

SA Housing and Homelessness Strategy Report

Version 3
January 2019

This report has been developed by The Australian Centre for Social Innovation (TACSI) on behalf of the SA Housing Authority. The content in this report is a collation of the expressed views of key stakeholders within the South Australian housing sector and not the endorsed position of the SA Housing Authority or the South Australian Government. This report aims to provide background information to the Authority and the Government in the formation of the Housing and Homelessness Strategy.



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1. Background and Process



1.1 Introduction

The purpose of the project was to a) provide initial insights into key challenges experienced in the housing and homelessness system in SA, and b) provide direction for how a partnership-based process could be undertaken to develop the strategy

The Australian Centre for Social Innovation (TACSI) has scoped for the South Australian Housing Authority (SAHA):

- Opportunities for systemic change across the broader housing system in South Australia
- Willingness and conditions for a cross sector, collaborative approach to the South Australian Housing and Homelessness Strategy

Key stakeholders were asked about their values and perspectives on the housing and homelessness system and opportunities for

change. This overview is a summary of the 11 interviews that occurred over September and October 2018 and perspectives derived from system mapping exercises with staff from the SA Housing Authority.

This report outlines the key insights drawn from these activities and summarises:

- Headlines where a collaborative strategy could support better outcomes in home and housing for South Australians
- Conditions needed to harness the opportunity of collaboration to generate these outcomes across South Australia

Special thanks:

We sincerely thank everyone who generously offered their time and insight to building this systemic view for change and improving home and housing outcomes in SA. This picture came to life through the open and honest contributions of people committed to changing the experience of home and housing for everyone in the State.

1.2 Methodology Overview

The process involved a combination of design research and systems thinking activities

We focussed on an in-depth over breadth approach, aiming to understand the context for key stakeholders and to generate multiple insights and opportunities to respond to.

In-depth interviews:

Eleven in-depth interviews were conducted with key stakeholders from across the housing and homelessness system in SA across September and October 2018. Stakeholder backgrounds included community housing, real estate and property management, advocacy, homelessness, local government, urban and property development, youth services, ageing, community services and Aboriginal services and advocacy. Across these contexts we spoke to Chief Executives and Senior Executives working for NGOs, local councils and peak bodies, as well as a State Government Commissioner.

Systems mapping:

Using the qualitative data gained from the interviews and building upon existing research conducted by SAHA's Strategy team, a multi-dimensional view of the home and housing system was mapped to identify key opportunities for change.

