National Partnership Agreement on Homelessness
Tasmanian Homelessness Implementation Plan

July 2009 – June 2013

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Preamble

This document outlines Tasmanian specific actions and new initiatives under the Homelessness Implementation Plan over the five year period from July 2009 until June 2013. Priorities were identified through the Tasmanian Homelessness Plan which was developed in consultation with key stakeholders and the Tasmanian community and launched in September 2010 as Coming in from the Cold. Further refinements were required as initiatives are implemented and intended reforms are achieved and evaluated. The initiatives documented here respond to the four core outputs from the National Partnership Agreement on Homelessness and six of the discretionary output areas: 17 (d), (e), (g), (h), (i) and (l).

Introduction

Homelessness and social housing are major priorities for the Tasmanian Government. The Government established a baseline figure for primary homelessness in Tasmania and committed to halving the number of people who are sleeping rough by the end of 2010. An internationally renowned housing expert Dr Rosanne Haggerty was engaged to provide advice to Government on new ways to reduce homelessness and boost Tasmania’s public housing stock. As a result the Government has committed an additional $60 million and established a Housing Innovations Unit with the Department of Health and Human Services (DHHS) to address supply issues. The Government also committed to developing a Tasmanian Homelessness Plan to reduce homelessness in the State.

This policy directive and associated funding will significantly build on Tasmania’s progressive homelessness service system which has undergone substantial reform in recent years. However, notable pressure points remain within the system; these pressure points are consistent with those identified in the White Paper on homelessness The Road Home.

The Tasmanian Government was focused on achieving a ‘clever, kind and connected’ community. A major driver for Government is to improve the coordination and integration of services at a local level. Initiatives to achieve a more connected service system include:

- reform of the human services system through the introduction of a Gateway Model that brings family support, child protection, youth justice and disability services together through a lead non-government organisation at a local level;
- the creation of Child and Family Centres at Beaconsfield, East Devonport, Queenstown, St Helens, Clarence Plains and Ravenswood are completed. Centres at Burnie, Chigwell and the Derwent Valley will be completed during 2012 while George Town has not yet commenced. The two Indigenous Child and Family Centres at Bridgewater (Tagaralia) and Geveston (Wapraparatee) have commenced. Bridgewater is due for completion in May 2012 and Geveston in December 2012. The Tasmanian Aboriginal Centre’s Children Centre opened in December 2011.
- development of Integrated Care Centres to bring together primary health services and step down acute services in dispersed areas;
- increased funding to mental health and drug and alcohol services to increase service capacity, integration and partnerships with the community sector in order to provide expanded community based clinical recovery, rehabilitation and supported accommodation; and
the establishment of a Social Inclusion Unit within a central agency, the Department of Premier and Cabinet, appointment of a Commissioner for Social Inclusion, and the development of a Social Inclusion Strategy.

For homelessness and social housing, priorities for Tasmania are to increase the supply of affordable accommodation and expand the range of homelessness services including the provision of targeted specialist support. This targeted specialist support will assist the most vulnerable transition into sustainable long term housing. Another priority is to build an integrated service system where support services are linked to ensure tenancies are able to be maintained and housing products are co-ordinated to achieve seamless pathways through the range of social housing options. These priorities are reflected in the six key initiatives identified in this Implementation Plan. To support this activity, there is also a focus on increasing sector capacity via workforce strategies, systems and infrastructure that support integrated service delivery.

This work will be guided by the Tasmanian Homelessness Plan to ensure a whole of government, whole of community response to homelessness within a social inclusion framework.

**Whole of Government Commitment**

In March 2008, on the basis of the most recent data available from the Australian Bureau of Statistics’ Counting the Homeless reports, the Tasmanian Government determined a baseline of 385 people sleeping rough (experiencing primary homelessness) and committed to halving this number by the end of December 2010.

In the absence of continuous data on the number of rough sleepers at any given time, the performance against the target can only be measured with reference to the number of new places built for people who are homeless. By December 2010, that number stood at 195 and the target against a baseline of 385 was exceeded. Social Inclusion.

Social inclusion is a key component of the Tasmanian Government’s commitment to building a clever, kind and connected Tasmania; as such the development of a Social Inclusion Strategy is a priority. The Strategy is intended to ensure all Tasmanians have the opportunity to participate in social, economic and civic life and be supported by a system that helps people to access support services, education and job opportunities, as well as social and community networks.

The Social Inclusion Unit was established in 2008 within the Department of Premier and Cabinet to ensure a whole of government approach. The Unit developed a Social Inclusion Strategy, and the Social Inclusion Unit assisted Housing Tasmania to develop the Tasmanian Homelessness Plan within the context of the Social Inclusion Strategy.

**Tasmanian Homelessness Plan**

Reducing the number of people who are experiencing or are at risk of homelessness is a major State priority. The Tasmanian Homelessness Plan provides a framework for preventing and reducing homelessness in the State. A key tenet of the Plan is that homelessness is a whole-of-government and community issue. The Tasmanian Government sought feedback on the Plan in order to establish priority areas for action.

Initiative 5 of this Implementation Plan is the development of the Tasmanian Homelessness
Plan. The Plan was released in 2010 and encompassed effort under the National Affordable Housing Agreement (NAHA) and associated National Partnership Agreements (NPA’s) on Homelessness, Social Housing and Remote Indigenous Housing, and the Nation Building and Jobs NPA. The Plan also includes initiatives that lever activity by mainstream services to better identify and respond to the individual and structural causes of homelessness.

Governance

The Homelessness Implementation Plan is overseen by the Housing Management Team within Housing Tasmania. A Reference Group on Homelessness including representatives from key peak bodies, a range of government agencies and non-government organisations was also established.

Agency Commitment

Reforms in the Department of Health and Human Services (DHHS)

The current Agency direction supports improved client pathways and service integration. Tasmanian Health Organisations (THOs) are the new Local Hospital Networks in Tasmania and are a key part of national health reforms. They bring the management of local hospitals back to local areas and will mean:

- greater local control of hospital services
- more public information about hospital services and
- hospital services will be better tailored to the needs of the local community

The Tasmanian Government has decided that Tasmania should have three THOs, based in the north-west, the north and the south of Tasmania.

