organisation established a broader range of programs. In 1986, a committee was formed to run the service and the organisation became an incorporated association.

18.15 Logan City is now an example of a community-based organisation established to respond to the needs of homeless and 'at risk' children and young people in its local area. It is an 'integrated service' in that its programs include the provision of medium and long-term accommodation, share-housing, employment and training programs, street contact programs, literacy programs, women's groups, parent survival courses, court work, a truancy program and programs for young offenders.

18.16 In a submission to the Inquiry, Logan City identified several important factors which have led to the success of its program:

Firstly, it has strong ties to the local community. Secondly, its roots began in the juvenile justice system which was often the first sign of family problems and provided insight into what the needs of this young community were — accommodation for young people, support for many families living in Logan City, unemployment and advocacy issues. Thirdly, decisions were made to attempt a more varied accommodation approach to youth homelessness, than simply creating emergency time frame shelters, which address the immediate problem of a roof over one's head. This varied approach assessed the broader and longer-term needs of homeless young people.

18.17 Logan City offers three accommodation programs. The first is 'Atkinson Street', a 24-hour supervised medium-term accommodation residence, which can accommodate four young people for periods up to 12 months. This program's focus is on meeting the varied needs of each young person, with some contact with the natural family and the training of volunteers who staff the residence. The second program is 'Youth Link'. This is a boarding program providing medium-term community placements with private households in and around Logan City for young people under 18 years of age who are unable to live at home. Youth Link currently has 12 families who accommodate homeless young people for up to six months. Youth Link also involves counselling work with natural families, family boarding training for the volunteer householders and intensive work with the young person. Finally, there is 'Sharehousing', an accommodation program for families or young people which provides housing for a period of up to six months. This program has five houses including Housing Commission demolition stock and privately rented houses. In addition to these direct accommodation services, Logan City offers follow-up advocacy and support to young people who are living independently.

18.18 In its submission to the Inquiry, Logan City noted that two factors helped focus the efforts of the community in designing its accommodation programs:

Firstly, there is no emergency accommodation shelter as this was not seen to be a primary need, given the lack of any longer term accommodation resources south of the Brisbane River. Secondly, when young people approach our agency for accommodation the decision on where the person is placed is also based on where the young person wants to live — with a family, semi-independently or independently, as well as a consideration of the child's needs at the time.
18.19 The Logan City community, however, was not content to provide accommodation services alone. The aim was to provide as full a range of youth services as possible — determined by the particular needs of the locality and of the young people seeking assistance — and to provide these services in an integrated manner so that all services would be mutually reinforcing. One major project is the Youth Employment and Training Program which includes four particular projects. These are:

- youth employment training courses which are of six weeks duration and are aimed at preparing young people for employment;
- 'Pixie Catering' which is a luncheon service provided by young people to the staff of Logan City Council. It provides young people with training in the catering field and makes a small contribution to their income. This service is now nearing financial self-sufficiency;
- a poster group which provides young people with a chance to improve their creative skills and a reason to meet regularly; and
- a youth employment support group which meets weekly. This group is for young people who are in employment and who need to discuss problems they are having in the workforce.

In addition, the service runs a literacy program, offering remedial reading and writing assistance to young people over the age of 15 years, and a communication program. The latter is a nine week course conducted for young people who are having speech difficulties. The course is jointly sponsored by the Queensland Department of Rehabilitation Services, with the aim that the Logan City service will eventually develop the skills to conduct the program unaided.

18.20 Stemming from the service's beginnings in the juvenile justice area, prevention and rehabilitation are still primary objectives. The following programs are relevant in this context:

- the street contact program: a service for young people over the age of 15 who live highly mobile lives and who are often in trouble with the police. The service offers a venue, people to talk to and activities;
- the camping program: provides outdoor and adventure experiences, aiming to build self-esteem and to allow staff to build relationships with the young people;
- the Woodridge Adolescent Group (WAG): a 13 week program for young offenders and those at risk of offending. It is a three hour a week commitment with two weekend camps. This program is conducted in close liaison with the Queensland Department of Family Services;
- court work: a worker from the service liaises with the Department of Family Services prior to the court day and attends court to provide support and information for young people and their families. Monthly visits are also made to Westbrook, the local detention centre, transporting local families to visit their children who are in custody; and
- the truancy program: this program works with 13 and 14-year-olds who are not attending school, with the aim of returning them to school full-time. A new school for truants is to open in Woodridge in 1989 in co-operation with Boystown.

18.21 Family support programs are also offered:

- VOCAL: a support group for women whose children have been sexually interfered with by their spouses. The group meets weekly and is sponsored by the Sexual Abuse Treatment Unit of the Department of Family Services and Kingston East Neighbourhood Centre; and
- parent survival courses: nine week courses open to parents in the community who are experiencing difficulties with their adolescents.

18.22 In summary, Logan City incorporates the following important features:

- a specific community is served and involved;
- management is by representatives from that community;
- close relations are maintained with government bodies concerned with children's welfare — the
Department of Family Services, the local children's court and the local detention centre -- and with the local government authority:

- the capacity and commitment to deliver individual service packages;
- an overview of the needs of the community and the flexibility to respond to changing needs;
- a preventive approach to juvenile offending, child abuse, family disintegration and youth homelessness;
- a commitment to family support and family reconciliation;
- availability for and commitment to long-term support for children and young people; and
- the overall management of a variety of services/programs, facilitating integration and enhancing co-ordination.

A Staged Accommodation Service: 13ABI (Queensland)

18.23 Bayside Adolescent Boarding, Inc. (BABI) is a community-based organisation located in Wynnum and Manly, a well-established lower and middle income outer suburbs of Brisbane. BABI has been in operation since October 1982. It provides support and accommodation for local homeless young people from 12 to 20 years of age, and provides education and support for the families of adolescents. A major aim of BABI is either to restore young people to their families or at least develop a relationship between the family and the homeless young person where appropriate. Where it is inappropriate for young people to be reunited with their families, BABI provides alternative accommodation. BABI attempts to assist each young homeless client through crisis to successful independent living by offering a range of accommodation options designed to permit staged progress towards independence. It is 'an integrated youth housing network incorporating 'supported, semi-supported and independent housing levels'. Continuity of care and the design and implementation of long-term individualised 'case management' packages are facilitated in this type of program.

