



The financing, delivery and effectiveness of programs to reduce homelessness

Inquiry into funding and delivery of programs to reduce homelessness

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Acronyms and abbreviations used in this report

ABS	Australian Bureau of Statistics
ACHA	Assistance with Care and Housing for the Aged
ACT	Australian Capital Territory
AHURI	Australian Housing and Urban Research Institute Limited
AIHW	Australian Institute of Health and Welfare
AOD	Alcohol and Other Drugs
CALD	Culturally and linguistically diverse
CAP	Crisis Accommodation Program
IT	Information Technology
LGBTIQ	Lesbian, gay, bisexual, transgender, intersex, and questioning
NAHA	National Affordable Housing Agreement
NGOs	Non-Government Organisations
NPAH	National Partnership Agreement on Homelessness
NSW	New South Wales
NT	Northern Territory
PPP	Public Private Partnerships
QLD	Queensland
SA	South Australia
SAAP	Supported Accommodation and Assistance Program
SBB	Social Benefit Bonds
SHS	Specialist Homelessness Service
SHSs	Specialist Homelessness Services
SHSC	Specialist Homelessness Services Collection
SIB	Social Impact Bonds
SLK	Statistical Linkage Key
SVA	Social Ventures Australia
TAFE	Technical and Further Education
TAS	Tasmania
VIC	Victoria

Glossary

Agency: the organisation that manages and administers a specialist homelessness service or a mainstream service that delivers support to those experiencing homelessness and is the legal entity that 'signs off' on service contracts with relevant funders. An agency may have a number of homelessness and/or mainstream services and may provide a broader range of services beyond the homelessness sector. In some cases, the agency and a service may be one and the same (in which case the agency is a single service agency).

Clients: are individuals who receive support from a service. For example, a family group of one adult and two children, where all individuals in the group are supported by the service, is counted as three clients.

- Note: the total number of clients reported here cannot be compared with those reported in the Specialist Homelessness Service (SHS) Annual Reports published by the Australian Institute of Health and Welfare (AIHW), where a Statistical Linkage Key (SLK) is used to identify where an individual client received assistance from more than one SHS, and a client is only reported once in each period (AIHW 2015). In this report, where a client received assistance from more than one respondent service during 2013–14 and/or 2014–15 they will be represented more than once in the number of clients assisted. Also, some of the services included in the sample reported on here provide functions such as 24/7 call centres. These clients would not be represented in client numbers reported to the Specialist Homelessness Services Collection (SHSC).

Crowd funding: the practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the Internet (Oxford Dictionary n.d.).

Homeless: clients of homelessness services are considered to be homeless if they are living in any of the following circumstances:

- No shelter or improvised dwelling (rough sleeping): includes where dwelling type is no dwelling/street/park/in the open, motor vehicle, improvised building/dwelling, caravan, cabin, boat or tent; or tenure type is renting or living rent-free in a caravan park.
- Short-term temporary accommodation: dwelling type is boarding/rooming house, emergency accommodation, hotel/motel/bed and breakfast; or tenure type is renting or living rent-free in boarding/rooming house, renting or living rent-free in emergency accommodation or transitional housing.
- House, townhouse or flat (couch surfing or with no tenure): tenure type is no tenure; or conditions of occupancy are living with relatives fee free, couch surfing (AIHW 2014b).

Key client group(s): the homelessness client group(s) that the service assists or specialises in.

Main client group: the primary homelessness client group that the service assists or specialises in.

Presenting unit: an individual or a group that presents for assistance from a service.

Service: an organisational unit that delivers homelessness service(s) and sits within a broader agency.

Social Benefit Bonds (or Social Impact Bonds): a financial instrument that:

- pays a return based on the achievement of agreed social outcomes

- private investors provide the capital to deliver a program or service and the savings generated from achieving better outcomes enables the government to repay the upfront investment and provide a return (NSW Government 2015).

Social enterprise: organisations or organisation node(s) that:

- are led by an economic, social, cultural, or environmental mission consistent with a public or community benefit
- trade to fulfil their mission and derive a substantial portion of their income from trade
- reinvest the majority of their profit/surplus in the fulfilment of their mission (Barraket, Collyer et al. 2010).

—for example, a coffee shop operated by a homelessness service (possibly employing clients) and revenue from the coffee shop is used by the service to provide homelessness supports.

Social impact investors: individuals or organisations that place capital and capabilities to fund projects and organisations that deliver financial as well as social or environmental returns (JPMorgan Chase 2014).

Specialist Homelessness Services (SHSs): homelessness-specific services that receive NAHA (National Affordable Housing Agreement) and/or NPAH (National Partnership Agreement on Homelessness) funding.

A list of definitions for terms commonly used by AHURI is available on the AHURI website www.ahuri.edu.au/research/glossary.

Executive summary

This report is one of three reports to be released as part of an AHURI Inquiry into the funding and delivery of programs to reduce homelessness. It provides evidence from the Australian Homelessness Funding and Delivery Survey of how services supporting those experiencing homelessness are funded and how different forms of funding and the level of funding impacts on the delivery of homelessness assistance.

- The Australian Homelessness Funding and Delivery Survey found that the predominant source of funding of homelessness services in Australia is government funding. Recurrent government funding is estimated to account for 84.6 per cent of funding received by Specialist Homelessness Services (SHSs) and 60.6 per cent of funding for non-SHSs. SHSs are defined as those services that receive funding through targeted Commonwealth and state and territory government homelessness programs.
 - The main non-government sources of funding used by homelessness services include donations, sponsorships and philanthropy and internally-generated revenue such as rent from supported accommodation services.
 - Funding from government sources and from corporate grants and sponsorships has lower levels of flexibility and discretion than other sources of funding. The greatest level of flexibility and discretion in funding was found to be community donations, fundraising and large private donations.
 - Current levels of funding are estimated to be below levels required to meet client demand on homelessness services. Outcomes perceived as most constrained by the current level and mix of funding are client employment and access to permanent housing.
 - There is a growing interest in diversifying sources of funding among homelessness services. This extends to new forms of funding such as social enterprise revenue, crowd funding and social benefit bonds. However, these new forms of funding have yet to be realised.
 - In considering actions to diversify funding, homelessness services pointed to concerns relating to increased reporting, excessive outcome measurement, a drain on resources, possible change in focus, and conflict of objectives associated with finding new sources of funding.
 - Key areas for policy development recommended in the study include greater certainty around future government funding of homelessness services; supportive measures to increase the level of non-government funding including an expansion of philanthropic giving, sponsorship and donations, social enterprise funding options, crowd funding, the development of impact investment opportunities; and addressing the significant concerns reported by services with respect to the costs of funding diversification.
-

Key findings

The Australian Homelessness Funding and Delivery Survey

This report is one of three reports to be released as part of an AHURI Inquiry into the funding and delivery of programs to reduce homelessness. It provides evidence from a national survey designed and conducted by the authors of this report, entitled the *Australian Homelessness Funding and Delivery Survey*, into how services supporting those experiencing homelessness are funded and how different forms of funding and the level of funding impacts on the delivery of homelessness assistance. The survey's aim was to provide an overarching picture of the sources of funding used by services supporting those experiencing homelessness and at risk of homelessness, the extent to which this sector is endeavouring to access non-government sources of funding and the level of success in doing so, and the sector's own assessment of how the funding mix and levels of funding impact on service delivery and client outcomes.

The *Australian Homelessness Funding and Delivery Survey* was administered across Australia to two types of services:

- 1 Specialist Homelessness Services (SHSs), defined as those services that receive NAHA or National Affordable Housing Agreement and NPAH or National Partnership Agreement on Homelessness funding.
- 2 Non-SHSs, including homelessness-specific services not funded through NPAH or NAHA and mainstream services that provide assistance to homeless people and those at risk of homelessness.

For the purposes of the study, a service is defined as an organisational unit that delivers homelessness service(s) and sits within a broader agency.

In total, 398 SHSs completed the *Australian Homelessness Funding and Delivery Survey*, a response rate of 35.5 per cent. Of these, a sub-sample of 298 (74.9%) provided full funding information. The SHS sample is representative of the range of SHSs which operate across all Australian jurisdictions. The non-SHS sample is 'relatively small', but the lack of any formal mapping of such services means that we do not know how 'small' (or 'large') our sample is or how representative it is.

Sources of funds

Service-specific recurrent government funding accounted for 84.6 per cent of funding received by SHSs and 60.6 per cent of funding for non-SHSs. The main source(s) of service-specific recurrent government funding were:

- SHSs: NAHA/NPAH (49.5%) and other state/territory funding (24.9%)
- non-SHSs: other state/territory government funding (56.5%).

SHSs are more reliant on external recurrent funding sources, particularly government funding, than non-SHSs. This makes the SHS sector more vulnerable to changes in government policy.

SHSs in remote areas are more reliant on government funding than those in capital cities and regional areas, with a lower proportion of both external non-government funding and internally-generated funding evident for such services.

On average, philanthropy and sponsorship represent a sizable source of funding for non-SHSs (21.3% of total funding), but not for SHSs (only 3.6% of total funding). Philanthropic funding and sponsorship funding to the homelessness sector is characterised by a small number of large grants from philanthropic foundations and trusts to specific services and is not uniform across the non-SHS sector.

SHSs and non-SHSs supplement external funding by generating their own income such as through rent and fee for service income. However, although approximately one-third of both SHSs and non-SHSs reported receiving funding directly from internally generated income, due to the small dollar amount raised per service, internally generated income only accounted for a small proportion of total funding (SHS, 2.6% and non-SHS, 0.9%), and was predominantly associated with rent charged by accommodation-based services. Non-SHSs are more likely to supplement resources through the use of volunteer and pro-bono services, but this represents a minor contribution to total funds.

There is some evidence that current government policy promoting service integration is being matched by action in the field. Formal joint funding of programs is reported among around a fifth of all services. There is a greater prevalence of formal arrangements to leverage off other services (e.g. employment, education and financial counselling) to provide client support, without a joint funding arrangement. No SHS or non-SHSs reported funding via social impact investors or social benefit bonds. These are very new forms of funding and the market structure required to support these types of funding is in its infancy.

Limitations with the current level of funding and the mix of funding

Services have relatively little discretion in the manner in which they use funding to meet service objectives. The predominant funding source, government funding, is considered by the majority of services to offer low flexibility and discretion in service delivery. Sources with the greatest flexibility and discretion are community donations and large private donations, but these represent a minor source of funding.

Current funding levels are generally seen by homelessness services to be unable to meet both client demand and other service outcome objectives, especially among non-SHSs. A positive association was found between the ability to meet client demand and core government funding, underlining the importance of government funding in supporting the sector. Where that funding is not available, it is essential to have a well-developed philanthropy and investment market to support access to non-government sources.

A range of service objectives were perceived by both SHSs and non-SHSs as not being able to be met on the basis of the current funding levels. These included expansion of services, access to permanent housing and financial stability. Client employment, client facilities and IT development are other areas where a comparatively small proportion of services agreed that their objectives were able to be met with current funding, but fewer than ten per cent of SHSs considered these to be a priority area if additional funding was obtained.

A high degree of funding instability in the homelessness sector was evident, with 22 per cent of services reporting significant changes in funding between 2011–13 and 2013–15. Funding instability was more prominent among non-SHSs. As discussed above, financial stability was nominated as a priority area for additional funding. This also points to the need for stable government policy in the homelessness sector, assisting programs to be developed and implemented effectively with a longer term perspective.

Diversification of funding sources

The growing imperative to find funding from other sources was evident across SHS and non-SHSs, with many organisations indicating that they had taken active steps to diversify their funding base. Steps to obtain additional funding were most commonly targeted at government funding other than NPAH—philanthropy, community donations and fundraising. There was a higher success level for organisations that attempted to raise additional funds from community donations, fundraising and philanthropic sources than other sources. The dollar amounts raised through community donations and fundraising is typically small, so this success is unlikely to

translate into a significant increase in funding. It is the potential for increased levels of philanthropic funding that holds the greatest potential for significant levels of increased funding.

Although some services had taken active steps towards sourcing funds through the relatively new avenues of social impact investment and social benefit bonds, generally these steps were in the preliminary exploration phase, and no services attempting to raise funds from these sources in the previous two years had been successful. Current government steps to develop this market must continue in order for it to grow.

The vast majority of SHSs expressed concern about a range of potential negative consequences associated with a more diversified funding base. Over 90 per cent of services expressed concern about increased reporting and excessive output/outcome measurement. Other concerns from increased funding diversification held by around three-quarters of services were a drain on resources, a change in focus, and a conflict of objectives.

Indigenous-focused services in the *Australian Homelessness Funding and Delivery Survey* reported a smaller proportion of NAHA/NPAH funding, but this was offset by a larger proportion of other state and territory government funding than the sample as a whole. As discussed previously, this may reflect an inability of services to identify where government funding is obtained under NAHA/NPAH, or it may reflect a difference in government policy in funding these programs.

A much larger proportion of Indigenous-focused services provided long-term housing for clients (42.9% of Indigenous-focused services compared with 12% of non-Indigenous services). This potentially relates to the unavailability or unsuitability of affordable housing for Indigenous people outside of the homelessness system. A smaller proportion of Indigenous-focused services (61.6%) reported being able to meet greater than 75 per cent of client demand than the sample as a whole (67.5%).

Policy development options

Government funding contributes far and away the largest component of overall funding for homelessness services in Australia. The evidence suggests that it is vital for significant government funding of the sector to continue as services are currently not meeting current levels of demand and that there is a strong indication that additional funding, along with funding stability, is required for the sector to meet a broad range of outcome objectives, including adequate access to permanent housing. Non-SHSs, with a lower level of government funding, are less likely to meet service objectives than SHSs, pointing to the current importance of government funding to enable homelessness services to meet objectives.

The present study points to the fact that government funding can provide little discretion and there is a need for policy-makers to consider providing services with greater flexibility in the use of funds to meet the needs of specific client groups.

The fact that current funding levels are generally seen by homelessness services to be unable to meet both client demand and other service outcome objectives points to the need for additional funding to better meet client demand, expansion of client services, access to priority housing, service innovation, client employment, financial stability of services and IT development. Although services did not list these as top-level priorities, client employment is an important issue in assisting clients to secure a stable income source. IT infrastructure is also seen as an important factor in developing the systems required for coordinating service integration initiatives and for outcomes measurement. Addressing shortfalls in these areas through capacity development should be considered a priority for government.

To more effectively meet the demands of the clients of homelessness services, one or both of the following two things must happen. Either government funding must rise and/or non-

government sources of funding need to be tapped more effectively by homelessness services. To enable significant large-scale non-government funding, many homelessness services need to diversify funding sources and develop further the culture of philanthropic giving in Australia as well as structures to foster impact investment. Philanthropic foundations and grants represent the primary source of large-scale non-government funding. However, only a small proportion of services reported this funding source. Homelessness services and parent agencies need to develop more effective strategies to increase their effort and effectiveness in raising higher levels of funds from non-government sources.