Similarly, there is significant work underway to reform a number of Human Services’ business units in order to support high quality services and effective outcomes for children, youth, families and people with disabilities. Key priorities in the Agency’s Strategic Plan include:

- easier access points of entry to government and non-government services;
- less structural boundaries and gate-keeping;
- decision making at the right level involving the right people at the right time;
- more tailored packages of services to individual needs;
- more integration and co-ordination between services;
- fewer layers to services and decision making processes; and
- more capacity to pool funding and combine effort.
Disability, Child, Youth and Family Services (DCYFS)
A “Gateway” service was established in each of the four Disability, Child, Youth and Family Services Areas (DCYFS) in the State. The Gateway provides a visible community intake and entry points and establishes a clear referral pathway for children, young people, families, and people with a disability. The Gateway also provides information and advice to professionals such as teachers, community agencies and general practitioners in relation to family support and specialist disability services in order to refer families to appropriate services.

Mental Health and Alcohol and Drug Services
Mental Health Services in Tasmania provides services to clients and their families to treat, support and manage mental health disorders. The service also provides:

- crisis assessment and treatment, intensive support, community care and rehabilitation services;
- correctional Primary Health - which provides primary health care services to correctional facilities
- Forensic Mental Health services - which provides care and treatment for people with mental illnesses who have come into conflict with the criminal justice system
- Alcohol and Drug Services - which provides a range of specialist alcohol and other drug interventions and treatments at both the individual and population levels.

Funding of $6.6 million over five years from the Australian Government through the National Partnership Agreement on Supporting National Mental Health Reform will provide up to 70 flexible individual packages of care for people with severe and persistent mental illness. It will assist Tasmanian mental health services to reconfigure state delivered mental health services and achieve savings targets over the forward estimates, and help Tasmanians with a severe and persistent mental illness to live well in the community and break the hospital admission cycle. Housing Tasmania will be represented on the Steering Committee of the project to introduce these packages, which include accommodation.

Social Housing and Specialist Homelessness Services

Housing Tasmania
Housing Tasmania is located within Human Services, which is within the broader DHHS. Human Services includes: Housing Tasmania, Family Services, Child Protection, Youth Justice and Disability Support services. Homelessness policy is located in Housing Tasmania. Homelessness policy and former SAAP program administration were co-located in Housing Tasmania in 2006; this move has provided opportunities for better policy and program integration. The size and scale of Tasmania and the fact that Housing Tasmania is located within this broader health and human services framework also provides significant
opportunities for ensuring mainstream services are more closely engaged with the provision of support and services to people who are homeless or at risk of homelessness. Housing Tasmania administers a range of housing products to support low income Tasmanians including assistance into private rental and home ownership.

Within Tasmania’s social housing system, public and Aboriginal housing is highly targeted to high and complex need clients. Significant reform was implemented within Housing Tasmania’s service delivery arm in 2008 to improve the identification of need and the coordination of support to public housing tenants. The new vision for public and Aboriginal housing is a service system that is flexible and responsive to client needs, with staff that are trained and supported to deliver a consistent and high quality service. Despite these changes, managing high need and complex tenancies remains a pressure point within the public and Aboriginal housing portfolio.
Current Specialist Homelessness Services

Specialist homelessness services are now funded under the NAHA. The initiatives outlined in this Plan are in addition to the existing Commonwealth and State funded effort on Specialist Homelessness Services under the NAHA. Funding allocated to Specialist Homelessness Services in the 2011-12 financial year will be in excess of $16.5 million.

There are over 30 formerly SAAP funded services in Tasmania. During the SAAP IV Agreement (2000–2005) Tasmania completed a restructure of the entire homelessness service system within the State. The current service system is based on the Integrated Continuum of Support (ICOS) model, featuring:

- an integrated service system;
- a clearly defined set of service types detailing service specifications and functions;
- the separation of support from the provision of accommodation enabling support to be flexible and follow the client; and
- an equitable funding rationale based on input unit-costs and proportional regional funding based on regional populations.

The integration of services within each region has been crucial in providing increased flexibility and better services to clients. Rather than each service trying to provide the full range of services itself, the modular nature of the model requires services to work collaboratively in providing joint support for clients. Different services focus on different aspects of the client’s needs and support can follow the client wherever they are located.

An integral part of the homelessness service system reform was the introduction of the Client Brokerage Fund Model. Brokerage provides an increased level of flexibility and innovation in the provision of support. This also assists pressure on the existing network of homeless shelters.

Usage of the Brokerage funds generally falls into one of the following three categories:

- purchase of immediate accommodation in the private market;
- purchase of specialist support as needed, such as counselling services; and
- one-off purchase of material aid to eliminate barriers to a client’s independence.

For a high level snapshot of the current system see Figure 1: Current Specialist Homelessness Service system and pathways to housing options.
Figure 1: Current Specialist Homelessness Service system and pathways to housing options

Integrated Continuum of Support (ICOS)

Brokerage Funds

Assessment
Support
Information
Referral

Immediate
Emergency
Accommodation

Shelter

Dispersed
Model

Transitional
Support

Private
Rental

Private
Rental
Support Scheme

Private Rental
Tenancy Support

Staying Put (Youth)

Supported Residential
Facilities

Public &
Aboriginal
Housing

Community
Tenancies

Direct
Tenancies

Home
Ownership

Transitional
Accommodation
Environmental Scan
An environmental scan was conducted as part of the planning and development of the Homelessness Implementation Plan. This comprised:

- mapping homelessness services provided by the Australian and State governments, and the non-government sector;
- collation of all recommendations provided to the National Youth Commission Inquiry into Youth Homelessness, the Homelessness Green Paper consultation by State Government, the non-government sector and private organisations;
- recommendations of the Rosanne Haggerty report Ending Homelessness In Tasmania, 2008; and
- a consultation meeting with key non-government organisations and peaks.

An analysis of the information collated revealed pressure points and gaps in the specialist homelessness service system and in the provision of mainstream services. The six initiatives outlined below detail how these pressure points and gaps are to be addressed.