2. Functions of Home



2.1 Functions of Home - Overview

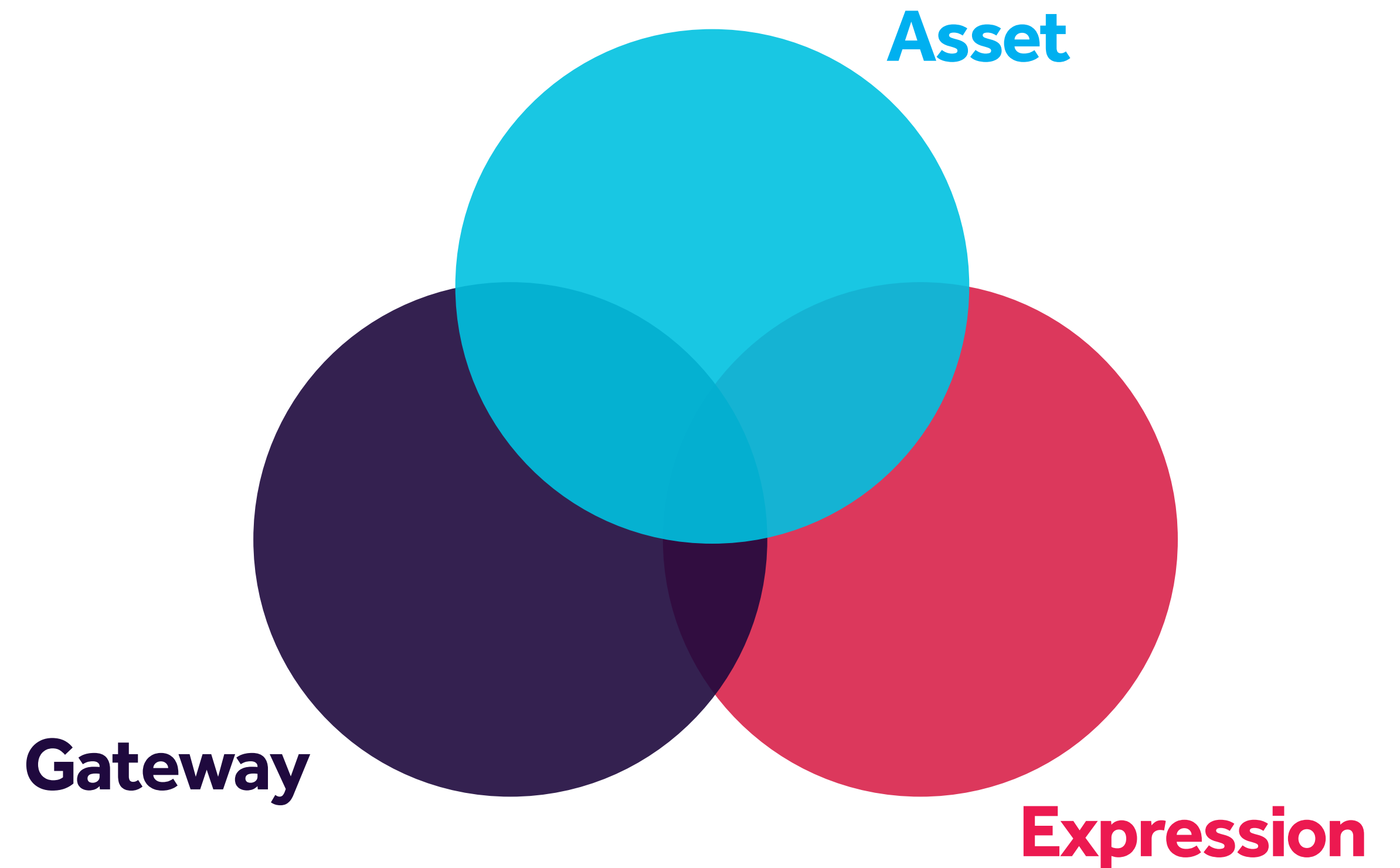
It's no secret that having access to a good home is necessary for all of us to reach our full potential and get the most out of life.

But what exactly is a 'good home'?

Over the last four years TACSI has been redefining the role of home in creating better outcomes in people's lives. A good home provides more than shelter, and any strategy focussed on housing and homelessness must consider the multiple functions of home.

This model of home has been developed out of this body of work. We've been using it across many contexts related to home, housing and homelessness in establishing design briefs, shaping strategies and assessing the impact of solutions.

Beyond the bricks and mortar, a good home has three critical functions in people's lives:



More detail about each of these functions are on the following pages.

The real asset is security of tenure, not financial equity



Knowing you can wake up in your own home tomorrow – having control over when and where you move - enables a wider sense of self-determination, self-efficacy, and a feeling we're in charge of our own existence. It prevents us feeling like others control our lives, or that the needs and decisions of others force us to live in certain ways, not of our choosing.

When our home functions as an asset, we're able to choose how we use the space and the nature of its built form. This flexibility enables us to use our home as a platform and foundation for getting the most out of life.

There's no denying affordability impacts how well our home functions as an asset – when we use too much of our income maintaining a home, we become limited in other areas of our life. However, affordability is only one way our home can either limit or enable our opportunities in life.

Security of tenure gives us the freedom and stability to invest in our home and neighbourhood, without the fear this could all be wasted time and energy. If we're worried we could be made to move as a result of circumstances out of control, we become less open to making these investments.

Gateway is the access point that connects us to others and our community



The ability to regulate the flow and quality of relationships through the home is critical to reducing loneliness and isolation. A good home enables us to 'open the gate' when we want or need interaction and support from others. However, it also enables us to 'shut the gate' when we feel the need to be in our own company, or feel safe in our own sanctuary.

The 'gateway' of our home is greatly affected by the nature and function of the neighbourhood in which it's located. Neighbourhoods that feel safe, have inviting public spaces, shops and services, and are easily walkable facilitate regular and ongoing incidental interactions between residents. These interactions enable relationships to evolve and deepen over time, and are how information about neighbourhoods spread, enabling people to know when and how to act when someone needs support.

The design of our homes also has relevance. 'In-between spaces' such as front porches and front yards facilitate the choice for people to opt in or out of what is happening on their street. However, contemporary housing designs often limit such flexibility, through emphasising privacy and separation from the street.