Only a small proportion of services have taken active steps in relation to impact investing, predominantly at the preliminary exploration stage. Development of this sector has significant potential for large-scale non-government funding, but requires government support of market infrastructure development and program outcome measurement to be successful. It is also necessary to support outcome measurement and evaluation initiatives in the sector in order to provide the hard evidence on which philanthropists and social impact investors can base decisions.

Government policy around funding diversification needs to address the significant concerns reported by services around issues of over-reporting, change of service culture, draining of resources and conflict of interest with diversifying funding sources. Consideration is required as to whether funding diversification affects the ability and motivation of services to meet government policy objectives in the sector.

The sample of non-SHSs in our survey was small though we do not have a clear idea about how 'small' it is without a complete mapping of such services. Further research, specifically targeted at this sector, is required to better inform decisions regarding the importance of government funding for this sector.

The study

This study contributes to homelessness policy by providing large-scale representative data on the current funding profile of SHSs in Australia, the extent to which that funding is able to meet service outcomes, including client demand, steps that services are taking to source additional funding, and priority areas for funding. It also provides findings on the funding of services that support the homeless, but which are not incorporated under the SHS umbrella, referred to as non-SHSs.

The extant research literature is limited and we do not have large-scale representative data on the funding of both homelessness-specific services and services in mainstream service delivery that support homeless people. A primary purpose of the current research is to bridge the current significant gap in the evidence base on the funding of services supporting those who are homeless or at risk of homelessness. The study is based on the *Australian Homelessness Funding and Delivery Survey*, which was conducted throughout Australia from end-2015 to early 2016 and provides the largest data collection on the funding of Australian services that support the homelessness population.

The evidence and policy development options presented in this study are further strengthened in the AHURI's *Inquiry into the funding and delivery of programs to reduce homelessness's* two other research reports: *The funding and delivery of programs to reduce homelessness* (MacKenzie, McNelis et al. 2016), and *Safe and sound? How funding mix effects homelessness support for Indigenous Australians* (Spinney, Habibis et al. 2016). The three supporting reports will culminate in the Inquiry's Final Report (Flatau, Zaretsky et al. forthcoming).

In their reports, MacKenzie, McNelis et al. (2016) consider the role of early intervention and prevention strategies; integrated cross-sectoral and cross-department funding packages;

government and philanthropic/corporate co-funding projects, and rigorous experimental trials of social impact bonds. Spinney, Habibis et al. (2016) consider further whether Indigenous Australians, who experience rates of homelessness well above the Australian average, are receiving the kinds of support best suited to them, and whether the support they receive is culturally appropriate.

In the Inquiry's Final Report (Flatau, Zaretzky et al. forthcoming), a set of additional policy issues beyond the scope of the present study is addressed including continuity in funding, the role of competitive funding and contestability in funding, individualised funding, performance-based funding (contract renegotiation) and place-based funding options.

1 Introduction

This report is part of a set of reports under the AHURI Inquiry into the funding and delivery of programs to reduce homelessness. It presents evidence on the sources of funds for specialist homelessness services and mainstream services that assist the homeless in Australia. It also examines the implications of different forms and levels of funding on service delivery.

- There is limited Australian and international evidence on funding of homelessness services. This report presents the first comprehensive evidence and examination of the funding of homelessness services in Australia.
 - The majority of homelessness services in Australia access two major Commonwealth/state and territory programs, namely the National Affordable Housing Agreement (NAHA) program and the National Partnership Agreement on Homelessness (NPAH). In this report, we refer to services receiving such funding as Specialist Homelessness Services (SHSs).
 - In addition to NPAH/NAHA funding there are a variety of possible sources of external and internal funding available including:
 - other government recurrent and capital funding
 - donations, sponsorships and philanthropy (including corporate grants or sponsorship, philanthropic foundations or trusts, large individual donations, crowd funding, fundraising)
 - other external sources of funding including grants from social enterprises, social impact investor funds, and debt financing
 - own-revenue sources of funding such as rental income (for accommodation services), investment income, fees for service, revenue from own-run social enterprises.
 - The *Australian Homelessness Funding and Delivery Survey* provided the primary data source on the funding of services supporting the homelessness population in this study. The survey examines the current funding profile of services, the extent to which this allows outcomes to be achieved, sector activity and experience in raising new funds from alternative sources.
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1.1 Why this research was conducted

This report forms part of the Australian Housing and Urban Research Institute (AHURI) Inquiry, *The Funding of Homelessness Services in Australia*. In this report we provide a comprehensive evidence basis on the funding of services that support those experiencing homelessness or at risk of homelessness in Australia.

The extant research literature is limited. It suggests that service providers who support homeless people or those at risk of homelessness, almost all of whom lie in the non-government sector, vary in the extent to which they have diversified their funding base. Some are solely reliant on government funding. Others derive some revenue from philanthropic channels (both individual and corporate), or their own revenue sources such as rental income

and investment income. Other services in Australia are totally reliant on their own sources of revenue. In addition, mainstream services, such as health services, provide assistance to those experiencing homelessness. However, we do not have a good understanding of how many services fall into these different categories nor the specific funding mix. This is because we do not have a mapping or large-scale representative data on the funding of both homelessness-specific services and services in mainstream service delivery that support homeless people.

Sole reliance on government funding leaves many non-government service providers vulnerable in tight fiscal times. The last two years have seen a number of key providers struggle to remain viable when government funding is cut. Hence, diversification, as a risk management measure has merit, but the extent to which this has been achieved by organisations in the homelessness sector and in mainstream service delivery for homeless people is unknown. The data needed to complete this picture is not readily available.

The Inquiry aims to address these significant gaps by gathering and synthesising evidence on the mix of government and non-government funding of the homelessness services system as well as of mainstream services and enterprises that support the homeless. It also examines how the funding of services supporting people who are homeless influences service provision and outcomes for homeless people. Does the level and mix of funding constrain service delivery? Does it mean that the needs of homeless people are not being fully met? What could be achieved by a higher and more diversified funding profile?

We answer these questions in this and two other research projects which feed into the overall Inquiry findings and recommendations. The policy implications of these findings are further developed in the Inquiry's Final Report, which draws together findings and recommendations from all three research projects.

An initial Inquiry Discussion Paper (Flatau, Wood et al. 2015a), *The Inquiry into the funding of homelessness services in Australia*, provides a detailed background to this Inquiry and what it attempts to achieve, and the three supporting research projects. It also provides context relating to how homelessness services have been funded historically in Australia and what is known about the current funding mechanisms and the funding of homelessness programs internationally.

This report provides primary data evidence on funding mechanisms used and implications on service delivery using data obtained via a survey designed by the research team entitled the *Australian Homelessness Funding and Delivery Survey*. The survey's aim was to provide an overarching picture of the composition of funding sources used by the homelessness sector, the extent to which this sector is endeavouring to access non-government sources of funding and the level of success in doing so, and the sector's own assessment of how funding mix and levels of funding are related to service delivery. The final sample for analysis consisted of 319 services that assist the homeless; 298 Specialist Homelessness Services (SHSs) and a small sample of 21 non-Specialist Homelessness Services (non-SHSs) with a primary purpose of assisting people who are homeless.

The term Specialist Homelessness Services (SHSs) (when capitalised or when used as an acronym) is used throughout the report in a very specific way to refer to services funded from two specific sources of funding—the National Affordable Housing Agreement (NAHA) and/or the National Partnership Agreement on Homelessness (NPAH). All other services are referred to as non-SHS services.

The non-SHS category includes homelessness-specific services not funded through NAHA and/or NPAH sources (including non-NAHA/NPAH government funding options), and mainstream services that provide non-homelessness services, but operate a program or service directly targeting the homeless population. For example, health services or legal advice services that are specifically targeted at health and legal support for the homelessness population.

The other two Inquiry research studies use case studies to take a more detailed view of the issue of homelessness funding (MacKenzie, McNelis et al. 2016; Spinney, Habibis et al. 2016). MacKenzie, McNelis et al. (2016) use a series of case studies to understand more clearly the links that exist between the funding mix, the services that homeless agencies deliver and their impact on homeless people. Spinney, Habibis et al. (2016) consider the issue of funding, service delivery and outcomes for Indigenous homeless people to account for the very high incidence of homelessness among Indigenous people. Spinney, Habibis et al. (2016) further use the *Australian Homelessness Funding and Delivery Survey* data on Indigenous-focused SHSs and also conduct case studies of Indigenous organisations and Indigenous-specific programs as well as 'mainstream' organisations and programs that serve large numbers of Indigenous homeless people in different parts of the country and examine how the mix of funding influences service outcomes.

In the Inquiry's Final Report (Flatau, Zaretsky et al. 2016), the findings and policy implications of all three projects are drawn together, providing more detailed policy recommendations.

1.2 Australian policy context and literature

There are a large variety of possible funding sources for services and enterprises that assist the homeless and those at risk of homelessness, as depicted in Figure 1 below. For the purposes of the following discussion, we divide funding into government funding sources and non-government funding sources.

1.2.1 Homelessness service delivery funding arrangements: government funding

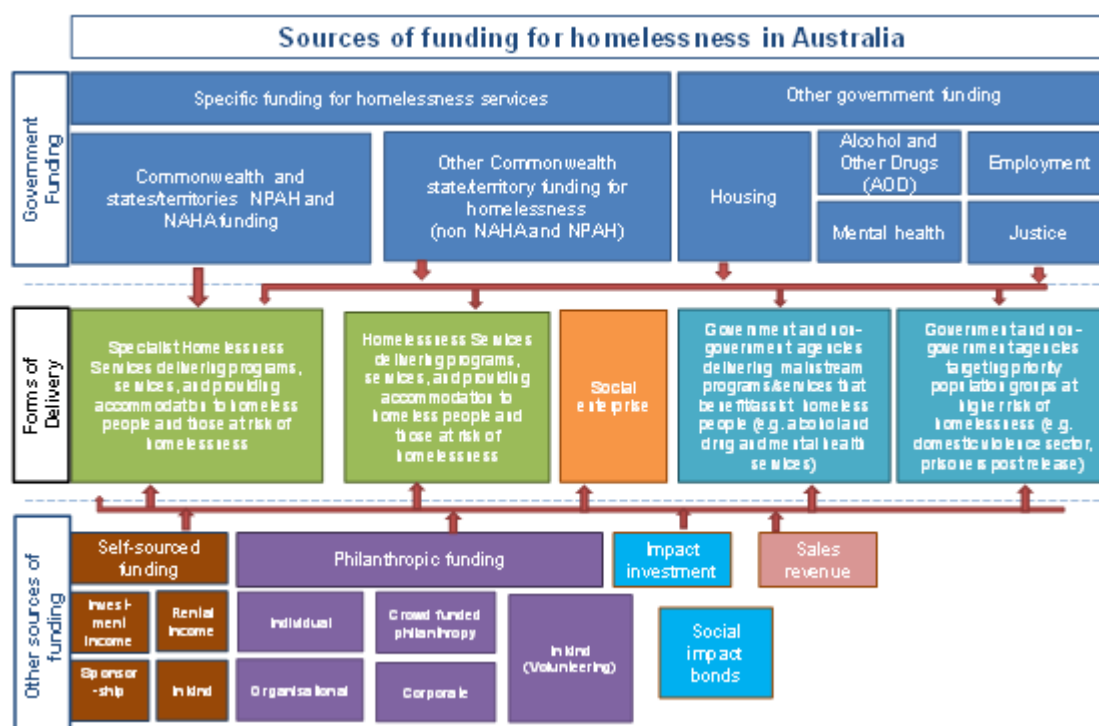
NAHA/NPAH funding

Prior to the 1970s, services supporting the homeless were invariably provided and funded by faith-based organisations. Government funding of homelessness services in Australia was commenced in a systematic way during the 1970s and substantially increased during the 1980s (Bullen 2010; Chamberlain, Johnson et al. 2014; Chesterman 1988). The Supported Accommodation and Assistance Program (SAAP) commenced in January 1985. SAAP provided recurrent funding for services that assisted people who were homeless or at risk of homelessness. Alongside SAAP and, as part of the Commonwealth State Housing Agreement, a new Crisis Accommodation Program (CAP) was created to fund capital investment in crisis accommodation facilities.

In 2009, SAAP was superseded by the National Affordable Housing Agreement (NAHA), which included Commonwealth funding for housing and homelessness services. Under NAHA, the Commonwealth Government provides funding to state and territory governments, which manage the allocation of funds (Homelessness Australia 2012). The NAHA also provides for funding of homelessness-related capital projects such as accommodation for clients (e.g., women's refuges). In total, NAHA provided AU\$6.2 billion worth of housing assistance to low and middle income Australians in the first five years (Department of Social Services n.d.).

The National Partnership Agreement on Homelessness (NPAH) was introduced in conjunction with the NAHA. It provided additional Commonwealth and state and territory joint funding for housing and support services for people who are homeless or at risk of homelessness. Services that receive funding through the NAHA and/or NPAH are commonly referred to as Specialist Homelessness Services (SHSs) (Homelessness Australia 2015; SCRGSP 2016).

Figure 1: Sources of funding for organisations delivering services to homeless people in Australia



Source: Authors

The NAHA agreement is to operate indefinitely, and is reviewed every five years. The last review was in 2013. NAHA provides approximately \$250 million per year to homelessness initiatives. The initial NPAH agreement was set to expire in 2013, but has, to date, been extended three times. A transitional agreement was implemented for 2013–14 in which the Commonwealth Government provided \$159 million, and another 2014–15 extension that allocated \$115 million to service delivery programs. The latest extension is for 2015–17 and will see AU\$115 million per year provided by the Commonwealth Government, and matched by the states and territories, over the 2015–17 period (Homelessness Australia 2015).

The Australian Institute of Health and Welfare (AIHW) reported that, in 2014–15, around 1,500 agencies provided data to the Specialist Homelessness Services Collection (SHSC) (AIHW 2015). However, some NAHA and NPAH-funded services are not required to provide data to this collection, so the total number of funded services will be larger than this.

Other government recurrent funding for homelessness services—non-NAHA and non-NAHA

A smaller amount of government funding for homelessness services is provided through a range of government programs in addition to the NAHA and NPAH. This is particularly true of state and territory funding where the jurisdiction chooses to fund homelessness services that do not fall within the NAHA and NPAH umbrella or add additional funds to existing NAHA and NPAH funding. An example is the Supportive Tenancy Service in the Australian Capital Territory (ACT), where the service is partly funded under NPAH and the shortfall funded by the ACT government (ACT Government 2012). In 2013–14, the total recurrent expenditure by state and territory governments for homelessness services (including NAHA/NPAH funding and administrative costs) was \$619.1 million, rising to \$707.2 million in 2014–15 (SCRGSP 2016).