Overview of Tasmania’s Homelessness Implementation Plan (IP)
Tasmania proposes six initiatives under the Homelessness IP:

1. Introduction of a Same House Different Landlord program
2. Supported Accommodation Facilities (utilises $10 million APTCH funding)
3. Specialist Intervention Tenancy Service
4. Service coordination and improvement initiatives
5. Tasmanian Homelessness Plan
6. Workforce capacity audit and development plan

Four of the initiatives will address multiple outputs of the National Partnership on Homelessness. The initiatives, a brief description and the outputs to which they relate are outlined in Table 1 below.

These initiatives address key State (and Australian Government) priorities of:

- increasing the supply of accommodation for those experiencing or at risk of homelessness;
- expanding specialist services for hard to reach client groups;
- improving overall service co-ordination and provision; and
- conducting a specialist homelessness service work force audit and prepare a development plan.
Initiative 1, Introduction of Same House Different Landlord program is enabling people experiencing homelessness to move directly into accommodation that can ultimately become their long term housing option. Tenants are linked in with support for the duration of their need. This initiative is preventing people experiencing repeat episodes of homelessness through enabling them to remain in the property at the end of the support period, once their tenancy is stabilised. This initiative is supported by the Specialist Intervention Tenancy Service (initiative 3). It was rolled out across the State in 2011. Funding allocated to this initiative is to support the property and tenancy management model being proposed, that is, management of a pool of properties, replenished from public housing and potentially other social housing stock, to be allocated to priority target groups. For further details see page 15.

Initiative 2, Supported Accommodation Facilities: Tasmania has developed five specific purpose facilities for homeless people, two in Hobart and two in Launceston and one in Ulverstone. The two Hobart facilities are managed by Common Ground Tasmania Inc. which was established to support the Tasmanian Government’s goals in relation to homelessness. The APTCH election commitment comprising the Commonwealth’s $5 million and the State’s $5 million matching, was utilised within Initiative 2. For further details see page 17.

Initiative 3, New Specialist Intervention Tenancy Service provides a multidisciplinary team of specialist support and professional practitioners that provide assistance to people:

- at key transition points where they are at high risk of homelessness including to young people leaving care and protection or youth justice, and adults leaving correctional facilities;
- with multiple needs who are homelessness or at significant risk of homelessness;
- who experience multiple episodes or extended periods of homelessness (the chronic homeless population).

The implementation of initiative 3 will be aligned to the implementation of initiative 1. For further details see page 25.

Initiative 4, Improvements in service coordination and provision focusses on improving service coordination and engagement of mainstream services to ensure a seamless pathway through social housing. This project is creating an evidence based best practice model through the development of:

- improved quality and standards;
- improved performance information;
- linkages with mainstream services;
- integration with State Health and Human Services reforms;
- a common assessment framework and practices; and
- a property register and allocations framework.

For further details see page 27.

Initiative 5, Tasmanian Homelessness Plan was developed by the State Government and
funds identified under this initiative will provide some capacity (albeit limited) to resource planning, action and change management at a local and regional level. Importantly the development of the Tasmanian Homelessness Plan was developed in partnership with the Social Inclusion Unit within the Tasmanian Department of Premier and Cabinet. The Plan names homelessness as a whole-of-community and whole-of-government responsibility and aims to improve early identification and referral of people at risk. For further details see page 28.

Initiative 6, Workforce capacity audit and development plan will focus on identifying the training and development needs of the sector and will aim to put in place strategies that foster continuous quality improvement in the context of the changing needs of clients and a more robust and integrated service system. It will include the existing workforce as well as the new Specialist Intervention Tenancy Service workers. For further details see page 30.

Refer to Figure 2: System Expansion and Improvement, for a visual representation of how these new initiatives expand and improve on the current system.
<table>
<thead>
<tr>
<th>Initiatives</th>
<th>Description</th>
<th>Homeless NP Output</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Introduction of Same House Different Landlord Program</td>
<td>The Same House Different Landlord Program enables people experiencing homelessness to move directly into permanent housing transferring the lease to either public housing or a housing association. Tenants are linked in with support for the duration of their need. This initiative helps prevent people experiencing repeat episodes of homelessness through enabling them to remain in the property at the end of the support period once their tenancy is stabilised. This initiative is supported by the Specialist Intervention Tenancy Service in initiative 3.</td>
</tr>
<tr>
<td>2</td>
<td>Supported Accommodation Facilities</td>
<td>Tasmania has developed five specific purpose facilities for homeless people, two in Hobart, two in Launceston and one in Ulverstone. Two of these facilities in the Hobart CBD will be run along Common Ground like principles. The APTCH election commitment comprising the Commonwealth’s $5 million and the State’s $5 million APTCH and additional matching, have been used in this initiative.</td>
</tr>
<tr>
<td>3</td>
<td>Specialist Intervention Tenancy Service</td>
<td>Specialist Intervention Tenancy Service provides a multidisciplinary team of specialist support and professional practitioners that provide assistance to people:  • at key transition points where they are at high risk of homelessness including to young people leaving care and protection or youth justice, and adults leaving correctional facilities;  • with multiple needs who are homelessness or at significant risk of homelessness;  • who experience multiple episodes or extended periods of homelessness (the chronic homeless population).</td>
</tr>
<tr>
<td>4</td>
<td>Improvements in service coordination and provision</td>
<td>Tasmania will continue to focus on improving service coordination and engagement of mainstream services to ensure a seamless pathway through social housing. This project aims to create an evidence based best practice model through the development of:  • improved quality and standards;  • improved performance information;  • linkages with mainstream services;  • integration with State health and Human Services reforms;  • a common assessment framework and practices; and  • a property register and allocations framework.</td>
</tr>
<tr>
<td>5</td>
<td>Tasmanian Homelessness Plan</td>
<td>The Plan was developed in partnership with the Social Inclusion Unit within the Tasmanian Department of Premier and Cabinet. The Plan aims to improve early identification and referral of people at risk. This initiative supports the implementation of additional and complementary local and regional initiatives.</td>
</tr>
<tr>
<td>6</td>
<td>Workforce capacity audit</td>
<td>A workforce capacity audit will be conducted across the sector and a development plan prioritised and implemented over the life of the Agreement.</td>
</tr>
</tbody>
</table>
Figure 2: System Expansion and Improvement