Our homes play a critical role in expressing our identity



Expression

The freedom to invest in our home and neighbourhood is critical in how we express ourselves.

When we're limited in how we're able to express our self, our wellbeing suffers.

Having control over the space gives us the freedom to tailor the environment to our own personal tastes, and display our personal artefacts and possessions – these express who we've been, who we are and who we may become. Control over these aspects also enables us to perform the daily routines, rituals, and hobbies through which we find purpose and meaning in life.

Being able to invest in a home and community enables us to form stronger, more congruent identities because we are able to locate and associate our self within a specific 'place'. When this isn't possible, we often feel 'lost' and like we don't belong anywhere.

Expressing our self through our home is critical in creating our own sanctuary – when we are limited in this, it can feel like we don't have a safe space in the world.

3. Opportunities for Systemic Change



3.1 Stagnation to Fluidity

Multiple blockages exist across the housing and homelessness 'system', preventing the flow of people to the best home/housing outcomes.

The housing and homelessness system in SA exists in a state of 'stagnation', caused by multiple bottlenecks throughout it. As a result, people get stuck within or repeatedly cycle through certain options.

This stagnation is preventing the flow of people into home/housing options that set them up for success and promote prosperity in life, especially as people's needs and circumstances change over time. Because there isn't space in any part of the system for people to move to, everyone's mobility becomes limited. In this sense, many become stuck in options that once suited them well, but now prevent further improvements to how they experience life.

Our initial exploration has identified bottlenecks across all layers of the system, and within all sections of what is commonly referred to as the 'housing continuum'. Some of these include:

- Lump sum of stamp duty prevents many from entering home ownership
- Increasing cost of private rental is reducing the ability of social housing tenants to transition into the private market
- Institutional racism prevents Aboriginal and Torres Strait Islander peoples to enter private rental and access finance (for home ownership)

- Increasing house prices and associated costs of moving (including stamp duty) prevents older people from moving to alternative forms of home/housing within the same areas they have been living for much of their lives
- Systems and supports for helping people with complex needs currently aren't effective in preventing cycles of crisis, necessary for maintaining long-term tenancies and improved home and housing outcomes over time

More work needs to be done to deeply understand what is causing these bottlenecks. Through a better understanding of the barriers to fluidity and how they interdependently exist, we will become better placed to identify the best opportunities for creating the most impact across the system.

Opportunities:

- How might we develop deeper and shared understandings of the bottlenecks and barriers to fluidity that exist throughout the housing and homelessness system?
- How might we create space in the housing and homelessness system that enables people to access the most appropriate options for home as their needs change over time?

3.2 Creating a market for outcomes

Shifting from mindsets of 'subsidy' to mindsets of 'investment'.

The housing continuum is commonly used as a framework to describe how the housing and homelessness system exists and functions. Many assume it describes 'a pathway' for how people experience and transition through various parts of the system. This characterisation is false – people actually experience housing more like 'a game of snakes and ladders', cycling in and out of various forms of housing, often through circumstances out of their control.

The housing continuum actually represents a continuum of subsidy, which is problematic for two key reasons:

1. A subsidy mindset promotes thinking and action towards minimising deficit, at the expense of working towards new possibilities and growth
2. Its separation from the realities of people's lives means it is extremely limited in its ability to achieve outcomes when used as a framework to guide decision making (in spite of many actors in the public and non-government sectors using it for this purpose)

As an erroneous influence to how people make decisions, the housing continuum is limiting our ability to reach shared understandings of the actual pathways into and journeys through housing in SA. In response, we need to develop better understandings of what these pathways are and how they are experienced, so the solutions of the future lead to better outcomes.

Becoming aware of the subsidy mindset inherent in the continuum gives us an opportunity to flip this mindset into one more of possibility and 'investment'. An 'investment' mindset is more congruent with supporting action that facilitates the conditions for growth, fluidity and achieving better outcomes. It also fundamentally changes how we:

- Use money – i.e., what gets funded, why and under what circumstances
- Measure and judge 'success'

Continuing to act from an impetus of 'minimising subsidy' will inevitably cause us to continue to constrict and stagnate the system, perpetuating the challenges we are currently experiencing.