In addition to this, the Commonwealth provides funding for non-NAHA and NPAH programs, including the Reconnect program for young people (approximately \$24 million annually), HOME

Advice, which provides tenancy support services (approximately \$1.4 million annually), and Assistance with Care and Housing for the Aged (ACHA), which assists older people who are homeless or at risk of homelessness (approximately \$6.5 million annually until July 2015 when it was incorporated under the Commonwealth Home Support Program). The Commonwealth Government also funds housing-related programs designed to improve housing affordability, and thus reduce the risk of homelessness. These are the Commonwealth Rent Assistance Scheme and the former National Rent Affordability Scheme (Homelessness Australia 2015).

Programs delivered by mainstream services to provide non-homelessness services to the homeless population are also often funded from non-NAHA and non-NPAH government sources. This can include state funding for health, legal advice and justice services. One example is the Homeless to Home Healthcare program in Brisbane which has funding from two Medicare locals, as well as receiving in-kind support from Mater Health Services, Micah Projects and St Vincent's Private Hospital (Brisbane) (Connelly 2014). In some instances, these programs operate jointly with a Specialist Homelessness Service (SHS) or a non-Specialist Homelessness Service (non-SHS) homelessness support program.

A range of independent government agencies also provide funding to not-for-profit organisations. This is often in the form of one-off grants for a specific project, such as a pilot program or a capital grant. However, it can be longer term funding. Some examples of independent government agencies are the Lotteries Commission in Western Australia and the Tasmanian Community Fund.

At the international level, the extent to which the homelessness sector and its services are funded by government varies markedly around the world, and often reflects the political and cultural ideology of that nation, as well as the policies of the government in office. The various tiers of government involved in homelessness also vary from country to country and in many cases involve a greater focus on local council funding and administration than in the Australian case (see Fitzpatrick, Johnsen et al. 2012). Nevertheless, there are important cases of local government being a source of funding for homelessness-related services in Australia. For example, the City of Sydney provided partial funding for the Way2Home program (City of Sydney n.d.).

Fiscal belt tightening is currently a concern around the world and can result in funding reductions or cuts to homelessness services, as well as to other sectors such as health that deal with a significant proportion of homeless people. One of the unintentional consequences of constrained availability of government funding is the competition this can engender among not-for-profit organisations, particularly when administered through competitive tendering processes (Buckingham 2009)

This can potentially be to the detriment of the sector if it reduces collaboration.

Government capital funding

Capital investment in homelessness services is provided in the form of accommodation infrastructure for those services providing crisis or transitional accommodation to homeless people and other infrastructure items such as information technology (IT) and other office equipment. The growth in government capital funding for homelessness accommodation started with the introduction of the Crisis Accommodation Program (CAP) in 1984. At least 90 per cent of CAP funds are spent on infrastructure responses, including crisis accommodation, and short to medium-term transitional properties. The remainder relates to recurrent costs such as maintenance and head lease from the private sector. In 2009, CAP was absorbed in the NAHA and capital funding for homelessness accommodation is provided through NAHA.

Capital funding for homelessness accommodation can also come from non-NAHA government sources, including independent government agencies. For example, the Western Australian Lottery Commission (Lotterywest) sometimes provides funding for capital works, fixtures and

fittings and IT infrastructure (Flatau, Zaretsky et al. 2008) to organisations in the homeless sector.

1.2.2 Homelessness service delivery funding arrangements: non-government funding sources

In addition to government homelessness funding there are a variety of non-government sources, as depicted in Figure 1 above. This section outlines features of a range of non-government sources of funding currently being used or explored in Australia and current examples of their use.

Philanthropic funding

Philanthropic funding includes public donations of money and in-kind donations of goods and services, volunteering and pro-bono services (e.g., legal services).

Corporate philanthropy to not-for-profit organisations has grown substantially in Australia over the last 15 years (McGregor-Lowndes, Flack et al. 2014). For some of the newer innovative homelessness interventions, corporate philanthropy is important. For example, The Foyer Oxford received core funding from BHP Billiton that amounted to \$5 million to provide young people with fully facilitated transitional housing (Sercombe 2014). An increasing number of homelessness service providers also list corporate sponsors on their websites (Anglicare SA 2015; Australian Red Cross 2015). There is, however, no comprehensive data on the role of philanthropy in the homelessness sector per se and corporate donations can vary substantially in size and purpose.

Crowd funding is the practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the Internet (Oxford Dictionary n.d.). It is a new development in the philanthropic funding of homelessness services. An example is the Streetsmark projects (see Kernot and McNeil 2011), a crowd funding action that has acted as a vehicle to fund small innovative projects in homelessness around Australia.

Internationally, it is difficult to ascertain the net value or proportion of philanthropic funding directed to homelessness versus other causes or issues.

At the aggregate national level, one report suggests that in the US private funding accounts for a greater proportion of funding for homelessness than federal government funding (Fitzpatrick, Johnsen et al. 2012), but the extent to which this constitutes philanthropic funding is unknown. At the program or service level it is also hard to gauge the relative contribution of philanthropic funds to programs and services, as increasingly these operate with a mixed funding model. For example, the Shelter Association of Washtenaw in the US is a homeless support organisation that relies partly on philanthropy (receiving 36% of its funding from a variety of foundations, businesses and individuals) with the remainder of its funding from government (Garwood 2012). Garwood notes that while the inadequacy of government funding often drives such diversification of funding, it has other benefits as it creates a wide network of stakeholders supportive of the homelessness program (Garwood 2012).

One of the challenges around the globe with philanthropic funding is that it needs to be provided on a long-term basis to achieve sustained impacts on long-term issues such as homelessness. One example of a successful long-term funding relationship is that between the Corporation for Supportive Housing and the Conrad N. Hilton Foundation (Brousseau 2009) in the US. Brousseau notes that factors contributing to this long relationship include: inoculation against funder fatigue, active engagement with the Foundation, and using donated funds to leverage further grants and scale up (Brousseau 2009).

Collaboration between philanthropic foundations is another way to enhance the impact and sustainability of philanthropic investment in homelessness (Carlin 2011). There are other

potential benefits and resource savings that can be gained, as illustrated by the creation of a shared data repository by the Boston Foundation and the Paul and Phyllis Fireman Charitable Foundation to assist homelessness prevention efforts in Massachusetts (Carlin 2011).

There are some examples internationally of new ways of injecting philanthropic support into social issues. Venture philanthropy for instance is an emerging type of philanthropy internationally that can be described as 'grants plus advice' (KnowHow NonProfit 2015). It takes concepts and techniques from big business and applies theories to achieving philanthropic goals through innovative grant making and has been usefully applied to help scale up interventions on problems that need a longer term outlook to attain desired results (KnowHow NonProfit 2015).

Private sector funding and public private partnerships

Many of the examples of homelessness-relevant to private sector funding relate to social and affordable housing. For example, in Australia there are incentives for private investment in social housing through subsidies and tax concessions, and the government has established special institutional arrangements (housing banks) for private funds to flow to the not-for-profit housing sector (Commonwealth of Australia 2014; Czischke, Gruis et al. 2012). There is also a growing body of literature and programs pertaining to the engagement of the private sector in funding and/or supporting the integration of at-risk and homeless young people into the labour market through training, mentorship, and employment opportunities (Noble 2012).

Around the world, examples of partnerships formed between the public sector and the private sector have emerged and Public Private Partnerships (PPPs) are quite a common approach in initiatives to alleviate homelessness. (Bridgman 2003), with various permutations of public, private and not-for-profit organisations working together. While PPPs represent an alternative way to bring together funding for homelessness services or programs, they are also typically characterised by their multi-dimensional approaches to complex problems not easily addressed by a single organisation (Bridgman 2003).

As well as more formally identified PPPs, public-private collaborations is another term emerging in the homelessness literature. Van Leeuwin (2004), for example, describes several variations of this model targeting youth homelessness in Denver, USA. As well as providing alternative avenues for funding, private public collaborations provide scope to trial non-traditional interventions, facilitate complementary service provision and continuum of care within an integrated program (e.g., drug addiction treatment plus housing), and can leverage additional funding off the original collaborative investment (Van Leeuwin 2004). Moreover, the Denver examples illustrate that in a challenging economic climate, the coordinating organisation Urban Peak was able to substantially grow its suite of programs addressing homelessness (Van Leeuwin 2004).

PPPs have grown in Australia as a model for funding infrastructure and capital works. Housing examples to date seem confined to community housing (e.g. a PPP between NSW Housing and BonnyRigg Partnerships to provide community housing (Pinnegar and Housing 2011), but no explicit examples relating to homelessness were identified.

Social enterprise funding

Social enterprise is rapidly gaining traction in the homelessness field both internationally and in Australia (Kernot and McNeil 2011). Social enterprises are entrepreneurial organisations that pursue innovative approaches to problem solving social, environmental or other more complex issues. While sometimes social enterprises have looked to charities for funding, there has been an expansion of private sector investment or hybrid funding models (Bugg-Levine, Kogut et al. 2012).

Examples of social enterprises involved in homelessness in Australia include cafes that provide employment skills training (Mission Australia 2015) and Micah Projects (Micah Projects 2015), Secondbite—a service that redistributes surplus fresh food to people in need (Social Ventures Australia 2012), STREAT—which provides training and support to homeless youth through work experience in cafes, catering and coffee roasting businesses (STREAT 2012), and *The Big Issue* newspaper (*The Big Issue* 2015). As Australia's longest-standing social enterprise, and part of an international brand, the Big Issue Australia supports and creates vendor and job opportunities for the homeless and disadvantaged through the sale of magazines and running of workshops for community groups (*The Big Issue* 2015). The latter two social enterprises are the subject of a review in Project B of the Inquiry study.

There are a myriad of social enterprise initiatives internationally (Czischke, Gruis et al. 2012; Galera and Borzaga 2009), and a growing number targeting homelessness or the prevention of factors that precipitate homelessness (Teasdale 2009, 2010). There is no one-size-fits-all model, and considerable variation across these social enterprises (Teasdale 2009).

While there is an emerging body of research on the effectiveness of social enterprise initiatives relating to homelessness, there are many evidence gaps, and very few studies have tracked the longer term outcomes for participants, or included details about the funding and longer term sustainability of such programs. Evaluation studies of specific social enterprises are also limited in answering the bigger questions about the relative efficacy or cost benefit of these approaches over other homelessness interventions. As noted by Teasdale, for example, it is not known whether social enterprises are better equipped or more effective than other organisational types in moving homeless people into employment (Teasdale 2010). There is also evidence to suggest that social enterprise routes to employment may not work so well for homeless people with more complex social support needs (Teasdale 2010). This concern highlights the need to monitor how shifts in funding and service delivery models impact on homelessness outcomes, particularly among those who may be most vulnerable.

Social impact investment

Social impact investors are individuals or organisations which place capital and capabilities to fund projects and organisations that deliver financial as well as social or environmental returns (JPMorgan Chase 2014). Social impact investment is growing internationally, particularly in North America and Europe where larger institutional investors are starting to enter the market (JPMorgan Chase 2014).

Social benefit bonds (SBBs) or Social impact bonds (SIBs) are a popular form of social impact investment worldwide and were originally developed in the UK in 2010 to fund the Peterborough prison project which aimed to reduce reoffending rates (Palumbo and Learmonth 2014; Disley, Rubin et al. 2011) and represent a new funding model for the social sector and for homelessness. Since their introduction, SIB-funded projects have also emerged in the US, Canada, the Netherlands and Belgium (Robinson 2012). The key feature of the model is a multi-party arrangement in which impact investors provide funds for a social initiative and achieve return on that investment if the initiative produces a social impact greater than some hurdle level. The ultimate funder is typically government, but unlike the standard grant funding is conditional and back-ended with risk taken by the investor (Cox 2011; Edwards 2014; Mulgan, Reeder et al. 2011). In a recent review of SIBs being implemented internationally (Palumbo and Learmonth 2014), only two of the 22 were working towards resolving homelessness issues (both in the UK).

In Australia, social impact investment is starting to develop with the support of government and organisations such as Social Ventures Australia (SVA) and Impact Investing Australia. SVA is a non-profit organisation, established in 2002. In 2014, their Social Impact Fund provided capital for the Sustain Community Housing project (NSW) to purchase land and construct six dwellings.

The aim was to provide a financial return to investors of 7.5 per cent as well as both social and affordable housing, and thus to demonstrate a sustainable non-government-funded model to be scaled up (Social Ventures Australia n.d.-b).

Impact Investing Australia was established in 2014 with an aim to provide leadership and capacity building in the sector. Their 2016 Impact Investment Survey showed a growing level of activity and awareness of impact investment in Australia. Of the 93 respondent organisations (total of \$333,358 million under investment), 41 per cent were active impact investors, predominantly institutions. Of those active in impact investment most had less than 10 per cent of their capital invested in the area. Of those who were not active investors, 76 per cent showed a level of awareness in impact investing. Active impact investors mostly invested in areas related to children and/or issues affecting young people and clean energy, but they were also interested in deals that address housing and homelessness. Active investors are looking for well documented evidence of social impact, as well as most wanting a market rate of return (Dembek, Madhavan et al. 2016).

The New South Wales Government has established an Office of Social Impact Investment. In 2015 they released a Social Impact Investment Policy with the aim to build capacity in the sector. Prevention or reduction of homelessness among young people is one of the areas the NSW Government is investigating as suitable for social impact investment (NSW Government n.d.).

Australia is turning to a hybrid model involving SIBs, which rather than transferring 100 per cent of the risk to the private sector, part of the risk is realised by the government (Cox 2011; Edwards 2014). In 2011, the New South Wales Government set aside \$21 million for implementing SIBs which saw its first program launched in 2013 (Robinson 2012). Other states have also commenced extensive research into SIBs (Edwards 2014; Palumbo and Learmonth 2014). The South Australian Government has identified two homelessness services; Hutt St Centre and Common Ground Adelaide, to deliver a program to be financed through an SIB (Social Ventures Australia n.d.-a).

Internal funding sources

In addition to external funding sources discussed above, Australian studies by Flatau, Zaretsky et al. (2008) and Zaretsky and Flatau (2013) showed that many supported accommodation service providers supplement recurrent government funding with internally generated revenue. This predominantly relates accommodation-based services charging clients rent.

Capital funding-non government sources:

The capital stock in the homelessness sector has been generated from a variety of sources including government and non-government sources. Zaretsky and Flatau (2013) reported on a survey of homelessness service providers, finding that although most properties were CAP funded (or equivalent), a small number of properties were owned by agencies providing specialist homelessness services, either wholly or through a joint venture or partnership arrangement. In some instances the capital for an agency owned property was provided from philanthropic sources.

There are also a growing number of examples of homelessness accommodation with mixed capital funding from the government and the private sector. For example, the St Bartholomew's House Lime Street capital project in WA received \$23 million from state funding, \$7.3 million from federal funding, \$1 million from the St Bartholomew's Foundation, and an additional \$750,000 Jobs Fund Grant for energy saving initiatives (St Bartholomew's Foundation n.d.).