System Expansion & Improvement

- Homelessness Action Plan
- Integrated Continuum of Support (ICOS)
  - Brokerage Funds
  - Assessment Support
    - Information Referral
  - Immediate Emergency Accommodation
  - Transitional Support
    - Dispersed Model
    - Transitional Accommodation
- Private Rental
- Supported Residential Facilities
- Public & Aboriginal Housing
- Community Tenancies
- Direct Tenancies
- Home Ownership

- Specialist Intervention
  - Tenancy Services
  - Same House - Different Landlord Program
    - (100 Individual Properties)
  - 5 Supported Accommodation Facilities
    - (Funded from AFTCH Initiative)

- Service Co-ordination & Improvement Initiatives
  - Common Assessment
  - Case Register, Allocation
  - Information Systems
  - Integration / Connection to Gateway – mainstream services

- Workforce Audit and Development

Part of Initiative 3

Part of Initiative 4

Part of Initiative 5
Tasmania has implemented a major initiative under this core output – the Same House Different Landlord program. The program directly contributes to the following outputs:

- 16 (b) Street to home initiatives for chronically homeless people (rough sleepers);
- 16 (d) Assistance for people leaving child protection services, correctional and health facilities, to access and maintain stable, affordable housing;
- 17 (d) Support for young people aged 12 – 18 years; and
- 17 (g) Assistance for homeless people, including families with children.

**Initiative 1: Same House Different Landlord Program**

**New Measure under the Homelessness NP**

The Same House Different Landlord program (also known as Keys) enables people experiencing homelessness to move directly into permanent housing through changing lease arrangements to public housing or a housing association tenancy at the end of their support period. Tenants are linked in with support for the duration of their need.

The Same House Different Landlord program provides property and tenancy management of dwellings allocated for people who are public housing eligible and allocation priority is given to the target groups identified in the National Partnership Agreement on Homelessness, especially:

- the chronically homeless (rough sleepers);
- homeless families with children, young people; and
- people leaving child protection services, correctional or health facilities.

The Same House Different Landlord program receives referrals from the newly created Specialist Intervention Tenancy Service and matches people with appropriate housing that meets their needs. Properties are owned by Housing Tasmania initially with the view to transferring stock to the not-for-profit sector in the future where possible. Allocations will ultimately come from a single register. Tenants are linked in with specialist support for the duration of their need.
The initiative developed guidelines to formalise the program including: eligibility; access and support provision; how properties will be transferred from public housing stock to replace properties where people have chosen to remain in the property; and how leases will be transferred either to public housing or to a housing association provider.

The management of The Same House Different Landlord program was competitively tendered and Colony 47 was announced as the provider of the tenancy management component of the program. Colony 47 allocates and manages tenancies, by agreement between the service funder, the owner, Specialist Intervention Tenancy Service or other relevant partners. All parties have a mutual commitment to the delivery of improved outcomes for the target groups identified.

This initiative included up to 100 properties, 25 in each of the four regional areas of the State. It is estimated that this initiative will support up to 120 clients. The underlying assumptions for client estimates are:

- supported accommodation is not time limited however based on current indicators 24 months tenure is anticipated prior to rolling tenancies in to public housing; and
- notwithstanding a small number may exit the program and new tenants may be allocated to housing, resulting in a target over 100 tenants across two years.
Core Output: Street to home initiatives for chronic homeless people

Tasmania implemented a major initiative to address this output which is the development of five new supported accommodation facilities. This output contributes to the following outputs:

- 16 (a) Implementation of A Place to Call Home initiative;
- 16 (b) Street to home initiatives for chronic homeless people (rough sleepers);
- 16 (d) Assistance for people leaving child protection services, correctional and health facilities, to access and maintain stable, affordable housing;
- 17 (h) Outreach programs to connect rough sleepers to long-term housing and health services; and
- 17 (g) Assistance for homeless people, including families with children.

Existing measures

Street to home initiatives for chronically homeless people 16 (b)

Mapping of the service systems has identified that there are limited services in this area and there is no formal program dedicated to providing a street to home service in Tasmania. Addressing this situation has been identified as a priority.

Supported Residential Facilities (SRF)

The SRF model provides long-term affordable accommodation for low income people with low support needs who do not have the capacity to sustain an independent tenancy and/or desire to live in a communal environment. Support is provided to residents through onsite support staff. There are four SRF’s statewide.

Residents are provided with a room, three meals per day in a communal setting and a weekly linen service in lieu of around 80 per cent of income towards rent and board. The SRF model provides residents with security of tenure under the Residential Tenancy Act 1997 and Residential Tenancy Amendment (Boarding Premises) Act 2003.

There are currently there are over 120 units of accommodation. Typically each facility will have no more than 35 units of accommodation. While the service is not gender specific, current residents are predominately single middle aged males.
Initiative 2: Supported Accommodation Facilities x 5

New Measure under the Homelessness NP

In order to help meet the State’s target of halving the number of rough sleepers by the end of 2010, five new Supported Accommodation Facilities have been built, two in Hobart, two in Launceston (including a dedicated youth facility) and one in Ulverstone.

The two facilities located in the Hobart CBD are managed by Common Ground Tasmania Inc. This newly created organisation will deliver a Tasmanian version of the Common Ground model. Its first priorities were to establish stakeholder support for the project at the community level and to secure the involvement of the private and non-government sectors in the services provided to residents and the overall amenity of the facility.

One of the Launceston facilities targets young people aged 16 – 25 years. This model is aligned to educational opportunities and provides a mixed model that accommodates young people at risk, with those who are already attending education and training.

The remaining facilities in Launceston and Ulverstone provide long-term accommodation for men and women over 18 years of age.

Importantly, all five facilities have a focus on providing property and tenancy management and support (where required) to people who are homeless on low incomes, or people with high support needs.

All facilities seek to establish a sense of community and provide opportunities for personal development and empowerment through strategies such as:

- resident participation in the establishment and running of governance structures;
- peer support and mentoring;
- assistance with life skills and developing positive social networks; or
- on-site training and employment opportunities.

The facilities also support a range of visiting services and outreach clinics. National Community Housing Standards will be central to the model in order to support resident participation.