Opportunities:

- How might we create new shared references and frameworks that more accurately represent how people experience the housing and homelessness system in SA, and are not constrained by the limitations of the housing continuum?
- How might we work together to collectively shift our perspective of the housing and homelessness system utilising mindsets of 'investment' rather than 'subsidy'?

3.2 Creating a market for outcomes *cont.*

We need to consciously design, test and evolve markets for outcomes.

Many parts of the housing and homelessness system currently reward and incentivise outputs at the expense of outcomes. Much of the system also works in silos, missing opportunities to realise greater efficiencies and achieve better outcomes that can come from joined-up ways of working. For example, what are we truly creating and shaping in the transfer of public housing stock to the social sector?

In attempting to shift how the housing and homelessness system functions, we will need to take an active approach in ensuring these shifts are capable of achieving outcomes – passive shifts aren't capable of achieving outcomes on their own. New ways of working will need to be designed and tested within contexts that are capable of evidencing their effectiveness (or ineffectiveness). The Adelaide Zero Project was described by some as an exemplar of how new ways of working together are possible with an outcomes focus. People are keen to learn from experiences and actions like the Adelaide Zero Project in understanding how to collaborate for greater scale and impact.

Developing and testing shifts to the system will require investment into the conditions that support experimentation. Some have described the system as inherently lacking many of these conditions. For example, a lack of resources to dedicate to these kinds of activities, cultures and stakeholders that don't provide permission to 'fail' or support learning

from failure, and a lack of investment available to fund this work. Without supporting experimentation, we will continue to limit our ability to identify actions that can change the system and achieve outcomes.

Opportunities:

- How might we become more active in our attempts at systemic change, and learning from what has already been attempted?
- How might we collectively support and enable the conditions necessary for experimentation to thrive?

3.3 Housing is treated as a commodity, not a right

Housing is our most taxed asset and how tax is being applied is causing stagnation.

A common perception is that 'property' is a key source of revenue for all levels of government (i.e., Local, State and Federal). Given the policy drivers and implementation of these taxes largely exist within separated silos, there is widespread frustration about how their combined impact is contributing to stagnation in the system. Therefore, many see an opportunity for all levels of government and intra-governmental departments to work together towards creating more fluidity in the system through evolving how taxation is implemented.

Examples of how taxation is contributing to stagnation include:

- Stamp duty – paid in one lump sum – is the biggest barrier to entry for home ownership. Having to save a 'deposit' for a loan has less relevance in a market where loan providers like HomeStart exist (who offer loans at 98% LVR)
- Negative gearing is facilitating the formation of particular classes of land owners
- Councils are being pressured to provide subsidies to providers of social housing. For councils that have higher concentrations of social housing, this can have significant impacts to their revenue potential

Many are hopeful about how a collaborative approach to the housing and homelessness strategy could create impact in this area, given this issue

would normally be perceived as too difficult and complex to otherwise address. Many believe the biggest opportunities for creating more fluidity could exist within tax reform, and that this could be achieved without government necessarily having to reduce its revenue.

Opportunities:

- How might governments collectively evolve the implementation of taxation to create more fluidity in the housing and homelessness system?
- How might non-government stakeholders support and make this kind of reform as easy as possible for government?

3.3 Housing is treated as a commodity, not a right *cont.*

Housing is used to make money first, and home people second.

A key tension of the housing and homelessness system as a whole, and discreet parts of it in isolation, is that some people use it to make money, while others use it to access a home (and some use it for both purposes). We do not explicitly acknowledge nor address that either sides of this tension sometimes come into conflict, can at time be mutually exclusive. Consequently, when such tensions do arise, the most consistent outcome, generally, is that those making money continue to make money, at the expense of good homes being accessible to those who need them.

Examples include:

- Taxation on the construction and transfer of ownership of homes
- Business models based on residential sales and the management of rental properties
- Private housing portfolios acting as self-managed superannuation funds
- Reports tenants with the most complex needs are increasingly exiting community housing and having to rely on public housing

We need to have more explicit dialogues, and reach shared understandings, regarding what the fundamental roles of all forms of home and housing in society are, and who each ultimately exists to serve and support. Developing and reaching these shared understandings will

enable stakeholders across the system to be clearer about what their roles and contributions towards achieving outcomes could be. It also enables stakeholders to collectively call-out and constructively redress behaviours, assumptions, attitudes, ways of working, business models, etc, that aren't contributing to or are working against outcomes. We must enable spaces and methods for doing this that don't feel personal and minimise the establishment 'us vs. them' attitudes that inhibit collaboration.