18.24 The program assists young people from the local area, thereby enabling them to continue contact with their families, friends and local school. One of BABI's principles is to involve all 'parties' — homeless young people, their natural families, their boarding families, BABI office staff, members of the local community and professional staff from local offices of State government departments, especially the Departments of Health and Family Services — in the development of its programs.'

18.25 BABI's first service was a short-term boarding or community placement program. 'Community placement' is the provision of accommodation and a negotiated level of support for a homeless young person within an established household for a length of time that is appropriate to all those involved. BABIs program utilises the services of ten families who take in young people for periods up to three months. That is to say, these families provide emergency and short-term accommodation. The aim is bluntly reconciliation for the young boarder. 'Here this is not possible' workers must attempt to locate a viable longer-term alternative. However, as the Inquiry was told:

We found...that lots of young people, hen it Came to the con t. co n', onth placement, were beginning to attempt to Commit suicide or run away. they woR redly ruhtenct about going home. 
They were 'ying it would not work when they got home to their

18.26 In response, the organisation developed 'supervised community housing'. There are two houses in operation where three or four young people live in a family situation with volunteer houseparents living-in. The young residents pay board of $40 per week.' Another response is the medium to longer term community placement program. Another ten families in the local community take in homeless young people for a longer period of time, depending on individual need. BABI also operates an unsupervised house and a flat in the area.

18.27 BABI is operated by a management committee which is community-based. The staff of the program includes an administrator who is a volunteer a paid co-ordinator (full-time) and a social worker (part-time). The community, administration and even boarding families donate their time and services. BABI estimates that 2,462 hours of voluntary work per week are performed by members of the local
community.' Funding for the BABI program includes a small grant from YSAP. In April 1985, the YSAP grant, together with donations from the community, enabled the program to open an office and employ two part-time workers for a total of 40 hours per week. In November 1986, BABI received funding for an extra half a position. This funding barely covers the cost of the boarding program.

18.28 No funding is received for the medium to long-term accommodation program. This means that, during 1986-87, the Commonwealth Government provided 2.8% of the operating cost of the BABI project. In BABI's submission to the Inquiry, it was stated that they considered a 10% contribution from the Commonwealth Government would be realistic, given that the local community is prepared to carry 90% of the cost of their programs for addressing the needs of homeless youth.22

18.29 During the 12 month period November 1986 to October 1987, BABI placed 74 homeless young people. All of these young people were at risk of being brought to the attention of the welfare system (the majority being considered uncontrollable and potential 'care and control' cases) or of the criminal justice system." In the same period a large number of young people who contacted BABI were maintained in their families with BABI's help.25 (Counselling contact was made with over 220 young people and/or families during this period.) BABI recognises that many of the young people who form its client group would otherwise be involved in the welfare and/or juvenile justice systems and demonstrates the success of its programs in this context:

...not one of the young people that we have worked with have needed to be...taken into secure detention...and also, not one of these young people has been admitted to care and control by the Department of Youth and Family Services."

In support of BABI, the supervisor of the local office of the Queensland Department of Family Services estimated in 1987 that:

...our workload with adolescents has been lessened by between one-third and one-half over the last three years due to the work being done by BABI."

Given these results, BABI's request for funding seems extremely reasonable to the Inquiry — and the refusal to grant it, extremely short-sighted on the part of government. The enormous efforts made by this community cannot be sustained indefinitely without some additional resources from government.

18.30 In summary, BABI incorporates the following important features:

- a specific community is served and involved;
- management is by representatives from that community;
- close relations are maintained with relevant government authorities;
- the capacity and the commitment to deliver individual service packages;
- a preventive approach to both juvenile offending and youth homelessness;
- a commitment to family support and family reconciliation;
- a capacity for and commitment to long-term support for children and young people; and
- a determination to assist children and young people towards successful independent living.

A Community Placement Service: The Community Placement Scheme (Victoria)

1831 The Community Placement Scheme (CPS) has been operating in country and metropolitan Victoria for the past seven years and is relevant for particular groups of homeless young people. For the purposes of the CPS, a 'household' is a group of one or more people, including an adult, who are living together in a long-term and co-operative situation. Most of the CPS projects are community-managed."

18.32 The CPS aims to provide secure accommodation where household or family accommodation is appropriate to the young homeless person's requirements and wishes. The Schemes operating in Victoria are not intended to target young people who need 'specialised' support and would therefore require host families to undertake significant training and be paid a salary for their intensive support. Instead, the CPS program provides a negotiated level of assistance as determined between the young person, the household
and the youth workers employed by the community agency, with the intention of assisting the young person towards independence." The principles of operation of the Victorian CPS's are:

- to provide a range of emergency, medium and long-term household-based accommodation options;
- to provide accommodation within the young person's own community where this is possible and desirable;
- to be community-based and provide local management and flexibility of protocols to meet local needs;
- to provide households with the opportunity to participate in training;
- to provide households with adequate financial payment to cover the board and lodgings of the young person; and
- to ensure the household respects the young person's right to confidentiality, security and eventual independence."

CPS programs currently operating provide accommodation for a broad range of young people, although most are younger homeless children.