While some support is provided by the service on-site 24 hours, residents are also provided with assistance from a range of other services to help them sustain their accommodation and promote their independence.

On 3 September 2008, the Federal Minister for Housing Tanya Plibersek, wrote to the then Minister for Health and Human Services Lara Giddings agreeing in principle to use the $5 million Commonwealth component of capital funding available through APTCH for the construction of a Common Ground like facility in the Hobart CBD. These funds have been applied to the Liverpool St development.
Core Output: Support for private and public tenants to help sustain their tenancies.

Tasmania will implement one major initiative under this core output, the Specialist Intervention Tenancy Service, which will also address all other core outputs and three discretionary outputs:

- 16 (a), A Place to Call Home;
- 16 (b), Street to home initiatives for chronically homeless people (rough sleepers);
- 16 (c), Support for private and public tenants to help sustain their tenancies, including through tenancy support, advocacy, case management, financial counselling and referral services;
- 16 (d) assistance for people leaving child protection services, correctional and health facilities, to access and maintain stable, affordable housing;
- 17 (d) Support for young people aged 12 – 18 years;
- 17 (g) Assistance for homeless people, including families with children;
- 17 (h) Outreach programs to connect rough sleepers to long-term housing; and health services.

Existing measures

Support for private and public tenants to help sustain their tenancies 16 (c)

Private Rental
The Private Rental Support Scheme (PRSS) and the Private Rental Tenancy Support Service (PRTSS) are both state-wide services for people on low incomes to assist in improving access and sustainability of tenancies within the private rental market. PRSS provides financial assistance while PRTSS provides non-financial tenancy support assistance.

Public Housing
As described above in the Introduction, Aboriginal and public housing has undergone significant service reform.

Engaging support for clients with potential or actual tenancies at risk is important within public housing with a focus on:

- early intervention, at assessment and during a tenancy, to identify potential indicators of at risk tenancies;
- ‘big picture’ planning to ensure the required strategies and support are in place to give clients the best chance at a sustainable tenancy; and
- working more closely with human services to deliver the additional supports required.

Direct Tenancy Program
The Direct Tenancy Program aims to provide young people with access to accommodation and support to maintain a tenancy. The tenancy is subject to the young person accepting support from a community organisation.
The Direct Tenancy Program (DTP) is characterised by:

- the landlord function being separated from the support function; and
- a three-way agreement between Housing Tasmania, the support provider and the tenant.

Housing Tasmania provides operating funding for one youth specific program in southern Tasmania whose key features are:

- assessments and allocations conducted by the support provider;
- short to medium term tenancies; and
- the transfer of the client from the direct tenancy to a mainstream public housing tenancy after the agreed support period and the provision of a replacement property to the support provider (with the exception of a small proportion of stock which is targeted towards student accommodation).

Housing Tasmania allocates around 45 public housing properties to the program in southern Tasmania.

The DTP provides assistance to young people specifically but has expanded to include people with mental health issues; people with intellectual and physical disabilities; ex-prisoners; and, people who are chronically homelessness.

These direct tenancies to this expanded group are provided by support organisations funded by alternative support funding sources. Housing Tasmania allocates approximately 60 properties to this expanded program statewide although it is anticipated that this will grow on the basis of new initiatives described below.

Community Tenancies

The intent of the Community Tenancy Program is to enable organisations to provide supported accommodation for people with specific support needs. A Community Tenancy is a Tenancy Agreement between the Director of Housing and an organisation. The provision of support by the organisation is a specific requirement of the Tenancy Agreement, for example:

- shelter accommodation for people who are homeless;
- residential support facilities for people with intellectual disabilities;
- rehabilitation respite for people with mental health issues; and
- neighbourhood centres for community support programs.

Housing Tasmania allocates over 800 properties to this program.

Assistance for people leaving child protection services, correctional and health facilities to access and maintain stable, affordable housing – 16 (d)

Housing Tasmania

In the north-west, a pilot program jointly developed by Housing Tasmania and Mental Health Services has assisted clients into stable accommodation by providing a more streamlined assessment of registered mental health clients presenting for housing assistance. Mental Health Services undertake the housing assessment jointly developed with Housing Tasmania and clients are allocated under the Direct Tenancy Program model, as described above, though clients can be older than 25 years. To be considered eligible for the pilot the client must meet the Housing Tasmania Eligibility Criteria and be:
• 16 years and older for the first 6 months of the project;
• a registered client of Mental Health Services with a commitment to actively case manage the client for the next 6 – 12 months;
• homeless or at risk of homelessness or in accommodation which is substandard; and
• extremely vulnerable and have a number of complex needs.

In the north of the State, Housing Tasmania and Disability, Child, Youth and Family Services have also developed a Young People Leaving Care Transition Program pilot specifically aimed to provide timely and appropriate accommodation to young people exiting child protection services. Service protocols will be developed between Housing Tasmania and Disability, Child, Youth and Family Services to prioritise young people, from the time they turn 17 years or for young people 16 years and older who are unable to remain in care placements, and where public housing is identified as an appropriate exit point. These young people can be supported in their tenancy beyond their eighteenth birthday regardless of their age at entry.

In the south-west, Housing Tasmania redeveloped 11 properties specifically for people receiving support from Richmond Fellowship, an organisation that provides services to people with mental health conditions. The properties had substantially improved internal and external amenity to suit the needs of this client group. These properties are made available using the Community Tenancy model.

In the south-east, Housing Tasmania provides units of accommodation for people who have exited long-term mental health institutional care. Support is also provided for this client group by Richmond Fellowship and operates on a Community Tenancy model. In both cases, the accommodation and support provided foster more independent living opportunities for clients.

**Direct Tenancies Program**
See above for details.

**Community Tenancies Program**
See above for details.

**Specialist Homelessness Services:**
The Supported Tenancy Service for Parolees, Prisoners and Remandees (STSPPR) is a two year program until mid-2013 managed by the Salvation Army.

The Salvation Army call the program REO which stands for Re-integration of Ex-Offenders.

REO is a supported tenancy service for parolees, prisoners and remandees (who have been in prison for more than six months) and are eligible for parole or are being released from prison and at high risk of being homeless.