1.2.3 Homelessness service delivery funding arrangements: service integration

Joint funding of homelessness programs

Many homelessness programs are funded on a standalone basis. However, the 2008 White Paper, *The Road Home* (Commonwealth of Australia 2008) stressed the need for better integrated programs to provide a more holistic support. A small number of programs have achieved this through joint funding of services to deliver different aspects of homelessness support. This may take the form of joint funding of two or more services that provide homelessness support services, or joint funding of one or more services that provide homelessness support services and one or more mainstream services that provide non-homelessness services (e.g. health, legal advice or employment assistance) to the homeless population. The funding may come from a range of sources—government and non-government. For example, the Way2Home program in NSW is a joint program delivered through the Way2Home health team at St Vincent's Hospital, which provides health services to the homeless population and is funded from Commonwealth funding provided through NPAH; and the Way2Home Outreach and Support Team delivered by Neami, which provides general support and case management services and is funded by the City of Sydney and Housing NSW (City of Sydney n.d.).

Arrangements to leverage off mainstream services

Some homelessness services have formal arrangements allowing them to leverage off non-homelessness mainstream services to provide client support. The arrangement may not involve any funding flowing to the mainstream service. However, they do represent an additional resource which is available to the homelessness service to meet client needs. For Education First Youth Foyers in Victoria are an example of this type of arrangement, where the youth foyer development is situated on a TAFE campus and the Foyer program is open to youth who want to study but can't live at home. As well as homelessness-related services, the Youth Foyer model provides access to education, training and employment services (Hanover n.d.).

1.3 Policy issues

Since the introduction of the SAAP and CAP, and later NAHA and the NPAH, the extant research suggests that many homelessness services have relied heavily on government for recurrent funding (Flatau, Cooper et al. 2006; Flatau, Zaretsky et al. 2008; Zaretsky and Flatau 2013), with some solely reliant on government funding. However, others derive some revenue from philanthropic channels (both individual and corporate), or their own revenue sources such as rental income and investment. There also exist other services in Australia which are totally reliant on their own sources of revenue, principally funding from philanthropic sources. Charitable donations were always a supplementary source of income, but generally coming through large charities. Philanthropic funding was mobilised for pilot projects such as the Michael and Misha projects implemented by Mission Australia. There is also a push from government to expand alternative funding sources such as social enterprise revenue, and social impact investing.

Sole reliance on government funding leaves many non-government service providers vulnerable in tight fiscal times, and the last two years has seen a number of key providers struggle to remain viable when government funding is cut. Hence, diversification as a risk management measure has merit but, as discussed previously, the extent to which this has been tried and achieved by organisations in the homelessness sector and in mainstream service delivery for homeless people is unknown.

The Federal Government White Paper, *The Road Home* (2008) (Commonwealth of Australia 2008), stressed that mainstream agencies should play a much larger role in preventing

homelessness. The strategic policy setting of prevention and early intervention was referred to as 'turning off the tap'. In particular, people who are homeless are significant users of health, drug and alcohol, justice and welfare services. Government funding for these services is from areas outside the NAHA and NPAH and would be a source of significant funding outside the specific homelessness budget. A comprehensive picture of homelessness-related government funding would include the portion of the budget for these services that relates to homelessness. However, it is generally not possible to identify this. For example, conventional reporting of hospital emergency department costs does not allow identification of the extent to which these costs are driven by people who are homeless or at risk of homelessness. However, there are a small number of programs operated by mainstream services that are aimed specifically at the homelessness population and it is possible to identify funding for these programs. In some instances these programs operate jointly with an SHS or a non-SHS homelessness support program.

There are a number of trends and issues to be considered as part of this Inquiry in ascertaining the effectiveness and longer term viability of current funding models for homelessness programs and services. More broadly this also needs to be set against the wider policy, political, economic and social context. In reviewing the evidence nationally and internationally, the following issues emerge as important considerations for the Inquiry.

The type of services in demand among homelessness service providers is not static, and has repercussions for how well the current funding mix meets these needs. For example, the most recent AIHW report on specialist homelessness services found that between 2011–12 and 2013–14, there was a 28 per cent increase in clients needing assistance to sustain their tenancy. There was also an increase of 9 per cent since 2012–13 of clients seeking assistance as a result of family or domestic violence (AIHW 2015). This raises a number of questions that are difficult to answer from available data, including: To what extent does funding enable services to adapt to changes in types of demand year to year? To what extent is it adequate where demand has increased? Are the areas where demand is increasing more or less reliant on say one type of funding (e.g., government)?

There have been moves to more activity based funding models and performance measures in Australia in sectors such as social services and health, but there is considerable debate as to whether this results in the best outcome for the clients or target population in question. While activities and outputs provided to clients are easier to measure, they do not equate to the outcomes for clients which are more complex to measure (Flatau, Cooper et al. 2006). In other words, accountability metrics for activity and output-based funding models do not necessarily capture the end user impact of services or the way in which they are funded.

As service providers increasingly move to more diverse funding bases or hybrid funding models for their programs and services, how can we capture the collective impact of such services and assess the extent to which the funding mixes employed are optimal? Organisations often still have to report to the 'silos' from which the different pots of money come, but this works against being able to demonstrate the synergistic benefit of the suite of programs and the fact that 'the sum is often greater than the whole'. Moreover, we need also to be able to assess outcomes at the broader program and systemic level—for example: What trends are we observing in aggregate client outcomes across all services (not just those funded through government)? What changes in outcomes are being observed when the funding mix changes?

The sustainability and stability for services and programs of the current funding mix is a key issue, compounded by changes in the political, policy and economic landscape in Australia. Many housing and homelessness services were left in a vulnerable position in 2014 awaiting the Federal Government's deliberation of continuation of the NPAH program. While good news finally came, it was only for a one-year extension to the agreement. Hence, the sector remains vulnerable, and long-term planning and investment is less likely to occur in services and

programs that may be more effective in the long term, but not able to ‘show results’ within a one-year time-frame. This is particularly problematic for services and programs seeking to prevent recurrent homelessness as this requires a longer term outlook.

While this Inquiry focuses specifically on homelessness, this is significantly impacted by the trends and challenges in the broader affordable housing arena. The limited and inadequate supply of social housing and affordable housing in Australia is well recognised and contributes to both homelessness and risk of homelessness (Forsyth and Durham 2013). There has been a trend over the last few decades away from direct investment in public housing stocks to demand-side support for affordable housing, via rental assistance programs (Commonwealth of Australia 2014). Housing has, however, become less affordable in Australia over the last decade and incomes have not kept pace with this (Forsyth and Durham 2013), the demand for affordable housing vastly exceeds supply, and the waitlists for social housing around Australia are deplorable. As highlighted by the recent Anglicare report (Anglicare Australia 2016), the vast unaffordability of the bulk of rental properties drives more people into homelessness, and the system becomes further strained. So when market forces are not creating supply that those who are given assistance can afford, the risk of homelessness increases. This raises the question of balance between demand and supply-side measures. This is not a phenomenon unique to Australia of course, but it is one that has precipitated a greater focus on supply-side issues around the world.

In summary, there is a growing variety of funding sources and models that make up the composite face of homelessness funding in Australia, although current evidence suggests that the majority of homelessness funding comes from government sources. While the literature often focuses on a particular type of funding (e.g., social bonds or philanthropy, or reports on government expenditure), for many organisations it is a mixed bag. Furthermore, as observed in relation to social housing in Australia, there is a growing diversity of hybrid funding variations, including innovative PPPs (Gilmour and Milligan 2012). The variety, nature and efficacy of hybrid funding models for homelessness are, however, not well articulated, and trends over time are difficult to monitor in the absence of this. Further upstream are programs that are seeking to intervene to prevent the recurrence of homelessness, such as employment or education programs. Identifying the sources and relative contributions of these other pockets of funding is a more complex task, but is essential if we are to have a fuller picture of both the funding and service mix, and in turn to inform policy and practice for the future. The demise of some agencies that were primarily reliant on government funds has escalated the imperative to better understand the mix of funding for the homelessness sector. Hence, this is one of the core research questions of the Inquiry and which this report aims to address.

1.4 Research methods

1.4.1 The survey

The *Australian Homelessness Funding and Delivery Survey* is the instrument employed to gather primary data on the funding of Australian organisations that support the homelessness population.

The survey comprises four parts:

- *Part 1:* Service’s profile—clients, support provided, whether the service is Indigenous specific and significant changes in service structure over the previous two years.
- *Part 2:* Sources of recurrent and capital funding—including government and non-government; significant changes in funding and impact of this change.
- *Part 3:* How the current funding mix meets service delivery objectives.

- *Part 4*: How change in funding sources may influence service delivery.

Parts 1 and 2 information is for financial years 2013–14 and 2014–15.

The survey was delivered online via Qualtrics' online survey software. Participants were invited to participate via e-mail, which was also used to provide reminders.

1.4.2 Sample

The survey was administered to two broad groups:

- 1 *SHSs*—homelessness-specific services that receive NAHA and/or NPAH funding.
 - Each jurisdiction provided a list of organisations that receive SHS funding, resulting in a total list of 1,592 organisations. Through an extensive initial service contact process, these lists were refined for issues such as outdated contact details, service no longer existing, and to ensure no individual was required to complete more than two surveys. Ultimately, 1,120 SHS services were invited to participate.
 - In total, 398 SHSs completed the survey, a response rate of 35.5 per cent. Of these, a sub-sample of 298 (74.9%) provided organisational funding. The remainder only provided responses to Part 1 questions. As the purpose is to examine funding mix, reported findings for SHSs relate only to this sub-sample of 298 services (26.6% of invited SHSs).
- 2 *Non-SHSs*—services that assist the homeless and do not receive NAHA and/or NPAH funding. This includes:
 - Homelessness-specific services funded by government sources other than NAHA and NPAH and/or by non-government sources (e.g. charities, philanthropy).
 - Mainstream services not funded through NAHA or NPAH but with a dedicated focus on delivering non-homelessness-specific supports to homeless people in the domains of health, drug and alcohol, justice, out-of-home care and employment.
 - There is no comprehensive list or database of non-SHS organisations at either jurisdiction or national level. A desk-based web search together with information gleaned from a range of networks and snowballing identified 138 non-SHSs, all of which were invited to participate. They ranged from very small voluntary services through to mainstream health and legal organisations with a dedicated service within it relating to homelessness. In addition, several homelessness networks and community housing bodies assisted by promoting the survey and providing members with a link to it.
 - In total, 52 non-SHSs completed the survey, a response rate of 37.7 per cent.¹ Of these, a sub-sample of 21 (40.4%, representing 15.2% of invited organisations) provided funding information, with the remainder only providing responses to Part 1. Of these 21, four identified as providers of mainstream services to the homeless, the remainder identified as providing homelessness-specific services including four community housing providers. The reported findings for non-SHSs relates only to this sub-sample of 21 non-SHSs.

A small number of social enterprises assisting the homeless were also identified. The case study method was considered more appropriate for this group, which is included in this Inquiry's report, *The funding and delivery of programs to reduce homelessness: the case study evidence* (MacKenzie, McNelis et al. 2016).

¹ The response rate is estimated based on the invited services. Some respondents may have accessed the survey via a link provided by a homelessness network or community housing body.

1.4.3 Service profile, funding profile

Chapter 2 describes the profile of the 319 services, SHS and non-SHS, which provided funding information, the clients supported and client services provided. Chapter 3 provides an overview of funding sources used by these 319 services and examines in detail the funding profile for the 233 services (216 SHS and 17 non-SHS), which provided funding dollar amounts. Appendix 3 reports the total dollars funding received by these services over the two-year period 2013–15.

The tables in the body of the text and Appendices 5 to 7, report the average annual dollar funding received, by source. Tables in the report body show the average annual value of funding received over the two years 2013–15; calculated as a simple average over the two years. Appendices 5, 6, and 7 report each year 2013–14 and 2014–15 separately.

The funding profile tables present:

- For those services which reported funding from that source:
 - Average annual number of services reporting funding dollars from that source.
 - Average annual dollar amount received (conditional on receiving that funding).
- For all services which reported any dollar funding information:
 - Average annual dollar amount received from that source across all participant services which reported dollar funding amounts.
 - Proportion of funding from that funding category attributable to the funding source—for example, NAHA/NPAH funding as a proportion of the funding from sources included under the category 'Government funding.
 - Proportion of total funding received attributable to that source—for example, NAHA/NPAH funding as a proportion of total funding received by participant services.

A funding profile is also examined based on splits by jurisdiction, geographical location, whether client accommodation is provided, main client group and whether the service is Indigenous specific.

Services in the SHS group were specified by the jurisdictions as SHSs. It was expected that each of these services would indicate receiving NAHA/NPAH funding. However, this was not the case, with only 68.5 per cent of SHSs which reported funding dollars indicating this. Possible explanations for this are: 1) the lists provided by the jurisdictions were out of date and these services received NAHA/NPAH funding prior to 2013–15, but had lost that funding; or 2) the service did receive NAHA/NPAH funding in that period but included it as a different funding source, for example as state government funding or as government funding received by the parent agency and allocated to the service. It is not possible to know from survey data which of these explanations apply. Therefore, the funding profile reported should be interpreted in a broad sense, with a focus on funding received from government sources, rather than focusing on funding from NAHA/NPAH separately from other government sources. It is also not possible to determine the extent to which government funding allocated by the parent agency (4.8% of total funding) is actually service specific NAHA/NPAH funding.

1.4.4 Value of volunteer and pro-bono services

Twenty-seven per cent of services reported some type of volunteer or pro-bono services. The value of these services to the sector is estimated by applying an estimated hourly wage rate to the reported hours. Two wage rates are used:

- Following the method suggested by the ABS (ABS 2014a), the average hourly rate for community and personal services workers of \$33.70/hour (ABS 2014b) is applied.

- Following Zaretsky and Flatau (2013), a more conservative estimate is provided by applying the national minimum wage of \$17.29/hour (Australian Government 2015).

As pro-bono hours may relate to professional services (e.g., the provision of legal services), the application of these rates may provide a very conservative estimate of the value of volunteering time. However, no information is available on the nature of the pro-bono services provided, and given the comparatively small number of pro-bono hours reported across the sector, the estimated total value to the sector of volunteer and pro-bono hours is not likely to be sensitive to this issue.

2 Profile of respondent services

This chapter summarises the key characteristics of the organisations that responded to the *Australian Homelessness Funding and Delivery Survey*.