18.33 As there are no fully funded CPS programs operating in Victoria," staffing levels vary greatly among existing schemes. Most schemes require a 'worker' (who is a general youth housing worker) and a detached counsellor, or refuge worker. The Victorian Youth Accommodation Coalition stressed, in its submission to the Inquiry, that the CPS model calls for at least one worker and separate administrative support for the successful operation of a program. 3 The responsibilities of workers in a CPS program include:

- developing community awareness about young people's housing needs and CPS programs;
- the recruitment of households and compilation and maintenance of a register of households;
- ensuring households are adequately screened as to their suitability;
- the arrangement of induction and ongoing training for new households and existing households;
- assessment of a young person's housing need;
- the provision of ongoing support to the young person in placement;
- assisting the young person to develop links with the broader community; and
- resourcing of the household and the young person with information about services in the community." The selection and matching of households to homeless young people is critical for the success of the program and particular care is required in the interests of the safety of the young person to be accommodated.

18.34 Since the establishment of YSAP, the eligibility of CPS programs for funding has been in doubt. The CPS model is generally not eligible for YSAP funds because the Commonwealth views community placement as akin to fostering programs — traditionally an area of State 'welfare' responsibility. Programs which had received funding for the 'Reserve Bed Scheme' under YSAP's precursor program (the Youth Services Scheme) fought for, and won, continuation of minimal funding provided through YSAP for payment to accommodation providers (approximately $25.00 per week per household). However, this funding is quite inadequate. It does not cover the costs incurred by the family, nor pay for the administration and development of the scheme, much less for service expansion." The youth accommodation sector has long argued that, due to the success of the CPS and the demonstrable need for this accommodation option, CPS programs should be part of a properly funded network of housing services. 34 Despite this, funding has never been secure and has often been provided by philanthropic trusts for short periods only. This lack of security and the related poor levels of resourcing have led to the loss of many experienced workers, the premature demise of many valuable schemes and consequent loss of a viable accommodation option.
DETACHED HOUSING SUPPORT

18.35 Evidence to the Inquiry stressed the importance, for many young people, of continuing support in their transition to fully independent living.

Supported accommodation is often the logical next step for young people in refuges seeking independence."

The Inquiry believes that supported accommodation for young people is best provided by projects which offer intensive support, counselling and training in the early stages — with these being gradually withdrawn as the young person matures, develops supportive networks and becomes financially self-sufficient. We were impressed by programs which enable the young person to remain in the same accommodation while this process of staged withdrawal of intensive support takes place. One witness to the Inquiry recommended the expansion of such schemes:

...the current State and Federal Ministers for Housing [should] look into the possibility of funding self-contained units with worker support for long-term accommodation for young homeless people."

18.36 Detached housing support programs take a variety of forms. In some, a community organisation has established a household of young people with a live-in worker. Other households are supported by a worker who lives elsewhere. In other programs, young people live singly or in couples supported by outreach workers. The projects share the following objectives:

• to provide training and assistance (for example, in budgeting, household management, and so on) to enable the tenants/residents to retain their tenancy or occupancy;
• to prepare the young residents for fully independent living;
• to provide information and referral to the household as needed; and
• to provide other counselling as needed (for example, conflict resolution within a household).

Many support workers have reported that one major difficulty with their task is that they act as both landlord and supporter — roles which are often incompatible."

18.37 Most programs operate houses leased from State housing Authorities, as in the Community Tenancy Scheme and the Head Leasing Transfer Scheme discussed below. Others utilise houses built under the Crisis Accommodation Program. A few offer support to young people in privately rented accommodation. The Youth Tenancy Officers of the South Australian Housing Trust extend support to tenants in public sector accommodation (see Chapter 16, Commonwealth-State Housing Agreement).

Head Leasing Transfer Scheme (New South Wales)

18.38 An approach strongly supported by a number witnesses to the Inquiry was the leasing of public housing stock to community organisations to provide supported accommodation for young people. The Head Leasing Transfer Scheme is a program piloted in 1977 by the New South Wales Housing Department, combining its resources and those of community-based housing groups in an attempt to bridge the gap between medium-term supported accommodation and permanent independent housing.

18.39 Mainstream public housing stock is leased to a sponsoring group (which usually provides accommodation services and is SAAP-funded), which establishes and supports shared households of young people who are in need of initial and relatively minimal levels of support. Once the young people attain the capacity to live independently (usually within three months), the lease of the property is transferred from the sponsoring organisation directly to the young people. To mid 1988 the total number of young people housed has been extremely small compared to the need. Only 37 youth have been assisted by a total of 18 organisations." However, feedback from [the] participating organisations about the efficacy of the scheme is encouraging. The Head Lease Transfer Scheme is a useful initiative in preparing some young people to move away from one form of supported accommodation — by gradually removing the support system but leaving them in the same accommodation. We emphasise, however, that it alone is not adequate for many homeless children and young people who are particularly disadvantaged or have been damaged by their experiences and need various kinds of support.
Wombat Youth Accommodation Services Group Inc. (Victoria)

18.40 A scheme which is in some ways similar, but which is more intensive in the support it offers, operates in Victoria. Wombat Youth Accommodation houses young people in a number of dwellings — some of which have been provided under the Victorian Ministry of Housing and Construction's Youth Housing Program, some through the Crisis Accommodation Program, some by the Melbourne City Council, and some are private rental properties. The objective is to provide support to the households established. Wombat finds that 'most young people housed by Wombat have had limited family support, have learnt few or no living skills and have not had families they can discuss important issues with, for example, drugs, sex, etc.' Consequently, Wombat workers are dealing with a group of young people for whom housing is only one of a multitude of problems. It is necessary, therefore, for workers to assist individual residents with problems such as income support, employment, family issues, sexuality and legal questions. Despite the lack of resources, some camps and recreational and cultural activities are undertaken and a Health and Nutrition project is run by the organisation. Considerable time and effort is also devoted to working with residents on communication issues in an attempt to minimise disputes within households and between households and neighbours.

18.41 The rent paid by tenants is based on a varying percentage of income, starting at 0% for those with no income and moving to 10% for $50 per week and 15% for $100 per week. During 1987, Wombat received 222 appropriate referrals for its houses (an increase of 120% over 1986 figures) but was able to accommodate only 58 (26%) of those young people.