The service aims to:
• reconnect people leaving the justice system with their community
• deliver a comprehensive supported tenancy service for parolees, prisoners, and remandees who are about to leave the justice system
• develop skills which enable clients to sustain their tenancies, live independently and connect with families, the community and social and economic networks.

The service also includes the provision of post release outreach and support services within a case management framework, to clients who are eligible for parole or are being released from prison.

REO works closely with the Integrated Offender Management Unit, the Parole Board and the Remand Centre for client referrals. External referrals are unable to be accepted into the program.

REO supports around 36 clients at any one time around Tasmania. The duration of support need is flexible and dependant on client need, generally six to 12 months.

**Support and assistance for young people aged 12 to 18 years - 17 (d)**

**Human Services: Out of Home Care**

Out of home care services provide placements for children and young people who are unable to live with their parents because of care and protection concerns requiring the State’s intervention. In Tasmania the majority of these placements are provided through foster care and group home/cottage care.

A part of the Human Services reforms is the introduction of regional Gateway Services at a local level to be provided by the non-government sector along with an enhanced family support service and Child Protection systems. Another component of this reform is the restructuring of the Out of Home Care system which is an important safety net to protect young people 12-18 years from becoming homeless.

**Specialist Homelessness Services**

The Tasmanian Government provides short to medium term supported residential accommodation delivered through non-government services specifically targeted at young people from 13 to 18 years of age.

This includes young people who are homeless, unable to live at home or with extended families, exiting juvenile institutions or are under statutory care and protection arrangements.

**Youth Beat**

Youth Beat is a program operated by Mission Australia in the Glenorchy municipality located in Southern Tasmania.

Youth Beat is aimed at re-engaging homeless young people aged 12 to 24 years with health and housing services, family, education, community and recreation activities. The program is a mobile outreach service which provides counselling, information and support out of business hours, and follow-up referral during business hours. The program also has a presence at most community events, major sporting days, education days and drug and alcohol workshops.

**Staying Put**

Single young people who are unemployed or in receipt of low incomes experience
major difficulties finding affordable housing, particularly in the case of young people who for a range of reasons do not have support from their parents to help them make the transition to independent housing.

Staying Put focuses on supporting clients to maintain tenancies in mainstream public and private rental housing, as well supporting young people in a small number of Direct and Community Tenancies.

The primary aim of this program is to improve housing outcomes for young people by assisting them to develop the skills they need in order to successfully maintain a tenancy.

**Assistance for homeless people, including families with children to stabilise their situation and to achieve sustainable housing - 17 (g)**

**Specialist Homelessness Services**
A range of accommodation services aimed at families are funded in the State. This includes brokerage, immediate emergency accommodation, private rental support, private rental tenancy support, case planning and support, transitional support services as well as specific transitional support model for children within immediate emergency accommodation facilities.
Initiative 3: Specialist Intervention Tenancy Service

New Measures under the Homelessness NP

The Specialist Intervention Tenancy Service provides the support component for the Same House Different Landlord program outlined under Initiative 1.

Under the Specialist Intervention Tenancy Service, Tasmania will provide additional and improved assistance to people:

- at key transition points where they are at high risk of homelessness including to young people leaving care and protection or youth justice, and adults leaving correctional and health facilities;
- with multiple needs who are homelessness or at risk of homelessness;
- who experience multiple episodes or extended periods of homelessness (the chronic homeless populations).

A key function of the new specialist services will be the capacity to develop and maintain links and effective working relationships with mainstream, Specialist Homeless and housing services which facilitate access and influence service outcomes for people at risk.

The Specialist Intervention Tenancy Service is staffed by multi-disciplinary teams. Teams are guided by formal structures and agreements that have: clear objectives, linkages, defined areas of leadership and responsibility, assessment and referral processes, shared outcomes, systematic policy and program evaluation using an action research approach and adequate funding. The multi-disciplinary teams include allied health professionals who are highly skilled, competent and equipped to work with people with a multiplicity of need. They have access to the Same House Different Landlord program of up to 100 properties.

As a result of a competitive tender, Centacare Tasmania in partnership with Australian Red Cross was selected to manage the Service. Known as Stay, this commenced in late 2010 to align with the Same House Different Landlord program.

In addition, Advanced Practitioners were established to focus on sustaining high risk tenancies in public and Aboriginal housing. They have specialist skills and expertise in areas such as mental health, drug and alcohol, and counselling. The aim is to respond to the individual needs of clients through psycho-social assessment of need, case coordination, ongoing tenancy support, advocacy, and appropriate referral and specialist treatment liaison as required.

The Specialist Intervention Tenancy Service increases workforce capacity through the establishment of advanced practitioners which includes allied health professional positions which are key gaps in the current service system.
Discretionary Output: Improvement in service coordination and provision.

Tasmania will implement a series of improvement initiatives to address the following discretionary output:

- 17 (e) Improvement in service coordination and provision.

As described in the introduction, coordination and service integration at a local level is a major priority of the Tasmanian Government. DHHS as already outlined, have major new initiatives around Primary Health and Acute Care, Mental Health, Drug and Alcohol, and Human Services reforms in Family Support Services, Out of Home Care, Child Protection and Disability Services.

Existing Measures

Improvement in service coordination and provision - 17 (e)

A key policy initiative within the DHHS is the Agency Collaboration Strategy (ACS) which provides a formal framework for improving the Agency’s response to people with complex and exceptional needs including those in public housing. The ACS aims to improve the management and provision of services for Agency clients requiring a complex mix of supports and services not easily achieved at an operational level. This is targeted at key coordination points within the Agency that have the resources and authority to circuit break service blockages.

Housing Tasmania is responsible for working in collaboration with other Agency business units to meet the needs of these clients.

A specific strategy introduced in Housing Tasmania’s broader service delivery reform outlined above is a Service Coordination Panel. This sits within the broader ACS framework but provides a formal service coordination response at the direct service delivery level. The strategy has provided the necessary infrastructure to staff to consistently convene and coordinate the needs of clients with complex and/or support needs so as to sustain their tenancies.