- The majority of respondents to the survey were Specialist Homelessness Services (SHSs) reflecting the high level of SHS funding for the homelessness sector in Australia.
 - Both SHS and non-SHS organisations varied across a range of characteristics, including location (capital city, regional or remote); service type (whether stand-alone or part of a broader suite of services); main client group; number of clients assisted, and whether or not the service was homelessness specific.
 - Services ranged from small with an annual revenue of less than \$1 million (22%) to very large with revenues over \$5 million per annum (48%). Non-SHSs were more likely to be either much smaller or much larger than SHSs.
 - As the composition of the homelessness sector in Australia is not static, information about service stability over the past two years is presented. It is noted that there is some instability in the respondent groups between the two years and that a number of services were unable to participate in the survey due to cessation of funding.
-

2.1 Composition and representativeness of respondent sample

This chapter provides background information on the profile of the 319 respondents to the *Australian Homelessness Funding and Delivery Survey* that provided funding-related information—298 SHSs and 21 non-SHSs. Services that partially completed the survey but did not provide funding information have been excluded. Specialist Homelessness Services are defined for the purposes of this report as homelessness-specific services which receive NAHA and/or NPAH funding. The predominance of SHS organisations in the sample is representative of the sector (Flatau, Cooper et al. 2006; Flatau and Zaretsky 2008; Zaretsky and Flatau 2013).

The 298 SHSs represent approximately 20 per cent of the total population of 1,500 services that provided data to the Specialist Homelessness Services Collection (AIHW 2015). Available data on the SHS sector focuses on the profile of clients, client services provided and outcomes. No comprehensive Australia-wide information is readily available on the composition of service types (e.g. supported accommodation versus tenancy support) or issues such as the geographical distribution of services (Zaretsky and Flatau 2015). This study represents the first attempt to document the funding profile of the SHS sector, so it is impossible to determine whether any bias exists in the respondent sample. However, sampling was conducted on a population basis and, as discussed below, respondent services cover a diversity of organisational structures, geographical locations, size and client mix, and the sample size is sufficiently large to provide a good evidence base for examining the current state of funding profile in the Australian homelessness sector.

The non-SHS sample is small, and no comprehensive list exists of services operating in this area. Therefore, it is not possible to determine the extent to which the sample is representative of the sector. Results for this sector should be treated as preliminary and indicative only. The

small non-SHS sample should also be noted when making comparisons between the two subsamples. For example, one non-SHS service represents approximately 5 per cent of the non-SHS sample.

The governance and organisational structure within which a service operates varies widely across services assisting the homeless. Some operate as a stand-alone service. Others operate as a unit within a suite of services. Some operate in small agencies while others operate in very large organisations (e.g. The Salvation Army) which operate across a broad range of human service areas (Salvation Army n.d.). Services which operated under a parent agency organisation are more likely to have a more complex funding situation than those which are stand-alone, with the potential for funds to be sourced at the parent agency level and distributed to individual services, and for joint use of centralised management and administration (see Flatau, Zaretzky et al. 2008; Zaretzky and Flatau 2013). It is important to have a mixture of these organisational structures in the overall sample to provide an understanding of the range of funding arrangements in the provision of homelessness support.

2.2 Overview of respondent service characteristics

Table 1 below provides an overview of the profile of respondent services. For this report, the term 'service' refers to the unit within an organisation delivering the homelessness assistance, and the agency is the organisation that manages and administers the homelessness service in question as well as being the legal entity that 'signs off' on service contracts with relevant funders. An agency may have a number of homelessness services and may provide a broader range of services beyond homelessness assistance.

For both SHS and non-SHSs there was not a particular bias towards either stand-alone services or those part of a broader suite of services, with overall 44.1 per cent of services being stand-alone and 55.9 per cent being part of a broader suite of services. Further, respondents were asked whether the agency that manages the service was a homelessness-specific agency or provided services across a range of domains (e.g., job-search services, family relationship counselling, financial counselling etc.). Overall, 70.7 per cent of respondents reported that the managing agency had a mix of homelessness and non-homelessness services, with 17.7 per cent of respondents reporting that the agency was a homelessness-specific agency. Of those SHSs classifying the agency as 'Other' (10.8%), just under half (4.7% of SHSs) indicated that their client group was domestic or family violence victims, with funding under homelessness.

Respondent services operated in a range of geographical locations, with 78.6 per cent of all services operating in a single location (e.g., either capital city, regional or remote); 15.4 per cent in two locations, and 6 per cent in capital city, regional and remote/very remote locations. SHSs were more likely to operate in regional areas (62.3%), whereas non-SHSs were more likely to operate in capital city locations (81.0%). Only a small number of each (15.4% overall) operated in remote or very remote locations.

The size of the agency the service was part of, or of the stand-alone service, showed diversity in the sample, with overall 21.9 per cent having annual revenue of less than \$1 million, 30.2 per cent with revenue between \$1 million and \$5 million, and 47.9 per cent with annual revenue greater than \$5 million. These proportions largely reflect those observed for the SHS sample. Non-SHSs were more likely to be smaller or larger in size, with 33.3 per cent having revenue less than \$1 million and 52.4 per cent having revenue greater than \$5 million.

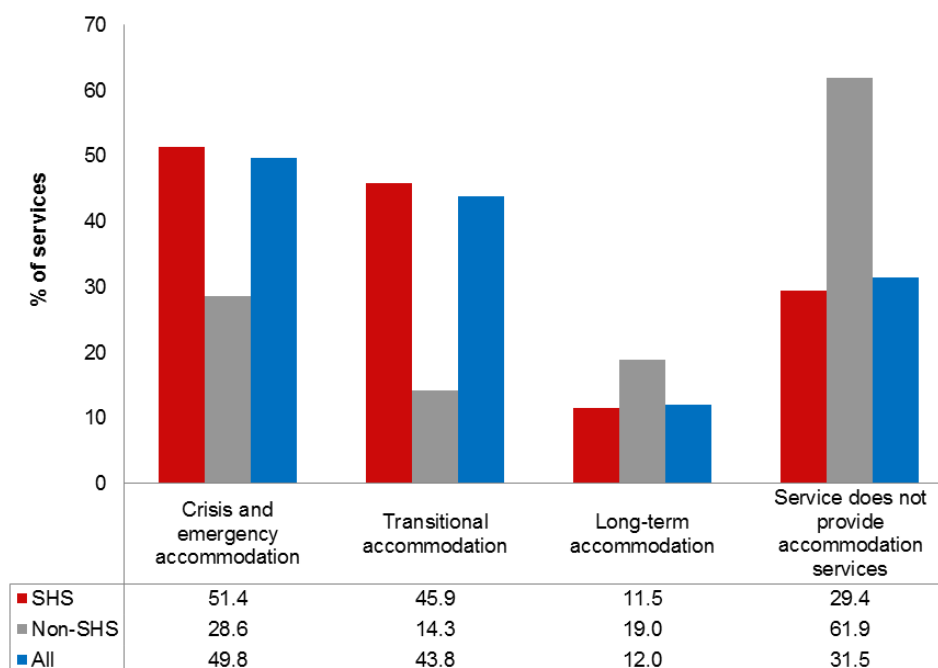
Table 1: Profile of respondent services

	SHS	Non SHS	All
<i>Service is...</i>			
Stand-alone (%)	43.3	56.7	44.1
Part of a broader suite of services (%)	56.7	47.6	55.9
<i>Number of services in the suite: mean</i>	<i>11.17</i>	<i>12.89</i>	<i>11.28</i>
<i>Number of services in the suite: range</i>	<i>1–70</i>	<i>3–30</i>	<i>1–70</i>
<i>Geographic location of service¹</i>			
Capital city (%)	48.1	81.0	50.3
Regional (%)	62.3	42.9	61.0
Remote or very remote (%)	15.5	14.3	15.4
Service operates in single location (%)	79.1	71.4	78.6
Service operates in two locations (%)	15.2	19.0	15.4
Service operates in all geographic locations (%)	5.7	9.5	6.0
<i>Agency that manages the service</i>			
Is homelessness-specific (%)	17.6	19.0	17.7
Runs both homelessness and non-homelessness services (%)	71.6	57.1	70.7
Other (%)	10.8	23.8	11.7
<i>Agency size—annual revenue</i>			
<AU\$1 million (%)	21.0	33.3	21.9
AU\$1 million to less than AU\$5 million (%)	31.4	14.3	30.2
>AU\$5 million (%)	47.6	52.4	47.9

Note: ¹ Selection of multiple answer options was allowed, percentages do not add up to 100.

Source: *The Australian Homelessness Funding and Delivery Survey*.

Figure 2: Percentage of services providing each type of accommodation



Source: *The Australian Homelessness Funding and Delivery Survey*.

2.3 Services that provide accommodation

The sample covers services providing client accommodation as well as those not providing accommodation. SHSs were more likely to provide accommodation services than non-SHSs (Figure 2 above): 209 (70.6%) of the SHSs provide some type of client accommodation, whereas only eight (38.1%) of the non-SHSs do the same. Overall, 100 (31.5%) out of all surveyed services did not provide accommodation to clients.

SHSs were more likely to provide crisis/emergency (51.4%) and transitional (45.9%) accommodation than long-term accommodation (11.5%). A greater percentage of non-SHSs provided long-term accommodation than SHSs (19.0% compared to 11.5%).

Responses were received from a number of services established in the last two years (5.8% of SHSs and 9.5% of non-SHSs, Table 2 below). While change in circumstance was more common for non-SHSs, none were no longer funded, compared to 3.8 per cent of SHSs. It should be noted that 13 services from NSW indicated at the preliminary contact stage (when refining the list of services to invite for survey participation) that the service was no longer funded and they would not be able to participate. It is possible that some of the services invited to participate in the survey but did not respond were also no longer funded. Therefore, this may represent a conservative view of the level of instability in the SHS sector.

2.4 Jurisdiction of service(s)

All states and territories were represented in the survey (Table 3 below). The highest percentage of both SHSs (31.3%) and non-SHSs (33.3%) were based in Victoria. New South Wales had the second highest number of participating SHS organisations (20.5%), while WA had the second highest number of non-SHS organisations participating (28.6%). Notably, no non-SHSs were based in, or provided client services, in either Tasmania or the ACT.

Table 2: Change in circumstance by service

Service is/has¹	SHSs (N = 240)	Non-SHSs (N = 21)	All (N = 261)
No longer funded (%)	3.8	0.0	3.4
Existed in current form for two years or more (%)	77.9	61.9	76.6
Established in the last two years (%)	5.8	9.5	6.1
Been amalgamated into another service (%)	4.2	9.5	4.6
Become a part of new consortium of services (%)	6.7	0.0	6.1
Other change in circumstances (%)	8.3	33.3	10.3

Note: ¹ Selection of multiple answer options was allowed, percentages do not add up to 100.

Source: *The Australian Homelessness Funding and Delivery Survey.*

Table 3: Jurisdiction in which services operate (by state or territory)

		SHSs	Non-SHSs	All
New South Wales	Services based (%)	20.5	14.3	20.1
	Services provided (%)	24.9	14.3	24.2
Victoria	Services based (%)	31.3	33.3	31.4
	Services provided (%)	33.3	38.1	33.6
Queensland	Services based (%)	16.5	9.5	16.0
	Services provided (%)	20.2	9.5	19.5
Western Australia	Services based (%)	15.5	28.6	16.4
	Services provided (%)	17.2	28.6	17.9
South Australia	Services based (%)	8.1	4.8	7.9
	Services provided (%)	10.4	4.8	10.1
Tasmania	Services based (%)	3.0	0	2.8
	Services provided (%)	5.1	0	4.7
Northern Territory	Services based (%)	2.7	9.5	3.1
	Services provided (%)	3.7	9.5	4.1
Australian Capital Territory	Services based (%)	2.4	0	2.2
	Services provided (%)	3.7	0	3.5

Source: *The Australian Homelessness Funding and Delivery Survey.*

The relative distribution of SHS survey respondents by jurisdiction loosely mirrors variation in the number of SHS organisations in each state/territory as shown in the lists received from each jurisdiction. For example, NSW and Victoria have the largest number of SHS funded

organisations (30% of the total for NSW and 26% for Victoria), and Tasmania and Northern Territory the fewest (4% and 2% respectively).

As shown in Table 3 above, the proportion of services based in a particular jurisdiction was not necessarily identical to the proportion of services provided within that jurisdiction, as some services did operate in more than one jurisdiction (e.g., 3.7% of SHS and 4.8% of non-SHSs operated in two jurisdictions). However, over 90 per cent of SHSs and non-SHSs operated in a single jurisdiction. None of the non-SHSs operated in more than two jurisdictions. A small percentage of SHSs operated in three to four (2.0%), five to seven (1.0%) and all (0.7%) jurisdictions.

2.5 Main purpose of service (non-SHSs)

Non-SHSs were asked to indicate the main purpose of their service. These proved to be quite diverse. Just under half (42.8%) indicated a variety of housing and homelessness support including crisis accommodation, early intervention, youth-specific and aged-specific, and provision of breakfast/showers. In addition, 19.0 per cent of non-SHSs indicated provision of community housing as their main purpose.

Other purposes indicated were legal advice (9.5%), Aboriginal-specific support, advocacy, aged care, justice/corrections, mental health and support to those affected by domestic violence (4.8% each).

2.6 Clients assisted

Survey respondents provided details of the number of clients assisted each year, both homeless and non-homeless. For the purposes of the survey, a client is defined as an individual who receives support from the service. For example, a family group of one adult and two children, where all individuals in the group are supported by the service, is counted as three clients.

- Note: The total number of clients reported here cannot be compared with those reported in the SHS Annual Reports published by the AIHW, where a Statistical Linkage Key (SLK) is used to identify where an individual client received assistance from more than one SHS, and a client is only reported once in each period (AIHW 2015). In this report, where a client received assistance from more than one respondent service during 2013–14 and/or 2014–15 they will be represented more than once. Also, some of the services included in the survey sample provide functions such as 24/7 call centres. These clients would not be represented in the reported AIHW client numbers.

Across all services, 293 respondents indicated that the service assisted clients (92.2%), whereas 26 services had zero clients in 2013–15 (e.g. peak bodies). The analysis presented in this section includes only those services that assisted clients.

2.6.1 Number of clients assisted

In total, 453,088 homeless and non-homeless clients were assisted in 2013–14 and 469,987 clients were assisted in 2014–15. Of these, 415,627 were SHS assisted in 2013–14 and 421,409 in 2014–15 (see Appendix 1). In our sample, both the number and proportion of homeless clients for both SHSs and non-SHSs increased each year from 2013 to 2015. Across the entire two-year period, 83.4 per cent of SHS clients were homeless clients, as were 76.7 per cent of non-SHS clients.

Across all services and clients (Table 4 below), on average, each service assisted 1,136.5 clients in 2013–14, and 1,195.7 clients in 2014–15. On average; individual non-SHSs assisted a

higher mean number of both homeless and non-homeless clients each year than individual SHSs. Both SHS and non-SHSs had an increase in the mean number of homeless clients assisted from 2013–14 to 2014–15. The mean number of non-homeless clients assisted by non-SHSs also increased, but the number assisted by SHSs remained stable.

Table 4: Mean number of clients assisted per year by service type

	Homeless clients	Non-homeless clients	Total
<i>SHSs (N = 275)</i>			
2013–14	387.7	703.6	1,078.5
2014–15	407.4	701.6	1,101.3
<i>Non-SHSs (N = 19)</i>			
2013–14	1,092.8	878.8	1,971.6
2014–15	1,640.7	967.0	2,556.7
<i>All (N = 294)</i>			
2013–14	433.5	715.2	1,136.5
2014–15	487.4	718.2	1,195.7

Source: *The Australian Homelessness Funding and Delivery Survey*.