18.42 Apart from providing housing and supporting tenants households, the Wombat group also sees it as essential to be involved in broader youth housing issues (such as providing a general housing assistance and referral service to young people unable to be housed by Wombat) and attempting to contribute to change through involvement in community consultations. Wombat provides information and practical assistance to a large number of young people seeking independent accommodation on the private rental market through a shop front office. The office can also directly assist with rental payments and offers relocation assistance.

ACCOMMODATION PROGRAMS FOR CHILDREN WITH SPECIAL NEEDS

18.43 As discussed in Chapter 15, Youth Supported Accommodation Program, there are very few accommodation options for young people with behavioural problems or who have been offenders. Two programs which do cater for such young people are 'RAFT' operated by Barnardo's Australia in Canberra and 'INC' operated by the South Australian Department for Community Welfare. The Inquiry also received evidence about a residential program for young drug and alcohol abusers: 'Rileys' in Sydney.

Residential Alternatives for Teenagers (A.C.T.)

18.44 Barnardo's Australia operates a program in Canberra, the Residential Alternatives for Teenagers (RAFT), which was established in 1986. The need for the RAFT program was identified when it was found that Barnard's House, which is a refuge for homeless young people, was being increasingly used to accommodate young people from disturbed backgrounds or who were offenders. As the refuge was not appropriate for young homeless people with severe behavioural problems, Barnardo's initiated a community placement program which caters for ten young people.

18.45 RAFT is a medium to long-term community placement scheme with placements on average for 12 months, with some extending much longer. A part-time worker with the program described RAFT as follows:

The normal situation in our program is that we place a young person in a home and we do a fast growing up process. The theory is that given some very strict guidelines and some security, they can often go through the process which many young people take ten years to go through. We will have put them through that process in six months by having started off with a fairly strict set-up, then gradually widening the boundaries of their behaviour and working towards independence...That involves helping
with independence skills and basic house caring, budgeting, cooking, etc. We are working under the assumption that these people will go into an independent living situation when they leave us.

18.46 RAFT accepts placements of homeless young people who have behavioural problems, are aged between 12 and 17 years, and are attending school or a full-time training course. The following case was cited in evidence by way of example:

[We have] a 14-year-old girl who, before she came to us, was in a number of refuges and. .she hail had a very unsettled time of changing her residence every three months — to the point where when she got into Bamardo House there were two suicide attempts and she was not attending school. She was placed with a family earlier this year and is now attending school and has this week presented us with a school report full of — I think four A's out of seven subjects. That is totally unbelievable when you consider the kid that came into the program six months ago."

18.47 The ten households which accept placements of homeless young children from the RAFT program are paid $110 per week for what is essentially a 24-hour-a-day, seven-day-a-week responsibility. These household carers are trained by Bamardo's and participate in ongoing monthly training meetings, with fortnightly supervision from a social worker and psychologist from Barnardo's. The Barnardo's workers carefully monitor contact with the homeless young person's family and if possible work towards returning the young person to his or her home. Originally the RAFT program used traditional families — two parent families — as carers. They are now attempting to extend the program to include three new carers who are single parents. As noted in evidence to the Inquiry by the worker at RAFT:

This is very labour intensive work. Unless we are only to put bandaids on problems, we have to meet individual needs -- we have to put a heck of a lot of time and energy into each individual we come across."

**Intensive Neighbourhood Care Scheme (South Australia)**

18.48 The Intensive Neighbourhood Care Scheme (INC) is a community placement scheme operated by the Department of Community Services in South Australia. The scheme began in 1979 and provides temporary care for adolescents in crisis who cannot live at home. INC was originally devised as an alternative to secure (institutional) care for young offenders and has now expanded into a program which also caters for other young people with severe behavioural, emotional and social problems. It aims at reducing re-offending, keeping the child out of institutions, preventing harmful peer group contact but maintaining close ties with the child's family and improving the child's behaviour, self-image and attitude to society. Participants are placed in family homes in the community. Families selected are trained and paid by the Department with the aim of providing a supportive family environment and individual attention to each participant, allowing them to maintain some normality in their otherwise often disrupted lifestyle.

18.49 INC is viewed by the Department as part of a wider program of deinstitutionalisation and normalisation. Five operating principles have been articulated. These are:

- **Re-orientation** — treatment is to be provided in a supportive, accepting and developmental social environment according to a mutually agreed plan for which the young person takes his or her share of the responsibility for its success.

- **Community care** — INC encourages the community to participate in the social problem of offending (and other needy) youth by sharing in the responsibility for rehabilitation.

- **Personalisation** — a range of treatment is possible according to the needs of the young person and the abilities and qualities of treatment families. The needs of the young person are to be individually defined and the parties are to be carefully matched to ensure that those needs are met to the greatest possible extent.

- **Localisation** — young people are normally placed in INC homes in their own locality or in an appropriate home in another locality if one is not available locally, or where treatment outside their own locality is required.
• Agreement — the content of the INC treatment program is mutually agreed between the parties. The program recognises that it is essential that the young person participates fully in the decisions that affect him or her (that is, the conditions, nature and scope of the treatment).*

18.50 Children and young people eligible for placement under the INC Scheme must fall into one of the following categories:
• Remand — children's courts will place children in INC instead of detaining them in custody. These placements are normally for two to four weeks.
• Support — young offenders at risk of being sentenced to detention may be placed on a bond with the direction that they, live with an INC family. This placement is usually up to six months.
• Disturbed young people — teenagers exhibiting serious emotional and behavioural problems can be placed for up to 12 months with an INC family.
• Emergency — children and young people under court or care and protection orders can be placed for up to four weeks if other accommodation is not available. To be eligible for placement, children have to be under either a court order (that is, for offending) or alternatively, under the care of the Department for Community Welfare.