Opportunities:

- How might we become better at equitably dealing with tensions in desired outcomes between stakeholder groups, when such tensions arise?
- How might we develop shared understandings of the fundamental role of all forms of home and housing in society – including who each ultimately exists to serve and support – to enable greater clarity in how we collectively organise for achieving outcomes?

3.4 Increasing density, investing in amenity

Density and amenity must go hand in hand to create better outcomes

Many agree there is a need for Adelaide to increase its housing density for continued social and economic growth. Given physical growth of the city is limited east to west (by the hills and sea), increasing density is necessary for growth to occur while minimising sprawl in the outer northern and southern areas. Many feel current actions towards increasing density need to be more actively managed to prevent other negative consequences that are already beginning to manifest.

Many perceive the current focus on 'increasing density' as lacking a parallel focus of 'developing accompanying amenity' – amenity that is needed to make these areas great places to live, work and play. Many described the result of this lack of parallel focus as the creation of suburbs that are cold and barren, and whose residents are disconnected from each other and other parts of the city. Some have even coined these suburbs 'housing pollution'.

Many will argue this form of 'density without amenity' contributes to better housing affordability. While there is a shallow truth to this – simply because houses no-one wants to live in are cheaper by nature – we can't ignore this lack of amenity creates other forms of poverty and comes with other social costs. Most notably, we've heard about an ever increasing 'transport poor', who experience financial vulnerability as a result of the transport costs caused by having to leave the communities in which they live to find and maintain employment, and complete

general day-to-day activities.

Furthermore, suburbs whose residents have higher rates of daily emigration are more socially disconnected, because residents physically spend less time in the area they live, creating less opportunities for people to get to know each other. This creates a sad irony where the communities with the highest needs for social support, are the least-equipped to provide it to each other.

There are of course examples where the development of amenity in new large-scale developments, such as St Claire and Lightsview, has kept pace with the construction of the homes that surround them. However, we can't forget developments such as these only represent one 'way' of increasing density – we need to ensure amenity is considered across all other 'forms/ approaches/ attempts' at increasing dwelling density as they occur. For example, how will we ensure appropriate amenity is developed within many of our long-established suburbs, as they inevitably transition from low density to medium density residential zones? What risks and opportunities do we face given much of the density increases in these suburbs has so-far occurred through the subdivision of existing blocks – often by 'mum and pop' investors or 'medium-sized' developers? We can't ignore it's these same suburbs that have long-been experiencing gradual declines in the amenity they once had – e.g., smaller, hyper-local shops, services, clubs and other community assets – as the presence of 'commercial centres' has grown over the decades.

3.4 Increasing density, investing in amenity *cont.*

There is a large opportunity for the planning system and the ongoing development of our planning laws to play a key role in how we respond to these challenges. The good news is, we already know how many of these challenges can be met. For example, we know neighbourhoods that feel safe, have inviting public spaces, greenery, shops and services, access to transport and are easily walkable, facilitate ongoing incidental interactions between residents – it's these interactions that enable relationships to evolve and deepen over time. These interactions are also how information about neighbourhoods spread, so people know when and how to act when someone needs support.

Homes that have 'in-between spaces' – i.e., front porches, front yards, kitchens and living areas that overlook the street – enable their residents to have greater connections with those who live around them. These connections help people feel a greater sense of belonging to where they live.

Social services and economic development are also well-placed to contribute to the development of amenity in our suburbs. We know communities that have local supports and services that respond to local needs, and have access to quality, secure, locally-based employment demonstrate improved outcomes over time, in a wide variety of social and economic factors. Developing amenity is not just about the built-form of our homes and neighbourhoods – it's also about building the capacity of communities to support themselves and each other.

None of these 'known truths' are new news – architects and town

planners have been designing with and for these principles, conditions and outcomes for centuries. Therefore, we need to come to a shared understanding as to why so many of our attempts to increase density are occurring without these parallel efforts to invest in amenity. Again, through reaching this shared understanding, we will best position ourselves to know how to respond to the challenge, across multiple levers throughout the system, and with their relevant stakeholders.