2.6.2 Proportion of homeless clients

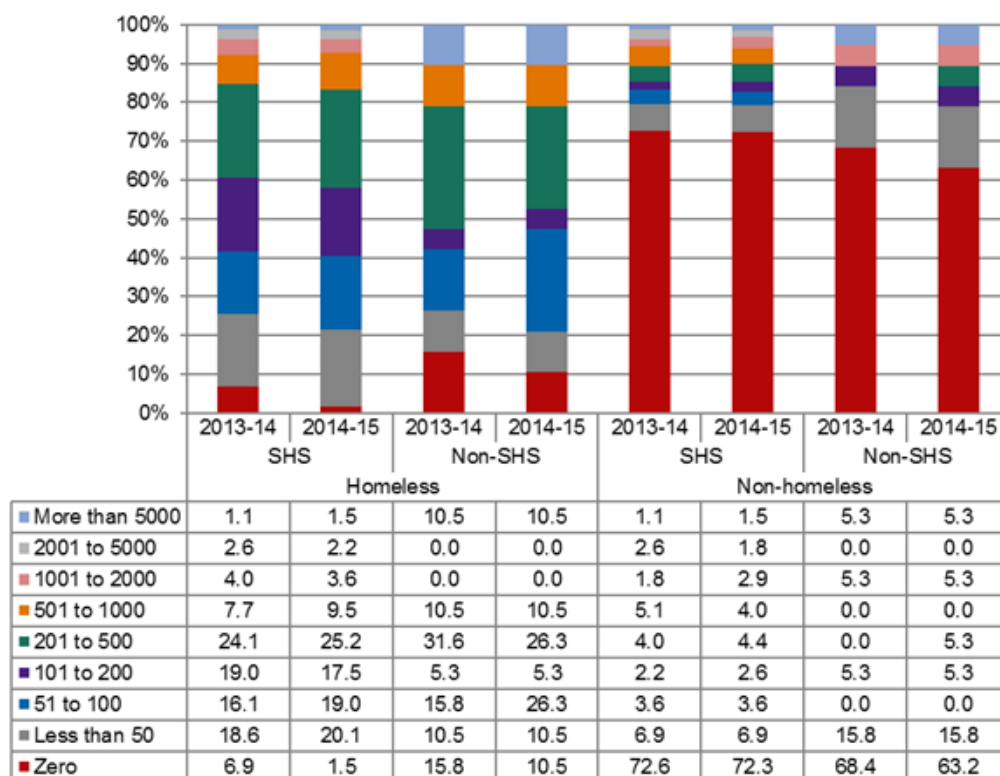
Figure 3 below shows that the mean number of clients per year reported in Table 4 is not representative of client numbers reported by the majority of services. The majority of surveyed services (SHSs and non-SHSs) assisted fewer than 500 homeless clients per year (average of 84.0% of SHS services and 97.0% of non-SHS services over 2013–15).

About one-quarter of surveyed services had less than 50 homeless (or none) clients per year (average of 23.6% SHSs and 23.7% non-SHSs over 2013–15). In comparison, the majority of both SHSs (79.4%) and non-SHSs (81.6%) had less than 50 (or zero) non-homeless clients per year. It should be noted that no SHS reported zero homeless clients in both 2013–14 and 2014–15, but a small number reported zero homeless clients in one of these periods (6.9% in 2013–14 and 1.5% in 2014–15).

Several large services had more than 5,000 homeless clients per year with this being more prevalent among non-SHSs (1.3% SHS and 10.5% non-SHSs). Similarly, 1.3% of SHSs and 5.3% of non-SHSs had more than 5,000 non-homeless clients per year.

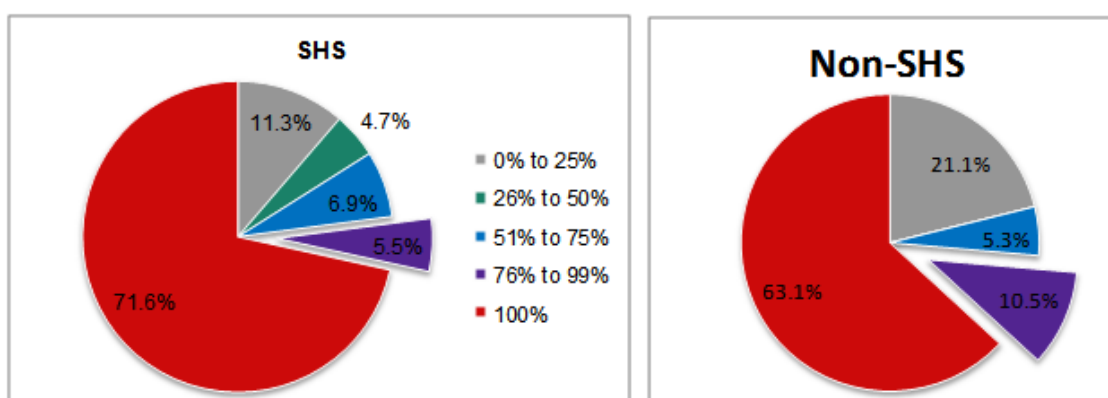
Figure 4 below shows that the majority of both SHSs and non-SHSs assisted only homeless clients (71.6% SHS, 63.1% non-SHS). A greater proportion of non-SHS programs had fewer than 25 per cent homeless clients (21.1% compared to 11.3% of SHSs).

Figure 3: Proportion of services by number of homeless and non-homeless clients/year



Source: *The Australian Homelessness Funding and Delivery Survey*.

Figure 4: Proportion of homeless clients out of total clients assisted 2013–15, SHS and non-SHS



Source: *The Australian Homelessness Funding and Delivery Survey*.

2.6.3 Main and key client groups

As discussed previously, the vast majority of services were homelessness specific, but some services assisted both homeless and non-homeless clients. This section examines the profile of the homeless client groups assisted and refers only to clients who received assistance aimed at responding to or preventing homelessness.

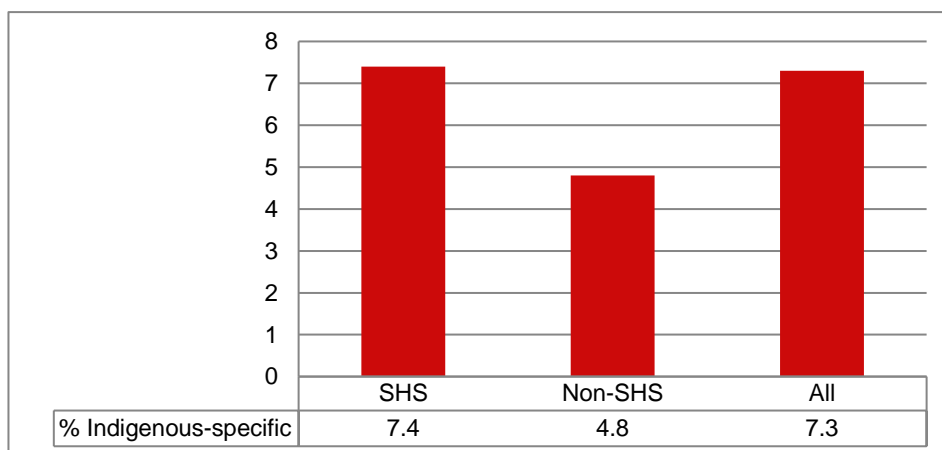
When asked to specify one main client group, collectively over 40 per cent of SHSs responded with young people (22.5%) and women and children experiencing domestic and family violence (20.1%). An additional 11.4 per cent focused on families and 16.8 per cent on a general/mixed client group. A very small proportion of SHSs focused on people exiting correctional facilities

(2.3%), experiencing mental health issues (1.7%), lesbian, gay, bisexual, transgender, intersex, and questioning (LGBTIQ) clients (0.3%), older people (0.7%), survivors of trauma (1.0%), and rough sleepers (1.3%). Non-SHSs were broader: single men and general/mixed were indicated as a main client group by 19.0 per cent; and nearly 10 per cent responded with each young people, women/children experiencing domestic and family violence, families, outreach for rough sleepers and older people (see Appendix 2 for overview).

When multiple responses were permitted, over 50 per cent of SHSs focus on young people, Aboriginal and Torres Strait Islanders, and women and children experiencing domestic and family violence. Over 70 per cent of non-SHSs focus on young people, Aboriginal and Torres Strait Islander people, women and children experiencing domestic and family violence, families, people from culturally and linguistically diverse (CALD) backgrounds, people experiencing mental health problems and single women. From the variety in responses it appears that non-SHS offer services to a broader spectrum of clients, or perhaps, there are fewer exclusive/targeted programs.

There is a notable lack of Indigenous-specific services (Figure 5 below). Under 10 per cent of all services were Indigenous-specific (7.4% SHSs, 4.8% non-SHSs). However, when the question was broadened to allow multiple groups, 53.0 per cent of SHSs and 81.0 per cent of non-SHSs listed Aboriginal and Torres Strait Islander clients as one of their key client groups.

Figure 5: Percentage of services that are Indigenous-specific



Source: *The Australian Homelessness Funding and Delivery Survey*.

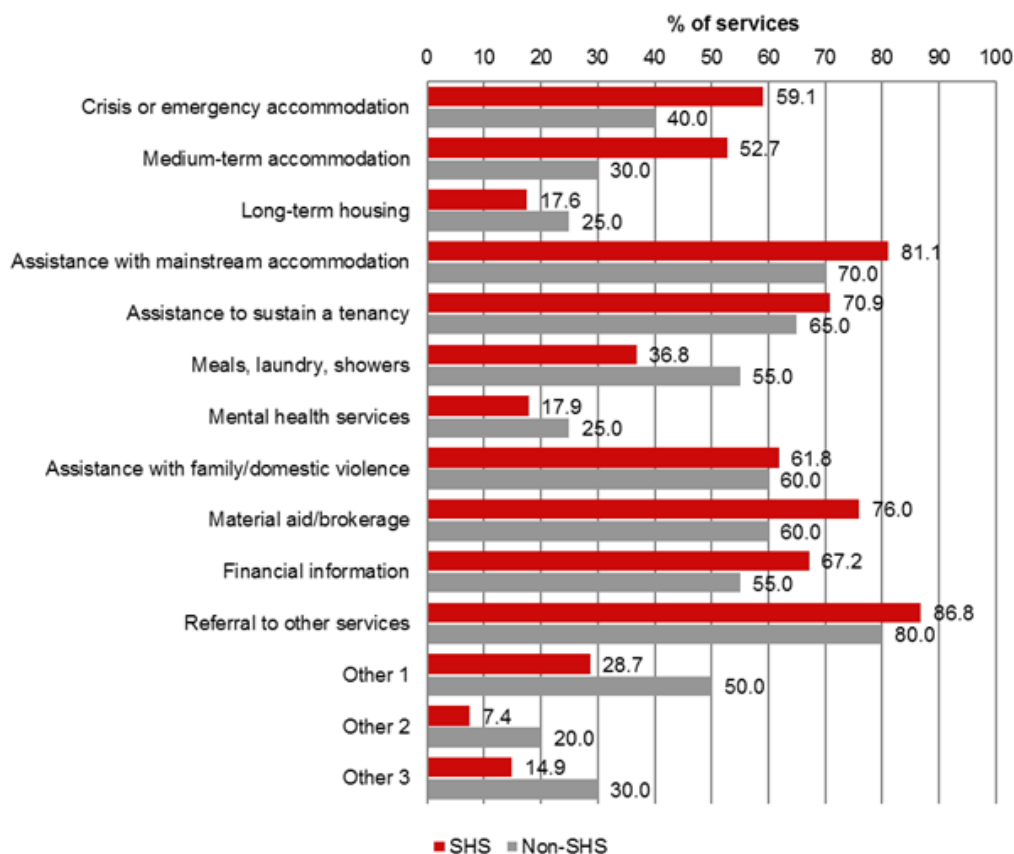
2.6.4 Key types of assistance provided to homelessness clients

Overall (Figure 6 below), the majority of all services provided assistance related to accommodation and tenancy needs of homelessness clients, including provision of crisis or emergency accommodation (57.9%), provision of medium-term accommodation (51.3%), assistance with mainstream accommodation (80.4%), and assistance to sustain a tenancy (70.6%). Other types of assistance provided by a large proportion of all services included referral to other services (86.4%), assistance with family/domestic violence (61.7%), and provision of financial information (66.5%).

A greater proportion of SHSs provided assistance with mainstream accommodation (81.1%), assistance to sustain a tenancy (70.9%), material/aid brokerage (76%), financial information (67.2%) and referral to other services (86.8%), while a greater proportion of non-SHSs provided assistance for meals/laundry/showers (55.0%), mental health services (25.0%), and a variety of other services. For a discussion of accommodation services see Section 2.3.

One-third of all services (28.7% of SHSs and 50.0% of non-SHSs) indicated provision of some other type of assistance. Examples include employment and education support, living skills training, counselling, case management, drug and alcohol support, legal support and advocacy, as well as emotional and wellbeing support.

Figure 6: Percentage of services providing each key type of assistance



Source: *The Australian Homelessness Funding and Delivery Survey*.

2.7 Policy implications

- Chapter 2 examined characteristics of the survey sample to determine the extent to which findings discussed in subsequent chapters can be relied upon for policy formulation.
 - The SHS sample is representative of the range of SHSs which operate across all Australian jurisdictions. Survey findings can be drawn on for policy formulation.
 - The non-SHS sample is limited in sample size and scope. However, there is no easy way to determine what the potential population of non-SHSs is. Findings for this sample should be treated as preliminary only and should be treated as indicative for policy formulation.
- The homelessness sector was affected by considerable instability during 2013–15. It is likely that survey findings underestimate the level of instability as loss of funding prior to the survey period potentially represents a reason for some services not responding. This should be noted when considering policy surrounding issues such as the importance of financial stability.

3 Funding profiles

This chapter summarises the funding profile of the homelessness services which provided detailed funding data in the Australian Homelessness Funding and Delivery Survey, SHSs (n=216) and non-SHSs (n=17). Key differences between SHSs and non-SHS's funding patterns are identified.