18.51 The program has 80 families State-wide who have been specifically recruited and trained to look after eligible children within their households. In 1987 they included eight Aboriginal families for the placement of Aboriginal children. The INC program made 429 placements during 1987 and, significantly, has recently experienced a significant rise in referrals of young people deemed to be 'at risk'. These young people are usually the victims of child abuse.

Rileys Inner City Youth Advocacy Service (NSW)

18.52 Evidence to the Inquiry in all States clearly indicated that young homeless people with drug and alcohol problems are particularly badly catered for by refuges and such supported accommodation programs as exist. Youth refuges generally reject such young people and residential detoxification programs are most often designed for adults (and many will not accept adolescents). In Sydney an innovative residential therapeutic program specifically for young drug and alcohol abusers aged 12 to 18 years was closed down during 1988 by withdrawal of its funding.

18.53 Rileys' aim was to provide an:

...accommodation service [encompassing] emergency accommodation, counselling, support, referral and follow up to young people with drug problems as existing services cannot meet their specific needs.5

These 'specific needs' related not only to substance abuse and related behaviour but also to the backgrounds of Rileys' clients. All of the residents had a history of chronic family instability and emotional and physical violence; 90% of the young women residents and 75% of the young men said they had been victims of sexual abuse.5 When these factors are understood in a context of the young age of this group, it is clear that a specifically targeted treatment model is required.

18.54 After some experimentation, Rileys established a two-stage residential program which was described as follows:

House 1 aims to assess and stabilise the residents in order to achieve enough awareness and control on their behaviour to make real choices as to their lifestyle, personal goals and social ambitions. It is a period of withdrawal from drugs, from the street/family scene, and from the community.

The programme is structured and the residents are expected to participate actively, both individually and in groups.
House 2 aims to support the resident in his/her effort for individuation (self, personal goals) and socialisation (social ambitions). Emotionally stable, he/she is involved in training, education, job, and slowly begins to integrate his/her decisions into a new lifestyle. He/she still needs therapeutic support, more on an individual basis.”
Rileys would like to have established a third stage — a minimally-supported stage — and to have ultimately assisted participants into independent living under the Head Leasing Transfer Scheme of the New South Wales Department of Housing.” With the closure of Rileys, there are now very few residential treatment programs in inner Sydney — an area of very high need — for homeless young substance abusers. The costs of this neglect are likely to be high (see Chapter 7, The Costs of Youth Homelessness).

PUBLIC SECTOR ACCOMMODATION MODELS

The National Youth Coalition for Housing and a number of other witnesses to the Inquiry recommended far greater involvement by State housing authorities in providing long-term accommodation for young people:

...for many young people the private rental market is totally inaccessible and home ownership is even more inaccessible. Yet in Australia we continue to have government policies and priorities that put the bulk of the government dollar that goes into housing into the pockets of middle to high income earners in the provision of subsidies for home ownership.

If we are going to deal with the long-term housing needs of young homeless people we have to deal with their needs for independent, secure, longterm affordable housing. The place for that, the National Youth Coalition for Housing believes, is within the public housing sector, as a sector that can be a longterm choice for those young people where they can manage and live in a way that is independent.”

The Victorian Youth Accommodation Coalition agreed:

...access to an affordable public housing system with an adequate stock is the best long-term solution to the already pressing need of low-income people requiring independent housing.”

Anglicare in Tasmania also made this point:

Improved access to public housing and improved selection criteria in the housing sector; specialist housing for young people; purpose-built housing for long-term homeless people who tend to be recidivists within the system and keep coming back through the shelter system, would also be an advantage.”

One scheme which combines community initiative and management and Housing Department resources is the Community Tenancy Scheme operating in New South Wales.

Community Tenancy Scheme (New South Wales)

The Community Tenancy Scheme (CTS) is funded under the Mortgage and Rent Relief Scheme of the Commonwealth-State Housing Agreement and is administered by the New South Wales Department of Housing. The Scheme has the following objectives:

- to provide secure, affordable housing to low income single people and family units;
- to manage housing stock at the local level through community-based organisations or local government authorities;
- to involve tenants in the management of individual schemes and CTS as a whole;
- to lease or purchase housing stock of a kind which has traditionally been available to low income groups but which is now declining, such as boarding houses;
- to increase the supply of housing stock through construction, upgrading of sub-standard dwellings and conversion of commercial and industrial buildings to residential use; and
- to establish community housing organisations with the potential to operate long-term housing programs.”

In initiating the CTS in 1982, the New South Wales Government argued that it was a logical development for the community sector to provide medium and long-term housing for low income earners as well as crisis and supported accommodation. The CTS's target groups are people awaiting public
housing and those traditionally excluded from, or having poor access to, public housing (for example, single people and special needs groups such as chronically homeless people).” One of the key objectives in shifting the focus of a rental subsidy scheme (the traditional Mortgage and Rent Relief Scheme) away from cash assistance was ‘to pay more attention to the supply side of the housing problem faced by low income households’. CTS tenants pay rent based on 20% of household income. This was set to give parity with the rent paid by low income households in public housing.

18.59 The advantage of community-based management of this public sector scheme, it was submitted to the Inquiry, is that individual programs operate from detailed local knowledge of housing needs and availability by drawing on local resources and expertise. In the 1986-87 financial year, 1,353 young people aged between 16 and 24 years were assisted by CTS. They represented 19% of all households assisted under the scheme."

INFORMATION, OUTREACH AND REFERRAL

18.60 If any scheme for the provision of accommodation to homeless children and young people most in need is to be successful, appropriate methods must be found for informing them about accommodation options available and for providing them with access to such services. For this reason, outreach and referral services have been developed. It is also crucial that referral services are linked into a service network.65

Housing and Young People's Outreach Service (Tasmania)

18.61 The Housing and Young People's Outreach Service (HYPO) began in Hobart in 1986 after pressure from neighbours and a Ministerial directive forced the closure of the Gateway Youth Shelter. Gateway had been funded through SAAP and provided crisis and emergency accommodation. With the assistance of the Tasmanian Department of Community Welfare, the HYPO group retained SAAP funding and its five staff positions and re-oriented its services to homeless children and young people. The workers at Gateway decided that, utilising the experience they had gained while working in the shelter, they could develop a support and outreach program that would more adequately meet the medium to long-term housing needs of young people who had previously used shelters.