It is also worth highlighting that history is scattered with examples where architects, town planners, and other related disciplines have got the implementation of these principles and conditions 'wrong', despite their best intentions. The resulting outcomes have generally been in direct opposition to the prosperity of the people and communities they were attempting to design for. Well known examples include, many of the brutalist social housing estates built throughout the UK in the middle of the twentieth century (often referred to as 'muggers' paradises') or the Bijlmermeer (Netherlands). In many of these instances, the chasm between intended and actual outcomes has been the result of a preference for the 'expertise' of the 'professional' at the expense of a respect for the expertise that comes from lived experience. Therefore, in designing the future amenities accompanying our attempts to increase density, we need to ensure we place the voice and lived-experience of the people who will ultimately be living in these buildings and communities front and centre in the design process. Otherwise, we risk making the same mistakes as those who have attempted similar exercises before us.

3.4 Increasing density, investing in amenity *cont.*

Opportunities:

- How might we become better at ensuring the amenity we know 'works' is implemented alongside our attempts to increase density throughout Adelaide?
- How might we learn from the attempts of others to create amenity, so we don't repeat their past mistakes?
- How might we ensure we include residents and communities in the design of the amenities that will ultimately form part of their social capital?

3.5 Renting is more complex than just the 'private' rental market

The 'market place' for renting (public, community and private) needs to be more joined-up and focussed on achieving outcomes.

The 'rental market' exists beyond simply 'private rental' –i.e., public and community housing are both essentially other forms of rental. Each of these silos has its own tensions and strengths in how they operate and contribute to the broader housing and homelessness system. A joined-up strategy and policy approach provides opportunities for:

- Better collaboration between these silos
- The strengths of distinct actors/ silos to create wider value among others in the system
- Minimising tensions where they might exist

For example:

- The **private rental** market is widely perceived as having a particular strength in the management of assets. However, due to a lack of accessibility of other parts of the system, it is increasing having to respond to homing people with complex needs, which some argue it is ill-equipped to do. Others also assert that business models of professional property managers are incongruent with facilitating positive outcomes for tenants (and in some cases landlords).
- **Social housing** has a long history of positively managing people/ tenancies and assets. However, neither of these functions have been identified as particular strengths of the sector either. Tensions have been identified in relation to the conditions underpinning the transfer of public assets to the social sector – namely, that it is a big ask for

NGOs to re-invest in the creation of more places, when they don't have access to the equity of the land to fund this activity. Others have identified a tension based-on anecdotal evidence that suggests tenants with the most complex needs are increasingly leaving the community sector to depend on public housing. If the sector is increasingly receiving control of public housing assets, some argue they should also have a greater responsibility to home and facilitate outcomes for all groups in society (including those with more complex needs, among others).

- **Public housing** is under pressure because of its declining asset base, especially given it has not been perceived to have had a recent focus on asset management. It also continues to have the biggest responsibility for homing the most vulnerable and those with the most complex needs. Managing tenancies/ people (especially those with complex needs) is perceived as a particular strength of the public housing sector.

Opportunities:

- How might we evolve our rental system to have less of a legal and administrative focus to having a greater focus on outcomes?
- How might we develop more joined-up approaches and strategies within our rental market, capable of leveraging complementary strengths for shared outcomes?

3.6 Stopping the flow in, and enabling the flow out of crisis

Crisis is not just a response, it is an embedded culture, and a way of operating and allocating funding.

Many have described the housing and homelessness system as functioning within a perpetual state of crisis. This state creates and reinforces cultures of practice and funding that are reactive, and focussed on reducing the impact of harm, only after harm has occurred. This results in people cycling in and out of crisis, which compounds the flow of people into the crisis system over time. Within this context, there is a significant opportunity to invest in 'harm prevention', to stop the flow of people into the crisis system. This kind of work will inevitably require increases in funding, at least in the short term, before such work has become effective at reducing the flow of people into crisis, and freeing-up funds that can be used to offset ongoing prevention work into the future.

In many contexts, we have access to an understanding of the channels contributing to the flow of people into crisis within the housing and homelessness system. However, much of the work currently being undertaken is occurring in silos and in separation to each other. Therefore, there is an opportunity for the people doing this work to develop more integrated approaches for working with each other. Ironically, pathways out of crisis (that enable long-term outcomes) are less understood. This means we are incapable of incentivising actual pathways out of crisis, because we don't know how or what to incentivise. This

lack of shared knowledge and collective capability creates a culture comfortable with the status quo of incentivising and reinforcing outputs. This tension provides the foundation for a tough conversation we inevitably need to have, if we are to have any hope of moving from the current focus on outputs, toward collective, joined-up action capable of achieving outcomes.