- Government funding remains the primary source of funding for the vast majority of homelessness services in Australia. For SHSs, 88.4 per cent of all funding is from external sources, with 84.6 per cent from government. For non-SHSs, a smaller 82.3 per cent of all funding is from external sources, with 60.6 per cent from government.
 - Diversification and reduced reliance on a single source of revenue is evident among a growing body of organisations. Non-SHSs were generally more likely to have a more diverse funding profile.
 - Non-government sources of funding that are used by both SHSs and non-SHSs included internally generated revenue and philanthropic sources. While philanthropic funding was minimal for SHSs, it represented 21.3 per cent of non-SHS funding. Less traditional or emerging sources of funding such as crowd funding and social enterprises were evident for a small minority of organisations.
 - There were some slight differences in funding profile when organisations were compared by jurisdiction or geographic location. Agency size does not appear to significantly determine funding profile. Accommodation services are more likely to have sourced non-government or internally-generated revenue; principally in the form of rent.
 - Despite calls for greater integration of homelessness services with services from other sectors (e.g., health, employment, education), this is currently limited, and more often achieved by leveraging off other services rather than via joint funding arrangements.
-

3.1 Existing evidence on homelessness sector funding

As discussed in Chapter 1, existing literature suggests that the Australian homelessness sector relies heavily on government funding with some evidence of funding obtained from non-government sources. The extent to which different funding sources are currently used, the extent to which funding diversification has been tried and achieved by organisations in the homelessness sector and the potential impact on service delivery from incorporating alternative funding sources into the financial structure is not known and difficult to determine given the manner in which data is reported. For example, the Australian Bureau of Statistics report on non-profit institutions funding, but groups homelessness in a much broader category of 'social services' which also includes emergency services, youth services and welfare, child welfare, family services, disabilities services, and income support services (to name a few) (ABS 2014a). The Report on Government Services provides details of funding for SHSs, but until recently this did not include services funded under NAPH and it does not report on homelessness services

that are not classified as SHSs (SCRGSP 2016). Reporting of funding for specialist homelessness services in Australia often encompasses only the recurrent funding (Commonwealth and state/territory) for the Non-Government Organisations (NGOs) delivering those services: What is not routinely added to the cost equation are the additional associated costs incurred within government departments to administer the programs and the capital cost of providing client accommodation (Flatau, Zaretsky et al. 2008; Zaretsky and Flatau 2013).

A review of the available international evidence shows that the manner in which homelessness services are currently funded is also not well articulated internationally, however it does appear that, similar to Australia, government funding remains critical to spearheading reductions in homelessness around the world, although there is also a broadening diversity of funding for homelessness including philanthropy, social impact bonds, social enterprise and other innovative approaches. Moreover, reliance on a single source of funding is increasingly rare, and internationally there are various permutations of mixed and hybrid funding models (Fitzpatrick, Johnsen et al. 2012; Shelter Scotland 2012).

Internationally, poor recording of financial data and difficulty sourcing such data has been recognised as a hindrance for developing funding snapshots for the homelessness sector (Shelter Scotland 2012). There are also inconsistencies in the way that individual homelessness services report income and operating costs (Gaetz 2012). An international review of homelessness policy undertaken for the Welsh Government observed that there is a relative dearth of robust cost evidence, with the exception of studies in the US (Fitzpatrick, Johnsen et al. 2012), and these primarily relate to specific programs.

In Australia, Flatau, Zaretsky et al. (2008) featured the first attempt at modelling the funding mix of Australian homelessness services, examining homelessness services in Western Australia. This was later extended to an examination of the funding mix of homelessness services in all Australian jurisdictions (Zaretsky and Flatau 2013). Both studies found government funding to be the major funding source, forming either 100 per cent or close to 100 per cent of funding used by programs that did not provide supported accommodation. In the 2008 study, supported accommodation programs were approximately 70 per cent government funded, and in the 2013 study approximately 80 per cent. Rent from clients formed the majority of additional funding sources, supplemented by agency grants and donations. Capital cost for supported accommodation was also found to be largely government funded—at around 60 per cent in both studies. Similarly, the 2013 report found that government carried 58 per cent of capital costs for 75 per cent for street-to-home services.

Although the methodology has proven to be an ideal baseline to develop future research, limitations do exist which will be addressed within the inquiry. The two studies only sampled a small number of the total population of homelessness-related services and only sampled government-initiated homelessness programs.

Publicly available reports, such as Annual Reports produced by homelessness service providers, also shed little light on the relative contribution of funding from non-government sources. While individual organisations may have a handle on this for their own agency, a preliminary scan of annual reports we undertook from a random sample of 20 organisations indicates that there is very little standardisation in the way that funding sources are reported. What is missing is a ‘common language’ across the sector in terms of funding sources. Furthermore, for organisations that provide services other than those relating to homelessness, the source of funding for homelessness services specifically is often not demarcated.

Additionally, publicly available documents such as annual reports rarely provide insight into the sustainability of the current funding mix or organisational intentions regarding funding they seek to source in the future. What is also missing is a mechanism in Australia for compiling an aggregated view of where the funds for various homelessness services and organisations are

derived from. Being able to provide this aggregate mapping as part of this Inquiry will serve as a valuable benchmark against which shifts and trends in funding mix can be monitored over time.

3.2 Survey results: overview of funding profile

Overall, the 233 surveyed services which provided details of funding dollars indicated use of approximately 276 million Australian dollars in funds, including recurrent (98.6% of total) and capital funding (1.4% of total) (see Appendix 3 for full breakdown by funding source by year). Of this, \$252 million represented funding for SHSs. The total funding for surveyed services increased from almost AU\$125 million in 2013–14 to AU\$151 million in 2014–15 (21% increase).

The majority of the 319 surveyed services which reported broad details of their funding source(s) obtained service-specific recurrent funding from external sources (93.6% of SHSs and 66.7% of non-SHSs, see Figure 7 below). For SHSs, the second most common funding source was internally generated revenue (33.6% of services), whereas the second most common funding source for non-SHSs was in-kind support (52.4% of services). The least common source was capital funding (4.7% of SHSs and 14.3% of non-SHSs).

For those services which reported dollar amounts of funding in 2013–14 and/or 2014–15² (N=233), 87.4 per cent of all funding was recurrent funding from government sources; either service-specific or received by a parent agency and allocated to the service. Government sources of service-specific external recurrent funding accounted for \$227.8 million (82.6%) of all funding received by surveyed services in 2013–15. Almost half of all funding was reported as being recurrent funding obtained from NAHA-NPAH (\$125.6 million, 45.5% of total funding) and a further approximately 30 per cent was reported as from other Commonwealth Government (\$11.9 million, 4.3%) and other state or territory government (\$76.1 million, 27.6%) funding. The second largest funding category was funding allocated by parent agency (\$21.2 million, 7.7% of total funding). Over 60 per cent of this related to government funding received at the parent agency level and then distributed to the service (\$13.2 million, 4.8% of total funding).

It should be noted that conversations with jurisdictions suggests that services may not be aware that funding received from government sources was actually allocated under the NAHA and/or NPAH. Thus, the proportion of funds received under NAHA/NPAH should be treated with caution and the proportion of funds from government sources, both service-specific and allocated by the parent agency, is considered more instructive than the proportion reported as NAHA/NPAH. See Appendix 3 for a detailed overview of all reported funding sources.

3.2.1 Integration with other services

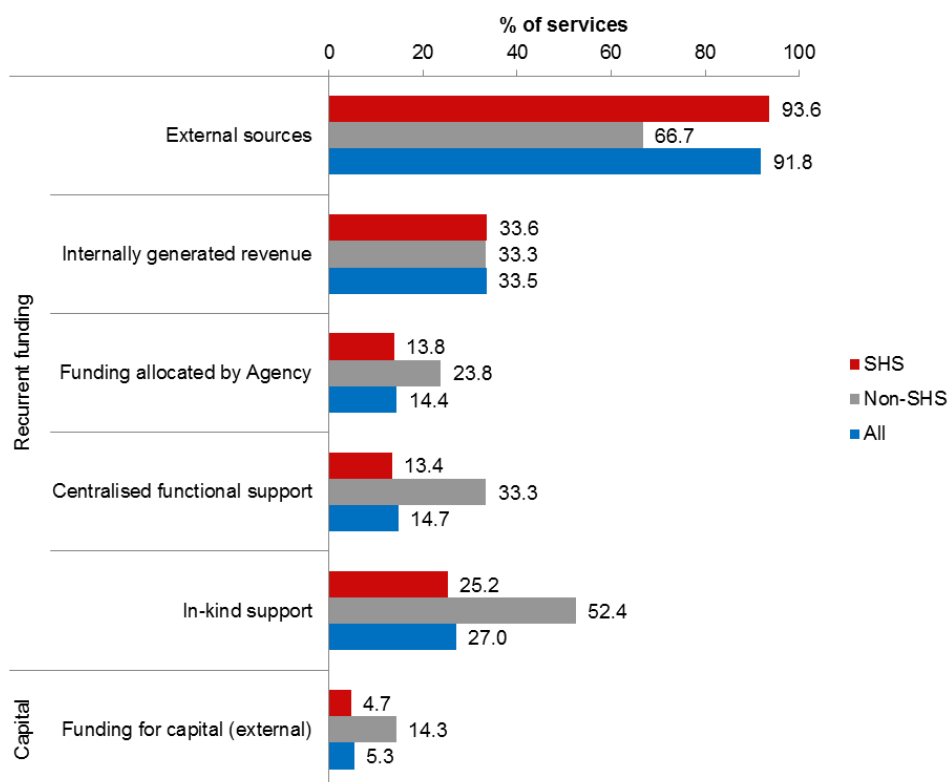
The Road Home (Commonwealth of Australia 2008) emphasised the need to provide more integrated service delivery. Joint funding of SHSs and non-SHSs, including mainstream services, has been used as a method to action this. Roughly 9 per cent of all surveyed services indicated use of joint funding (8.1% SHSs, 19.0% non-SHSs). Joint funding examples included other housing and homelessness services, Department of Housing, health and mental health services, as well as youth services.

One-third of surveyed services also indicated that they have formal arrangements to leverage off other mainstream services outside the homelessness system to provide client support (32.9% SHSs, 38.1% non-SHSs), however these arrangements do not involve formal joint funding. Examples of such leveraging arrangements include housing providers, drug and

² 215 services received funding in 2013–14 and 229 in 2014–15, in total 233 services received funding in at least one of these periods.

alcohol services, Department of Housing, counselling and psychological services, Medicare, legal services, health and mental health services, and employment services.

Figure 7: Proportion of services with funding/resources by source (N=319)



Source: *The Australian Homelessness Funding and Delivery Survey*.

3.2.2 Centralised functions

Services operating under a parent agency organisation are often able to use functions, such as human resource management, which operate at the parent agency level, rather than at the level of each individual service provider. This provides an additional resource which stand-alone agencies fund out of their service-specific recurrent funding. Overall, 14.7 per cent of surveyed services had access to and use of central functions operated at the parent agency level during 2013–14 and/or 2014–15 (13.4% SHSs, 33.3% non-SHSs, see Figure 7 above).

Overall, more non-SHSs used centralised functions operated by their parent agency, when compared to SHSs. However, the number of functions used by each non-SHS was smaller. Roughly, 12 per cent of all SHSs reported access to each of human resources, information technology, finance, and/or media/public relations. Use of other centralised functions as indicated by 3.4 per cent of SHSs, included for example, property and volunteer management and staff input. Roughly a quarter of all non-SHSs (23.8%) have access to centralised functions of human resources, information technology, and finance. Whereas 19.0 per cent of non-SHSs use the centralised function of general management; 14.3 per cent indicated use of media/public relations functions, and 9.5 per cent used some other centralised function (e.g. maintenance).

3.3 Specialist homelessness services

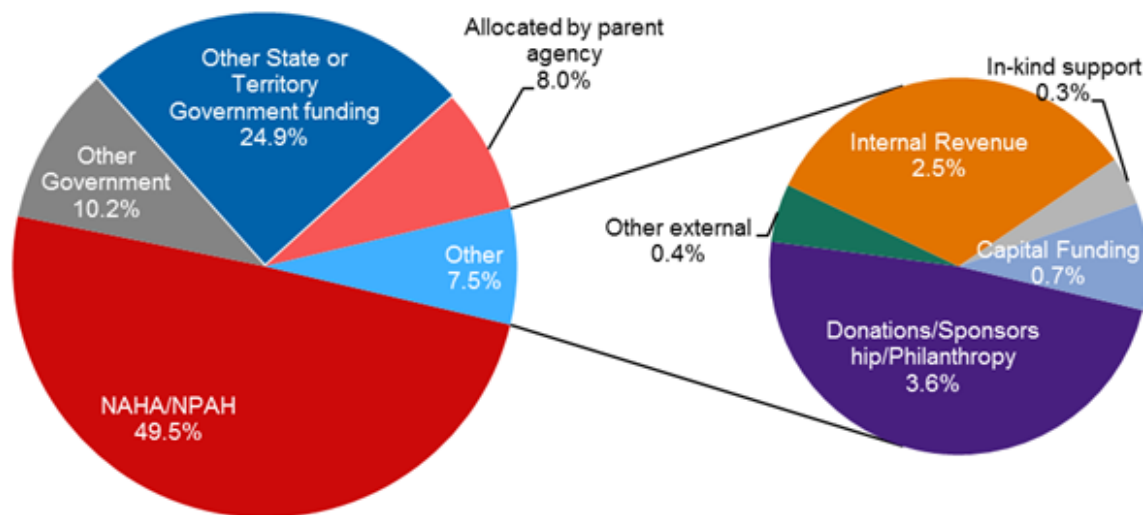
This section examines in detail the funding breakdown of SHSs. The percentage of services with each funding type is calculated with reference to the 216 SHSs which reported dollar amounts of funding in 2013–14 and/or 2014–15³ (N=216). Average dollar amount received is calculated both 1) across those SHSs which received that particular funding type and provided the dollar amount, and 2) across all SHSs which reported funding dollars (N=216).

Figure 8 below reports the funding profile for the 216 SHSs which reported funding dollars. Overall, they reported receiving \$252,406,522 in funding over 2013–15 (see Appendix 3), with 88.4 per cent received from external sources of recurrent funding designated for the service (Table 5 below).

The largest source of external funding was from government recurrent sources (89.9% of total funding, including service-specific government funding (84.6%) and government funding allocated by the parent agency (5.2%)). The main sources of service-specific funding were NAHA/NPAH (49.5% of total funding), followed by other state or territory government funding (24.9%). All other government sources of service-specific external recurrent funding accounted for 10.2 per cent of funding.

Other sources of external recurrent funding were considerably less important than government funding and included philanthropy and sponsorship (3.6% of total funding); and various other sources (0.2%). Funding allocated by parent agency to the service contributed 8.0% to the overall funding received (5.2% from government sources and 2.8% from other sources), whereas revenue generated internally by the service accounted for 2.6 per cent of the overall funding for SHSs. Funding for capital (0.7%) and in-kind support (0.3%) accounted for a negligible proportion of the total funding. All funding for capital reported was from external sources.

Figure 8: Proportion of total funding by source (SHSs, 2013–15, N=216)



Source: *The Australian Homelessness Funding and Delivery Survey*.

³ 200 SHSs received funding in 2013–14 and 212 in 2014–15, in total 216 services received funding in at least one of these periods.

3.3.1 External recurrent funding sources SHS—service specific

Table 5 below reports all external sources of service specific external recurrent funding, including the proportion of external funding that comes from each identified source and the proportion of total funding that comes from that source.