18.62 HYPO aims to provide the following services to homeless children and young people in Hobart:

- locating housing in the community;
- outreach and support;
- developmental and referral work;
- advocacy on young people's behalf;
- education and recreation; and
- contacting young people in youth shelters to help them move out of the shelters as quickly as possible.

18.63 HYPO specifically tries to help young people obtain appropriate, affordable accommodation and then to offer them continuing support to retain that accommodation and to survive financially in the community. If necessary, HYPO provides emotional support and friendship when the young person's personal networks are limited.” In this respect, HYPO is also a detached housing support service. Evidence presented to the Inquiry by a worker with HYPO explains the philosophy of its service provision:

"We believe that people in need should surrender as little of their independence as possible to receive the service. That was one of the reasons that we found shelter-based accommodation so frustrating a way to deal with young people because of the need to have a policing role within the shelter just to maintain some semblance of order at times...Also we believe that in being assisted, young people's skills need to be enhanced by that process...and that the process of being helped should be as much a learning and self-enhancement process as receiving basic needs."
HYPO has the following characteristics:

- it enables contact to be made with a wide range of homeless young people (including those who would not use shelters even when in need);
- it allows for a preventive, proactive approach;
- 'workers are mobile;
- it allows more contact with young women than was possible in the mixed shelter situation;
- it recognises the right of homeless young people to make their own decisions and the importance of informing them of their rights and responsibilities and encouraging them to represent themselves; and
- it recognises the multi-faceted problems inherent in homelessness among young people, and is committed to the search for long-term solutions as well as to the provision of short-term practical assistance.

HYPO's housing and outreach work is the main feature of the service. It includes assistance in house or flat hunting;

- bond and rent assistance; budgeting and money management;
- furniture and household equipment hunting; and
- moving furniture.

HYPO also operates a furniture pool. In addition to accommodation-related services, HYPO provides advocacy assistance in obtaining income support benefits, emergency aid (including food orders and clothing) and in liaising with government departments. The program also provides assistance with family reconciliation and communication. Some legal information, referral, assistance with lawyer’s appointments and support in court is available, as are health information and referrals. Information is also available about sport and recreation and about education. In summary, HYPO attempts to address a wide range of each young person's support, information and referral needs.

COMMUNITY-BASED MANAGEMENT

The way in which the Youth Supported Accommodation and Local Government and Community Housing Programs operate means that most youth accommodation services are delivered by non-government organisations. Partly due to the strictures imposed by the YSAP guidelines, the most effective services are often those which do not receive YSAP funding. Many of these services are 'community-based' in the sense that they are initiated and managed by representatives of a local community or a locality. This means that:

- the project is conducted under the auspices of a community-based organisation;
- a management committee provides support and guidance to the workers, is responsible for financial management of the program and ensures the program runs effectively;
- the organisation, in co-operation with workers, lays down the general guidelines and policy for the functioning of the service; and
- the organisation develops links between the program and the broader community, and acts as an advocate on general youth issues.'

The underlying premise of using community-managed organisations to deliver community services is that the local community is sufficiently competent, has the requisite resources and can mobilise sufficient commitment. This premise is sometimes disputed — from two different points of view. On one hand it is argued that in fact the community cannot be expected to look after its own. Therefore, there is a need for government services to fill the gap. On the other hand, governments which seek to rely on community-based services are criticised for exploiting community good-will and volunteer labour. The Inquiry views community-based projects in a somewhat different light. They should be seen neither as 'spray-on solutions', 'cheap alternatives' or 'temporary measures’ nor as accepting
the sole responsibility for the welfare of the community. Rather, in partnership with
government, the local community can provide an individualised, locally-relevant service to
those in need. Unfortunately, the Inquiry found little interest in such a partnership on the part
of governments. Community-based projects generally contend with inflexible guidelines for
funding and a tight bureaucratic rein on programs and outcomes. In this climate, community
organisations tend to adopt an emergency or band-aid approach to needs perceived and
defined by governments rather than as they themselves perceive them (and know them, from
close experience, to be). The way in which governments initiate and fund community-
based projects requires a new balance:

- To impose rigid categories on local communities results in artificial criteria, exclusion,
gaps, overlaps, and lack of flexibility...
- At the same time...it is difficult for local people to respond to the complexities of youth
  homelessness without externally suggested program and guidelines. It is always a matter
  of balancing the creative energies, talents and understanding of particular communities
  with the knowledge, standards and accountability that the wider community has and
  demands. However, the overriding principle of a community development program is
  that what can be decided and achieved at the local level is best left with local people.'

18.68 If governments were to devolve more authority and responsibility to individual
YSAP projects, these projects could undertake a desirable change of direction:

YSAP projects need resources to vary service models to meet particular needs. They
need more authority to make project policy decisions that would enable a move
away from remedial and emergency responses to prevention and development and more
training and support to work with rather than for youth. Many YSAP projects would
welcome such an expanded role, but others would not. An increase of funds to YSAP
projects in and of itself would not necessarily ensure those necessary changes.”

18.69 Community-based services hold substantial potential because they offer
individuals the opportunity to become involved in their own community. It was put to
the Inquiry that community projects can provide, more efficiently and effectively than
centrally designed and implemented programs, individually modelled services in a context of
community support, incorporating a range of services. In addition, community-based
services promote community responsibility for children in need — with a range of
individuals, families and groups taking some responsibility for their care and support.