Specialist Homelessness Services

Current Specialist Homelessness Services are managed through Funding Agreements and quality assurance mechanisms where by following a quality assurance assessment each service is to develop a service improvement plan.

All Specialist Homelessness Services have been reviewed against the Quality Improvement Council (QIC) Core Module and the SAAP Service Delivery Standards.

Service coordination is achieved through regular regional forums which bring together all specialist homelessness services in that particular area to discuss key issues, opportunities, service gaps and responses.
Initiative 4: Improvements in Service Coordination and Provision

New Measures under the Homelessness NP

Achieving outcomes for all core and discretionary outputs under the Homelessness NP will be underpinned by the Improvements in Service Coordination and Provision initiative 17 (e).

The improvements in service coordination and provision initiative involves a suite of activities aimed at improving and integrating the entire homelessness and support service system and therefore will contribute to successful outcomes in the three previous initiatives. Under this initiative Tasmania will focus on improving service coordination and engagement of mainstream services to ensure a seamless pathway through social housing. This project aims to create evidence based best practice models through the development of:

- improved quality and standards;
- improved performance information;
- linkages with mainstream services;
- a common assessment framework and practices;
- an allocations framework; and
- information management infrastructure.

This work will be informed by an analysis of existing eligibility, assessment and allocation policies and practices and will include refinement of current access and support programs. The project will build on the achievements of the current Integrated Continuum of Support model and establish an evidence base for further service development.

To support the practical implementation of better service coordination and improvements, business processes and systems will be developed or improved including:

- capacity to share appropriate levels of client information and make active referrals;
- ability to monitor availability of properties in real time (a potential property/bed register);
- appropriate matching of clients with accommodation and support where required;
- formal mechanism to build in the capacity to measure success including tracking individual and service outcomes;
- linking skills development through training; and
- reporting.

Housing Tasmania is undertaking an analysis and developing a new housing and homelessness service system model. A major aspect of this action will be achieved through a review of support and accommodation assistance.

The primary aim of the Support and Accommodation Assistance Review (SAAR), which is an important element of the current Tasmanian reforms across housing and
homelessness, is to further improve aspects of the support and accommodation assistance service systems so that they are:

- easier for people to access and use
- more responsive to a broader range of people’s needs
- better able to match support and accommodation assistance to people’s needs
- aligned to the national and state reform objectives
- more efficient in their operations.

KPMG has been engaged to assist Housing Tasmania with the review, which commenced in June 2011.

The SAAR has been informed by an extensive consultation process. This has comprised:

- around 60 initial interviews with service providers and other key stakeholders in Tasmania
- distribution of a Discussion Paper to all service providers and other key stakeholders outlining preliminary review findings, apparent service gaps and issues and considerations for a new service system
- three regional workshops to discuss the preliminary review findings as outlined in the Discussion Paper
- distribution of an Information paper to all service providers and other key stakeholders setting out three proposed models for the future service system model.
- a state-wide information forum on the proposed models
- responses to written questions submitted by Shelter Tasmania following the forum
- calls for written submissions in response to the proposed models
- a Consultation Report analysing the 15 written submissions received in response to the proposed models
- follow up discussions with those organisations which provided written submissions.

KPMG and Housing Tasmania are currently finalising the support and accommodation service system to be implemented by July 2013.
Discretionary Output: National, State and rural (including remote) homelessness action plans.

A Tasmanian Homelessness Plan was developed to address these discretionary outputs:

- 17 (i) National, State and rural (including remote) homelessness action plans to assist homeless people in areas identified as having high rates of homelessness; and
- 17 (l) Workforce development and career progression for workers in homelessness services.

Existing Measures

National, State and rural (including remote) homelessness action plans to assist homeless people in areas identified as having high rates of homelessness – 17 (i)

The Tasmanian Homelessness Plan was developed by Housing Tasmania and the Social Inclusion Unit within the Department of Premier and Cabinet. The Plan provides a framework for preventing and reducing homelessness in the State. A key tenet of the Plan is that homelessness is a whole-of-government and whole-of-community issue. The Tasmanian Government sought feedback on the Tasmanian Homelessness Plan in 2010.

Workforce development and career progression for workers in homelessness services – 17 (l)

The Tasmanian Homelessness Plan includes measures to develop awareness of homelessness within the broader community as well as within mainstream services such as schools and General Practitioners. The Plan also has a focus area targeting the prevention and early identification of people at risk of homelessness, as well as the development of a range of skills in the mainstream service system and more specialist skills in the homelessness service system.
**Initiative 5: Tasmanian Homelessness Plan**

**New Measures under the Homelessness NP**

Under this initiative, a Tasmanian Homelessness Plan 2010 – 2013: *Coming in from the cold* was developed with the aim to better prevent and respond to homelessness. This was informed by the feedback on the Plan released for community consultation in December 2009.

The effort under the National Affordable Housing Agreement (NAHA) and associated National Partnership Agreements (NPs) on Homelessness, Social Housing and Indigenous Housing, and the Nation Building and Jobs NPA has been incorporated in the Plan. Importantly, there has been a focus on ensuring mainstream services, housing and Specialist Homelessness Services work together to better prevent and respond to homelessness. *Coming in from the cold* also specifies initiatives against specific State priorities.

The State is taking responsibility for the consultation process, administration, coordination of activities, monitoring and reporting as well as the funding of specific initiatives. Actions will contribute towards planning, realigning services and change management activities at a local and regional level. This effort is targeted at what changes are required to ensure Specialist Homelessness Services and mainstream services are better co-ordinated and where possible more closely engaged in the early identification and prevention of people at risk of homelessness.
Discretionary Output: Workforce development and career progression for workers in homelessness services.

Tasmania will implement a series of initiatives to address this discretionary output:

- 17 (l) Workforce development and career progression for workers in homelessness services.

Existing Measures

Workforce development and career progression for workers in homelessness services – 17 (l)

The Community Services Industry Plan 2009-2012 developed in 2008 is driven and owned by community services organisations across Tasmania.

This was developed to enable community organisations to define the priority issues that the industry, government and other stakeholders must address to ensure quality services in Tasmania continue to be delivered on behalf of the community.