Our lack of a deep understanding regarding the pathways out of crisis is also reflected in current approaches to contract management. We've heard these approaches are transactional in nature and tend to reinforce outputs. We also encountered frustration in how these approaches are limited in creating opportunities and providing resources for the work that prevents the channels of people entering crisis (as described above). Moving from approaches of contract management to cycles of commissioning presents an opportunity for more nuanced and targeted action that moves beyond simply 'allocating resources', and are more active in their strategic planning, procuring of services, monitoring, learning and evaluation. However, our lack of deep understanding of the pathways out of crisis means we're still only capable of using commissioning cycles as a blunt instrument – until we better understand these pathways, we will continue to remain incapable of applying the nuance necessary for them to realise their potential in achieving outcomes and impact.

3.6 Stopping the flow in, and enabling the flow out of crisis *cont.*

Opportunities:

- How might we come together to develop more integrated approaches to reducing the flow of people into crisis ?
- How might we collectively develop shared understandings of the pathways out of crisis that lead to long-term outcomes?
- How might we move towards employing cycles of commissioning that enable more nuanced and strategic responses to the challenges we're facing?

3.7 Diversity is what's missing in the SA housing and homelessness system

Specialised solutions must be developed with the people they are meant to create outcomes for.

We know South Australia has a diverse population—throughout the state, its residents come from a range of different circumstances, have a range of different needs, face a range of different challenges and have a range of different hopes, dreams and expectations for their future. The circumstances, needs and challenges of the state at large also continue to change over time.

The lack of diversity of options within the state's housing and homelessness system is struggling to meet the current diversity of needs within its population. In isolation, each part of the system exists in somewhat of a homogenous state (i.e., private rental almost exclusively provided by a private landlord through a contracted property manager; home ownership almost exclusively accessed through obtaining a mortgage). This contributes to certain groups becoming trapped within certain 'types' of home, especially when a large degree of resources and change in lifestyle is often required to 'progress' from one 'type' of home to another. As previously discussed, people becoming 'trapped' within certain 'types' of home is contributing to stagnation across the system at large.

Many agree there is a need to create more diversity within the SA housing and homelessness system through designing and developing new options for accessing a home—especially options that meet the needs of groups who widely find it difficult to access homes that meet

their needs. Based on those we spoke to, some of these groups include those ageing, escaping domestic violence, living with mental health conditions, youth, single people and new migrants.

Aboriginal and Torres Strait Islander people have been widely described as in particular need of specific options that enable better access to a home, because of the impact of institutional racism that occurs throughout the housing and homelessness system. As a result of this discrimination, Aboriginal and Torres Strait Islander people often find it particularly difficult accessing home ownership or entering the private rental market. This means Aboriginal and Torres Strait Islander people generally have a greater dependence on social housing, which is often provided under circumstances that are ill-equipped to support continued practice of culture. The dissolution of the Aboriginal Housing Authority in SA was explicitly named as having a negative impact to access. There was particular concern raised about the loss of a structure that supported the practice of culture and self-determination.

Whatever specialised solutions or options we develop in the future, we must ensure they are developed with the people they are for as co-designers. In spite of anecdotal evidence suggesting who some of the groups in most need might be, many described a lack of information reliable enough to design from. This includes population-level data that describes segmentation and need, in addition to deep understandings of the experiences of people currently within the system (i.e., what works and what doesn't).

3.7 Diversity is what's missing in the SA housing and homelessness system

As described above, increasing diversity in the system will require contexts that support experimentation. Without investing in the conditions and creating the incentives that support this, it will be difficult to encourage organisations and actors to move beyond their existing 'business as usual' mindsets and create the home and housing options of the future.

Opportunities:

- How might we create better access to the data and information necessary for designing the home and housing options for the future?
- How might we include people in the design of new options that are specifically for them?
- How might we work together to eradicate institutional racism where it exists throughout the housing and homelessness system, and that particularly impacts the outcomes of Aboriginal and Torres Strait Islander people?
 - What role can non-Aboriginal people play in supporting Aboriginal and Torres Strait Islander leadership throughout this process?
 - How might we co-create and support self-determined options for Aboriginal and Torres Strait Islander people to access home?