18.70 In the Inquiry’s view, there are individuals in most communities who would
welcome the opportunity to play a role in community development. Indeed there is
considerable evidence to support the view taken by Anthony Kelly and Sandra Sewell, in a
report commissioned by the Inquiry,” that the participation and commitment of local people
is an essential ingredient in any successful project for homeless youth. Community
enthusiasm, however, often has to contend with bureaucratic complexity and inflexibility —
with the result that it cannot be sustained. In particular:

The complexities of current Commonwealth-State relations and provisions reflect the
discrepancies between what is and what could be offered to young [homeless] people at
the local level.”

18.71 It was put to the Inquiry that Commonwealth-State funding arrangements require
substantial improvement to encourage and sustain community involvement:

Responsibility for funding is the central issue, and the more this is bounced back and forth
between Commonwealth and State, the less likely it is that either level of government
will be able to give the community a clear mandate to undertake a community
development project. The wastage of community energy and goodwill is the high cost of
this kind of confusion.”

18.72 A community project, giving young people, the local community and government
the opportunity to work together, would have the following strengths:
- accessible -- young people can participate without severing all familiar relationships with
  [extended] family, schools, neighbours and friends;
• preventive — the presence of the project in the local community sets up complementary forces and processes in local schools, churches, youth clubs etc. which help to decrease the numbers of potentially homeless young people;
• far-reaching — the community becomes aware of, and more sensitive to, the causes and the nature of youth homelessness;
• comprehensive — the project can address the needs of the whole person;
• flexible and creative — the project can be tailored to meet individual and particular situations in imaginative ways;
• accountable — young people can participate in the design, management and delivery of the project;
• responsible — by maximising local decision-making the project encourages community willingness to accept responsibility for action; and
• replicable — a community project embodies a way of working which other communities can readily recognise and implement.”

In addition, it was submitted to the Inquiry that a community-based project can incorporate 'a pool of trained volunteers who are prepared to provide intensive support and accommodation when required' which increases the available options for each child.

18.73 Kelly and Sewell commented that:

These are the particular contributions that a community development program stimulates. All community projects, however, should be expressions of qualities common to the finest of welfare services, namely: open and inclusive, wide ranging and comprehensive, expert, unbiased, nonpartisan and nonsectarian. It is most acceptable that these qualities be demanded of the community by Government in funding and evaluation negotiations, just as real authority and adequate resources be a matter for the community to discuss and demand without fear of Government reprisal.”

It must be recognised, of course, that community-based youth service projects also have limitations.” But these limitations are far fewer that those currently displayed by most youth refuges where the community is not involved.

18.74 To test our conclusions, and in order to obtain data which may be helpful to governments, we located a major community-based program serving homeless children (Sasha Bruce Youthwork Inc. in Washington DC) which has evolved over 15 years from a streetwork counselling agency to a highly integrated and co-ordinated program incorporating many of the same features as Logan City, BABI and HYPO. While it must be emphasised that this program is in the United States, where social welfare infrastructures and demographic features differ, it serves homeless children who the Inquiry determined face problems extremely similar to those of our homeless children.” The key features of the Sasha Bruce program are that it:
• is based on community support and involvement;
• is staffed by trained professionals assisted by community volunteers who are supervised and who receive training;
• serves a specific community and is managed by representatives from that community;
• respects the rights of children and encourages their involvement in assessing their needs;
• emphasises reunion of the child with the family if, after careful assessment, this is found to be appropriate;
• places the child in another stable living situation if family reunion is not appropriate or possible;
• provides accommodation while these options are being explored;
• provides outreach, intensive counselling, residential and follow-up services to young people in crisis as well as to those who have become homeless;
• also provides counselling services to families of the children concerned if they require it;
co-ordinates closely with other social service and community agencies to bridge gaps in services to youth and to facilitate referrals;

- has developed an appropriate system of confidentiality with respect to referrals;
- operates as an advocacy service for youth;
- has at least two staff on duty 24 hours a day to meet the needs of individual homeless youth, with trained counsellors always available;
- has developed specific outreach services for youth in particular need, for example, an outreach program available to schools on request for youth beginning a pattern of truancy;
- runs a program for teenage mothers who are homeless;
- provides a service which links youth into employment opportunities;
- runs a series of courses on living skills for homeless children;
- provides leisure activities for its clients as well as counselling, remedial education, and other specialised courses;
- provides aftercare programs or referrals for children (and also for families where this is appropriate); and
- draws support and funding from the private sector and the community as well as government.

The results speak for themselves:

- 95% of the homeless children and young people served by Sasha Bruce (approximately 1,000 each year) either return to their families or are placed in other stable living situations;
- the youth in the two programs provided for offenders have only 7% and 12% re-arrest rates respectively — compared to a 60%-70% re-arrest rate for youth going through the normal court processes in the District;
- approximately two-thirds of young people are not attending school regularly when they first approach Sasha Bruce (one-third are not attending at all). After receiving assistance, 75% return to some kind of schooling. In addition, 85% of the young people need and receive remedial education services while involved with the Sasha Bruce program.\(^9\)

**CONCLUSION**

18.75 Part of our objective in this chapter has been to identify, for communities in Australia, as well as for governments, the essential ingredients of a handful of programs which effectively address the disparate and often desperate needs of our homeless children and young people. While our central focus has been dictated by the needs and rights of these young people, the evidence available indicates that in practice, community-based programs are economically, as well as socially, the most effective. Because the Australian programs are all relatively recent in origin, it is difficult to prove this in statistical terms. However, the demonstrated success rate of BABI in Queensland in placing children in supportive accommodation, encouraging them to remain with their families where possible, and preventing their involvement in the juvenile justice and welfare systems has been of enormous benefit in assisting the children involved — and has also saved the Queensland Government substantial sums of money.\(^9\) The evidence available from the Sasha Bruce Youthwork programs, which have operated over a longer period and dealt with children and families with very similar problems, supports this conclusion.