The Plan identifies four key areas that must drive reform, investment and improvement in practice within the industry:

- building on our strengths;
- securing a workforce for the future;
- getting the right sort of investment in social services; and
- strengthening the social service system.
Initiative 6: Workforce capacity audit and development plan

New Measures under the Homelessness NP

A workforce capacity audit will be conducted on the current specialist homelessness service sector as well as the skills and capabilities requirements of the new initiatives outlined in this Plan, for example the Specialist Intervention Tenancy Service. While many workers in the current specialist homelessness service sector are highly skilled, there are concerns that the workforce generally still requires some up skilling. This is particularly the case given the increasing numbers of highly complex clients presenting to specialist homelessness services and the significant system changes within the health and human services sector within Tasmania in recent years. Systematic measures and resources need to be put in place to ensure the availability of quality training to ensure that service provision is of a high standard and is flexible enough to respond to a high turnover of staff in this sector.

Currently Specialist Homelessness Service sector training is provided in a limited way through an external generic training provider. A greater level of specification is necessary to identify the learning and development requirements to better meet the needs of the sector. The audit is expected to provide this level of information.

The non-government sector through the Tasmanian Council of Social Services (TasCOSS) has conducted a high level industry plan for the third sector during 2007-2008. This audit will complement and provide more specific information on the needs of the specialist homelessness sector and information on the current capacity of the system and its workforce to move to new models of service provision and provide more uniform and higher quality services.

Noting the significant changes to the sector in years 1 and 2, the Audit commenced in 2011-12 and the workforce development plan will be prepared to align with the implementation of the Support and Accommodation Review in 2012-13. The Plan will continue to be implemented in subsequent years.

Remaining Discretionary Outputs:

In order to focus effort on priority services and population target groups Tasmania will not directly address the following discretionary outputs in the initial years:

- 17 (a) Support services and accommodation to assist older people who are homeless or at risk;
- 17 (b) Services to assist homeless people with substance abuse to maintain stable accommodation;
- 17 (c) Services to assist homeless people with mental health issues to secure or maintain stable accommodation;
- 17 (f) Support for women and children experiencing domestic and family violence to stay in their housing;
- 17 (j) Support for children who are homeless or at risk, including to maintain contact with the education system; and
- 17 (k) Legal services for people who are homeless.

However, these target groups are consistent with the Specialist Intervention Tenancy Service, and could potentially be supported by that service.
There *may* be scope in the out years to directly address some of these discretionary outputs.
Measuring Performance

In March 2008, on the basis of the most recent data available from the Australian Bureau of Statistics’ Counting the Homeless reports, the Tasmanian Government determined a baseline of 385 people sleeping rough (experiencing primary homelessness) and committed to halving this number by the end of December 2010.

The Government committed to achieve this target through a range of approaches including:

- increasing the supply of long-term, affordable housing and providing support for people to maintain their housing
- establishing innovative new models such as ‘Common Ground Tasmania’
- implementing a range of initiatives under the National Partnership Agreement on Homelessness - Tasmanian Implementation Plan
- developing a Tasmanian Homelessness Plan.

In the absence of continuous data on the number of rough sleepers at any given time, the performance against the target can only be measured with reference to the number of new places built for people who are homeless. By December 2010, that number stood at 195 and the target against a baseline of 385 was exceeded.

This target well exceeds the performance benchmarks of the National Partnership Agreement on Homelessness to decrease homelessness by 7 per cent and decrease primary homelessness by 25 per cent by 2013.

Tasmania will achieve improvements in service coordination and provision incrementally over the life of this agreement through the Service Coordination and Improvement Program. The Program will:

- redesign entry and access to social housing and homelessness services to create a ‘no wrong door’ approach to housing and support services by the end of June 2013
- implement a Common Assessment Framework and central information system platform by the end of June 2013 to:
  - improve the early identification of homelessness and support proactive interventions by mainstream services
  - reduce barriers and streamline access to housing and support services, prioritising people who are homeless or at risk of homelessness, and
  - improve sharing of client information and waiting lists so people can be better matched to the housing and support they need.

Implementation will be staged, commencing in late 2012 with full implementation by the end of June 2013.

To respond to the overrepresentation of Aboriginal people in all sections of the homeless population within Tasmania, specific initiatives have been included within the Tasmanian Homelessness Plan. This involves specific consultation with the
Aboriginal community to inform homelessness service provision and reviewing the Housing Assessment System to ensure that housing is prioritised to people in greatest need.
Specific targets within the Homelessness Implementation Plan for Tasmania are outlined in the table below.

### Targets (number of people assisted)

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<tbody>
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<td><strong>Same House Different Landlord</strong>*</td>
<td>-</td>
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<td>110</td>
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<tr>
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</tr>
<tr>
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<tr>
<td>• Liverpool Street, Hobart</td>
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<tr>
<td><strong>Workforce Capacity Audit and Development Plan</strong></td>
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</tbody>
</table>

* Figures are based on number of new dwellings provided as well as estimated turnover of 10 per cent of tenants.

** The Supported Accommodation Facilities will provide mixed models of accommodation for people who are homeless or at risk of homeless and/or people who are on low incomes. The residents will also have a range of support needs. The targets are cumulative and include provisions for 10 per cent turnover within facilities.
Funding

Having regard to the estimated costs of projects specified in the overall project budget, the State will not be required to pay a refund to the Commonwealth if the actual cost of the project is less than the agreed estimated cost of the project. Similarly, the State bears all risk should the costs of a project exceed the estimated costs. The Parties acknowledge that this arrangement provides the maximum incentive for the State to deliver projects cost effectively and efficiently.

<table>
<thead>
<tr>
<th>NATIONAL PARTNERSHIP FUNDING including APTCH</th>
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<tbody>
<tr>
<td>YEAR</td>
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<tr>
<td>Commonwealth contribution</td>
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<tr>
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<td>Tasmania contribution</td>
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<tr>
<td>capital</td>
</tr>
<tr>
<td>recurrent</td>
</tr>
<tr>
<td>TOTAL FUNDING</td>
</tr>
</tbody>
</table>

Funding has been used towards the development and implementation of initiatives. This has required significant consultation with a range of stakeholders, modelling and procurement processes to select providers to manage the initiatives.