4. Conditions for Collaboration



The fundamental conditions exist for taking a partnership approach for developing the Housing and Homelessness Strategy for systems level impact.

What is missing is:

1. Coordinated effort and investment
2. A space for people to safely but robustly challenge 'what is'
3. Coordination for influence and innovation

Below is a summary of the key conditions for success in undertaking a process of this nature, identified by those who we engaged in the current project.

4.1 There is a genuine willingness and openness to contribute to a different type of process.

People recognise 'the problems' we're currently facing are big and complex, and that no single person/ organisation/ entity (including government) is capable of responding to them on their own. Similarly, ongoing experience with 'business as usual' approaches continue to demonstrate their inadequacy in meeting the scale and complexity of these challenges. Within this context, people are open, if not hungry, for new ways of working, because they're aware we'll remain incapable of

meeting these challenges if we don't change how we're trying to address them.

This context creates an opportunity and permission for the new strategy to be developed through a new kind of process that hasn't previously been attempted. So far, people have been very receptive to the current communications that describe 'partnership-based' approaches for undertaking this action.

4.2 Although the current system isn't outcomes-focussed, an approach focussed on achieving outcomes is something many could quickly align around.

Given the failures of existing approaches in addressing problems and challenges of the housing and homelessness system (as described above), re-organising around a focus of achieving outcomes is something many find motivating and would support. However, people have identified certain conditions necessary for any process of this nature to be successful. These conditions are ultimately about creating trust between those who will need to work together, especially among those who have little experience working together previously.

These conditions include:

- A collaborative working environment where participants feel safe to leave their 'brand' and 'patch' behind – when people have to represent the interests of a 'brand', 'patch' or organisation, they tend to 'lobby' on behalf of these interests. Lobbying behaviour is widely perceived as a barrier to achieving outcomes because it squashes collaboration – individuals tend to prioritise the needs of themselves, or a few, at the expense of the needs of the many, or the wider system
- Transparency and an openness for genuine sharing for action, including:
 - Access and sharing of real data people can act from
 - Alignment around specific problems, with shared understandings of why certain problems are being prioritised at any given time throughout the process
 - Commitments from all stakeholders to be open and contribute to tough, constructive conversations, that are likely to result in tough decisions – there should be no 'sacred truths' off the table for examination and/ or evolution throughout the process
- The SAHA cannot be perceived to shape or influence the process to achieve any preconceived views/ ideas of what any actions/ outcomes/ components of the future strategy might be (prior to proper co-design)

4.3 The strategy and its design process need to look and feel like we're all in it for the long haul

As mentioned above, the challenges we're facing are complex, and it's unrealistic to expect we'll be able to solve any of them in the short term. Meeting these challenges will require the long-term, sustained and coordinated efforts of many, so any housing and homelessness strategy of the future needs to reflect this. For the strategy to appear credible, the outcomes it is seeking to achieve need to demonstrate attempts at long-term impact (rather than cheap, short-term 'wins'). In doing so, the process facilitating its development will need to:

- Demonstrate an outlook/ approach/ plan/ process that can exist beyond any single government or political cycle
- Be apolitical/ not limited or driven by party politics
- Be strategic and tactical in how it is implemented (i.e., not everyone needs to be involved with everything all the time) – necessary to maintain momentum, and avoid the process becoming stalled or 'bogged down'
- Equip participants to create/ catalyse change once they exit the process and return to their everyday contexts (where they may have to resolve tensions that arise from their 'brand', 'patch' or organisation)

4.4 The process for co-leading/ co-designing the strategy is just as important as the strategy itself

If the process for the ongoing development of the housing and homelessness strategy doesn't look and feel like a partnership-based approach, the strategy itself will quickly lose credibility among key stakeholders. In order to maintain its credibility, the process will need to:

- Enable ongoing clarity among stakeholders about what the process will look like – this enables people to feel confident and take an active role in how they can best contribute
- Avoid looking like it is mirroring previous ways of working or 'business as usual' – especially where decisions and actions could be perceived to occur 'behind closed doors'
- Challenge and enable stakeholders to leave behind 'ingrained' ways of working' that won't be conducive to new approaches – e.g., 'information sessions/ forums' with limited potential for impact (by government) and 'lobbying behaviour' (for non-government stakeholders)

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