18.76 Accommodation in short-term refuges — the primary weapon in the YSAP armoury\(^81\) — is clearly a superficial and often ineffective response to protecting our homeless children. The focus of government efforts must be shifted — quickly.
Notes

1. P. Tynan, Centacare Newcastle (NSW), Transcript at 1914.
3. See also, id, at 60.
4. J. Chisholm, Youthcare, Anglicare (Tas), Transcript at 1498-1499. See also, S.137, Support Housing for Young People in Fitzroy, Collingwood and Carlton Inc. (Vic), at 3; T. Bourne, Lifeline Gold Coast (Qld), Transcript at 392; D. Elliott, Townsville Sharehouse (Qld), Transcript at 420.
5. The Knights Hill program is detailed in Chapter 19, Health Needs and Services. See also, Summerleas Farm, Tasmania, detailed in Chapter 23, Job Training and Employment Programs.
6. S.64, Bamardo's Australia, at 1.
7. S.106, Youth Affairs Council (SA), at 4; S.70, Children's Interest Bureau (SA), at 3.
8. P. Tynan, Centacare Newcastle (NSW), Transcript at 1917.
11. S.40, Youth and Family Services (Logan City) Inc. (Qld), at 6.
12. The only funding received for this program is a rental subsidy from the Queensland Housing Commission of $30.00 per week per house.
13. S.40, Youth and Family Services (Logan City) Inc. (Qld), at 10.
15. S.19, Bayside Adolescent Boarding Inc. (Qld), at 1.
16. A. Crow, Kings Cross Youth Resources (NSW), Transcript at 171.
18. See also, S.45, Galilee Family Placement Scheme (ACT), at 2.
20. Ibid.
21. S.19, Bayside Adolescent Boarding Inc. (Qld), at 8.
22. Id, at 10.
23. M. Stokes, Bayside Adolescent Boarding Inc. (Qld), Transcript at 296.
24. Ibid.
25. Id, at 297.
26. Quoted in S.19, Bayside Adolescent Boarding Inc. (Qld), at Appendix G.
27. S.77, Youth Accommodation Coalition (Vic), Appendix 9, at 48.
28. Id, at 41.
29. Id, at 44.
30. Id, at 50.
31. Id, at 49.
32. Id, at 50-51.
33. Id, at 43.
34. Id, at 43.
35. S.137, Support Housing for Young People in Fitzroy, Collingwood and Carlton Inc. (Vic), at 2.
36. B. Jowle, Youth Accommodation Karratha (WA), Transcript at 790.
37. S.77, Youth Accommodation Coalition (Vic), Appendix 9.
39. Ibid.
40. S.69, Wombat Youth Accommodation Services Group Inc. (Vic), at 5.
41. Wombat is critical of the Ministry of Housing's policy of charging a flat rate which they see as unrealistic for those on extremely low incomes such as the Job Search Allowance.
42. S.69, Wombat Youth Accommodation Services Group Inc. (Vic), at 4.
43. Id, at 3.
44. M. Blowes, Residential Alternatives for Teenagers, Transcript at 555.
45. Id, at 557.
46. Id, at 553.
47. C. Rungie and P. Burns, A Review of INC - a programme for placing young offenders in the community as an alternative to secure care (SA Dept for Community Welfare, 1983) at 10.
48. Id, at 7.
49. Id, at 7-8.
50. S.84, Rileys Inner City Youth Advocacy Service (NSW), at 2.
51. Id, at 3.
52. Id, at 4.
53. Id, at 10.
54. M. O'Neil, National Youth Coalition for Housing, Transcript at 1074.
55. D. Otto, Youth Accommodation Coalition (Vic), Transcript at 905.
56. J. Chisholm, Youthcare, Anglicare (Tas), Transcript at 1499.
58. Id, at 47.
59. Id, at 37.
60. S.1200, NSW Government, at 7.
61. S.77, Youth Accommodation Coalition (Vic), Appendix 10.
62. Adverse reaction from the community to youth refuges is a common occurrence. It is one of the reasons we believe community involvement in youth support and accommodation services is essential - and the present refuge model seriously deficient.
63. P. Beyers, Housing and Young People's Outreach, Transcript at 1450.
64. Ibid.
65. During 1986, 56% of HYPO's registrations were from young women and 44% from young men. This contrasts markedly with Gateway's experience where only 5% of residents were female and 95% male: The H.Y.P.O. Recipe, (Cwth Department of Community Services and Health, IYSH National Focal Point, 1987) at 13.
66. See, eg, S.77, Youth Accommodation Coalition (Vic), Appendix 9, at 48.
68. Id, at 23.
69. Id, at 28.
70. S.117, Youth Accommodation and Supervision Scheme, Barwon Region (Vic), at 3.
72. Id, at 7.
73. Id, at 27.
74. Id, at 32-33.
75. S.117, Youth Accommodation and Supervision Scheme, Barvon Region (Vic), at 2.
76. Kelly and Sewell, op cit, at 33-34.
77. As Kelly and Sewell set out, such a project is:
   * not remedial -- the most damaged young people and chronically transient young people require highly specialised and focussed attention;
• often short-lived — despite all the energy, effort and goodwill that goes towards setting up a community development program, changed circumstances, including changes of individuals, can sometimes change everything;

• problematic with regard to quality control — while the community can demonstrate the very best responses, it can also demonstrate the very worst. In spite of efforts to build in State and regional level support for local workers, these structures do not always ensure quality control; and

• vulnerable — to criticism and abolition by government: *id*, at 34.

78. The Chairman of the Inquiry inspected the program and had discussions with the senior staff.
79. Monthly monitoring evaluations are conducted by the District of Columbia Department of Human Services.
80. These 'savings' are, of course, savings in relative terms. The relevant comparison is the potential cost of failing to address the problem of youth homelessness effectively, an issue which we canvass in Chapter 7, The Costs of Youth Homelessness.

78. See generally, Chapter 2, Government Responses to Youth Homelessness, and Chapter 15, Youth Supported Accommodation Programmes