Overall, service-specific government sources of external recurrent funding accounted for the largest proportion of external (95.7%) and total funding (84.6%) received by SHSs. Nearly 70 per cent (68.5%) of SHSs which reported funding dollars reported received funding under the NAHA/NPAH, which was the largest external funding source. It accounted for 56.0 per cent of total external funding in 2013–15 and almost half (49.5%) of all funding for SHSs. NAHA/NPAH funding also had the largest average dollar value per service of AU\$454,641 per service which reported NAHA/NPAH funding (N=148), or \$312,446 per service across all services which reported funding amounts.

A second largest source was other state or territory government funding (e.g., Department of Health and Human Services (Victoria)), received by 34.7 per cent of all SHSs and accounting for 28.2 per cent of all recurrent external funding (24.9% of all funding). The average dollar amount received for services which received funding from this source was \$444,116 and \$157,170 per service across all services which reported funding amounts.

Table 5: Sources of external recurrent funding (SHSs, 2013–15)

Funding source	% of SHSs with funding	Average amount of funding per service with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of external funding from source	% of total funding from source
External funding					
<i>Government</i>					
NAHA/NPAH	68.5	454,642	312,466	56	49.5
Other Commonwealth Government funding	9.3	332,935	29,279	5.2	4.6
Grants from independent government agencies	7.4	382,518	21,376	3.8	3.4
Local government funding	6.5	221,075	13,721	2.5	2.2
Other state or territory government funding	34.7	444,117	157,170	28.2	24.9
Total Government				95.7	84.6
<i>Donations/Sponsorship/Philanthropy</i>					
Corporate grants or sponsorship	6.9	78,990	4,739	0.8	0.8
Philanthropic Foundations or Trusts	17.6	66,136	10,344	1.9	1.6
Large individual private donations (inc. bequests)	4.6	45,232	1,899	0.3	0.3
Crowd funding [^]	1.9	7,710	77	0	0
Fundraising events and programs (external)	11.1	10,090	1,014	0.2	0.2
Community member donations	19.4	23,604	4,485	0.8	0.7
Other	2.3	7,970	166	0	0
Total Donations/Sponsorship/Philanthropy				4.1	3.6
<i>Other sources</i>					
Social enterprise funds	0.5	91,931	460	0.1	0.1
Social impact investor funds	0	0	0	0	0
Social Benefit Bond (Social Impact Bond)	0	0	0	0	0
Debt financing (e.g. loan)	0	0	0	0	0
Workplace giving schemes (e.g. payroll dedications) [^]	0.5	4,000	10	0	0
Retail donations schemes (e.g. donation from each purchase)	0	0	0	0	0
Other	1.9	44,733	671	0.1	0.1
Total Other				0.2	0.2
Total External				100	88.4

Note: [^] Funding only reported in one of the surveyed periods (i.e., either 2013–14 or 2014–15), thus, average amount of funding per service with funding represents an average for one period.

Source: *The Australian Homelessness Funding and Delivery Survey.*

Corporate donations/sponsorship and philanthropy accounted for 4.1 per cent of external funding received by SHSs (3.6% of all funding). The largest funding sources of this type were philanthropic foundations or trusts (17.6% of SHSs received this funding with average dollar value of \$66,136 per service receiving this funding) and community member donations (19.4% received with average dollar value of \$23,604 per service receiving this funding). Although corporate grants or sponsorships were received by only 6.9 per cent of all SHSs, the average dollar amount received by those services which did receive this funding type (\$78,990) was the largest in this funding category.

Among other sources of external funding, 0.5 per cent of SHSs had used social enterprise funds, which contributed 0.1 per cent of external funding with a relatively high average dollar value of \$91,931 per service that reported this funding source. Other sources accounted for 0.1 per cent of external funding (used by 1.5% of SHSs).

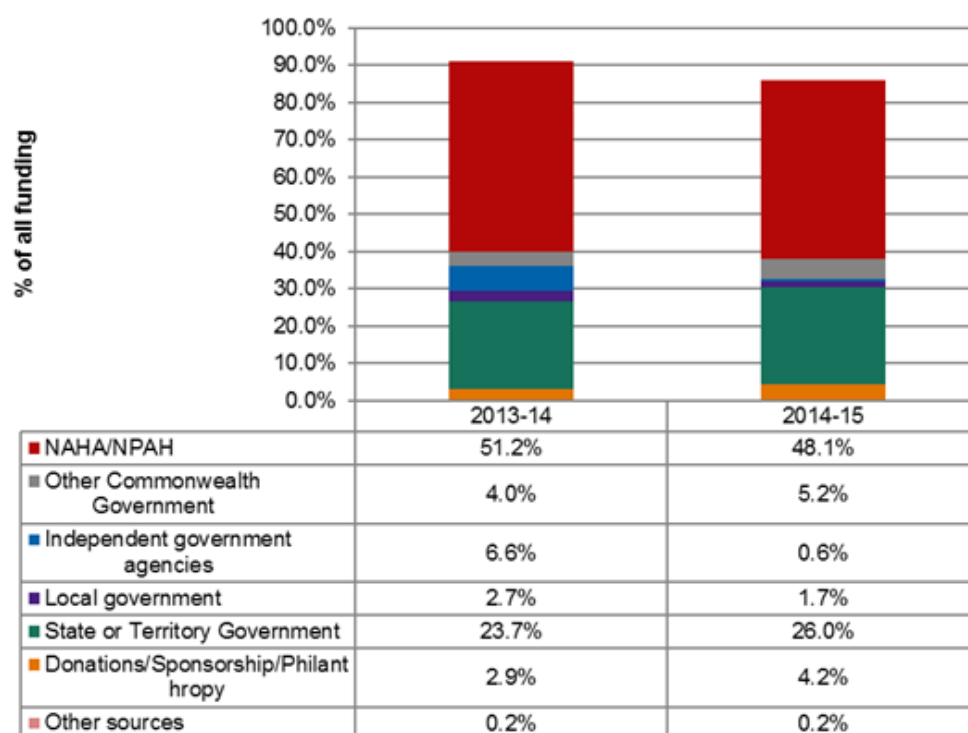
In terms of yearly changes (Figure 9 below), overall, service-specific external recurrent funding as a proportion of total funding has decreased over the surveyed period (91.2% in 2013–14 and 86.0% in 2014–15). This indicates that SHSs are becoming slightly less dependent on these external funding sources.

Examining individual external sources, there was a slight decrease in the proportion of NAHA/NPAH funding in the overall funding received by SHSs (51.2% in 2013–14, 48.1% in 2014–15, see Appendix 6 for detailed overview). However, the percentage of external funding from NAHA/NPAH has remained relatively stable. The percentage of total funding from other Commonwealth Government, other state or territory government, and corporate donations or sponsorships has slightly increased from 2013–14 to 2014–15. In contrast, the percentage of total external funding from independent government agencies has dramatically decreased over the same period. This change relates predominantly to one service, which received \$7 million from an independent government agency in 2013–14, but nothing in 2014–15. In addition, there was a minor decrease in the proportion of funding from local government.

3.3.2 Internal funding sources—SHS

Overall internally-generated income accounted for 2.6 per cent of total funding (Table 6 below) and changed little over the survey period (see Appendix 6). SHSs indicated use of four sources of internally-generated revenue (Table 6), largest being rent, generated by 25.5 per cent of SHSs which reported funding dollars. Rent accounted for 92.1 per cent of the internal funding and 2.4 per cent of the total funding. The average amount of rent generated by services which reported this funding source over 2013–15 was AU\$57,804. Of the SHSs that reported funding, 3.7 per cent reported generating other revenue (e.g. washing/dryers, service fee towards utilities), accounting for 2.2 per cent of internal funding. Finally, other sources of internal revenue were fee-for-service income and internal fundraising (reported by 2.8% and 1.9% of SHSs, respectively). These sources, however, contributed very little to total internal funding (3.2% and 1.2%, respectively).

Figure 9: Percentage of external funding in the total funding profile by source (SHS, N=216)



Source: *The Australian Homelessness Funding and Delivery Survey.*

Table 6: Sources of internally-generated revenue (SHS, 2013–15)

Funding source	% of SHSs with funding	Average amount of funding per service with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of internal funding from source	% of total funding from source
<i>Internally-generated revenue</i>					
Rent	25.5	57,804	15,212	92.1	2.4
Fee for service income	2.8	18,968	535	3.2	0.1
Vending machines	0	0	0	0	0
Social Enterprise	0.9	21,620	216	1.3	0
Internal fundraising	1.9	10,473	190	1.2	0
Other revenue	3.7	9,260	370	2.2	0.1
Total				100	2.6

Source: *The Australian Homelessness Funding and Delivery Survey.*

3.3.3 Funding allocated by Agency—SHS

Very few SHSs reported receiving funding allocated by a parent agency, however, funding from this source accounts for 8.0 per cent of the total funding (Table 7 below). This is due to the largest average dollar amount (\$930,041 per service which reported this funding) received by

SHSs from the government funding that was obtained at the agency level (5.2% of total funding). However, only 4.2 per cent of SHSs which reported funding dollars reported this funding and, as discussed previously, some of this may actually be service-specific funding (including NAHA/NPAH funding) but the service is unaware of this. Almost 7 per cent (6.9%) of SHSs received non-government funding allocated by the parent agency with the average dollar amount for these services of \$263,600 (2.7% of total funding).

Table 7: Sources of funding allocated by agency (SHS, 2013–15)

Funding source	% of SHSs with funding	Average amount of funding per service with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of allocated funding from source	% of total funding from source
<i>Funding allocated by agency</i>					
Government funding	4.2	930,041	33,076	65.7	5.2
Non-government funding	6.9	263,600	17,052	33.9	2.7
Revenue generated by agency [^]	1.4	30,333	455	0.5	0
Total				100	8

Note: [^] Funding only reported in one of the surveyed periods (i.e., either 2013–14 or 2014–15), thus, average amount of funding per services with funding represents an average for one period.

Source: *The Australian Homelessness Funding and Delivery Survey*.

When comparing 2013–14 to 2014–15, overall, the proportion of funding allocated by agency in the overall funding received by SHSs has increased substantially over the surveyed period (5.3% in 2013–14 and 10.3% in 2014–15). This largely reflects the increase in the percentage of allocated government funding, which has increased from 2.4 per cent of total funding to 7.7 per cent of total funding. It also seems that among respondent services, revenue generated by agency and allocated to the service was a relatively new funding source only used in 2014–15 (see Appendix 6).

3.3.4 In-kind support—SHS

Out of all surveyed SHSs, 25.2 per cent reported receiving in-kind support. In-kind support reported was broken down into two categories: volunteer and pro-bono hours and financial support in the form of donation of goods. Donation of goods accounted for 0.3 per cent of total funding received by SHSs who reported funding dollars (reported by 44 services (20.4%), average dollar amount \$9,615 per service which reported this funding, Table 8 below).

Volunteer hours were reported by 46 SHSs (37 SHSs in 2013–14 and 46 in 2014–15) and pro-bono hours (e.g. counselling, legal advice) were reported by 15 services (14 SHSs in 2013–14 and 14 in 2014–15). The value of these hours is not included in reported funding. These hours do have a value to the sector estimated at between 0.5 and 1 per cent of total funding received. On average, volunteers contributed 1,085 hours per service per year (range 46–20,000 over the 2013–15 period), compared to only 98 hours on average (range 2–1,200) received in pro-bono services per service per year. Following the valuation method suggested by the ABS (ABS 2014a), the estimated average annual economic contribution of volunteers (including pro-bono) to SHSs in 2013–15 is \$1,552,862 with average dollar amount per service that reported volunteer hours \$28,054 (\$7,254 per all SHSs which reported funding dollars). A more conservative estimate of the value of volunteer contributions is obtained by applying the national minimum wage, where the average annual economic contribution of volunteers to SHSs in

2013–15 is estimated at \$1,796,706 (average dollar amount \$14,393 per service which reported volunteer hours and \$3,722 per SHS which reported funding dollars).

Table 8: Sources of in-kind support (SHS, 2013–15)

Funding source	% of services with funding	Average amount of funding per services with funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of in-kind funding from source	% of total funding from service
<i>In-kind support</i>					
Donation of goods	20.4	9,615	1,949	100	0.3
Other (dollars)	0	0	0	0	0
Total				100	0.3

Source: *The Australian Homelessness Funding and Delivery Survey*.

3.3.5 Capital funding—SHS

A very small proportion of SHSs received any capital funding in 2013–15 suggesting little direct new capital works for services. Alternatively, capital funding received by agencies was not allocated to services that were the subject of the *Australian Homelessness Funding and Delivery Survey*, by survey respondents. Overall, capital funding was obtained either from government or corporate/philanthropic sources and donations, as respondent services indicated no use of other funding (Table 9 below). Capital funding from government sources accounted for the largest proportion of total capital funding (76.7%). Similar to recurrent funding, NAHA was the more-often reported source (1.4% of SHSs) and accounted for the largest proportion of the capital funding (56.0%) received by the SHS group. The average dollar value of NAHA capital funding for services which received this funding was \$199,543. Grants from independent government agencies also represented a comparably large source of capital funding (accounting for 20.6%), but it was only received by 0.5 per cent of SHSs, which received \$178,000 per service on average.

Corporate or philanthropic capital funding was obtained by 0.9 per cent of SHSs and accounted for 21.9 per cent of all capital funding. Donations for capital purposes were reported by 1.0 per cent of services, but the amount received by each of these services was comparatively small, at \$6,125 per service which received this type of funds.

Some respondents indicated how capital funding had been used, with the majority of funds spent on affordable housing and accommodation.

In terms of changes from 2013–14 to 2014–15, there was little change in capital funding as a proportion of total funding. Similarly, the proportion of capital funding from NAHA remained reasonably stable over the two periods (see Appendix 6 for a detailed overview). From 2013–14 to 2014–15 there was a significant decrease in the proportion of funding obtained from independent government agencies. There was also a substantial increase in the proportion of corporate/philanthropic funding. In each case the change related to a single organisation, reflecting the one-off nature of capital funding. These changes are also reflected in a change in the proportion of capital funding obtained from government sources (98.0% in 2013–14 vs 58.1% in 2014–15) and from corporate/philanthropic sources (2.0% in 2013–14 vs 41.9% in 2014–15).

Table 9: Sources of capital funding (SHS, 2013–15)

Funding source	% of services with funding	Average amount of funding per services with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of capital funding from source	% of total funding from source
Funding for capital					
<i>Government</i>					
NAHA	1.4	199,543	2,416	56	0.4
Non-NAHA	0	0	0	0	0
Grants from independent government agencies	0.5	178,000	890	20.6	0.1
Total Government				76.7	0.5
<i>Donations/Sponsorship/Philanthropy</i>					
Corporate/philanthropic funding	0.9	95,250	945	21.9	0.1
Donations or fundraising	0.9	6,125	61	1.4	0
Total Donations/Sponsorship/Philanthropy				23.3	0.2
Total				100	0.7

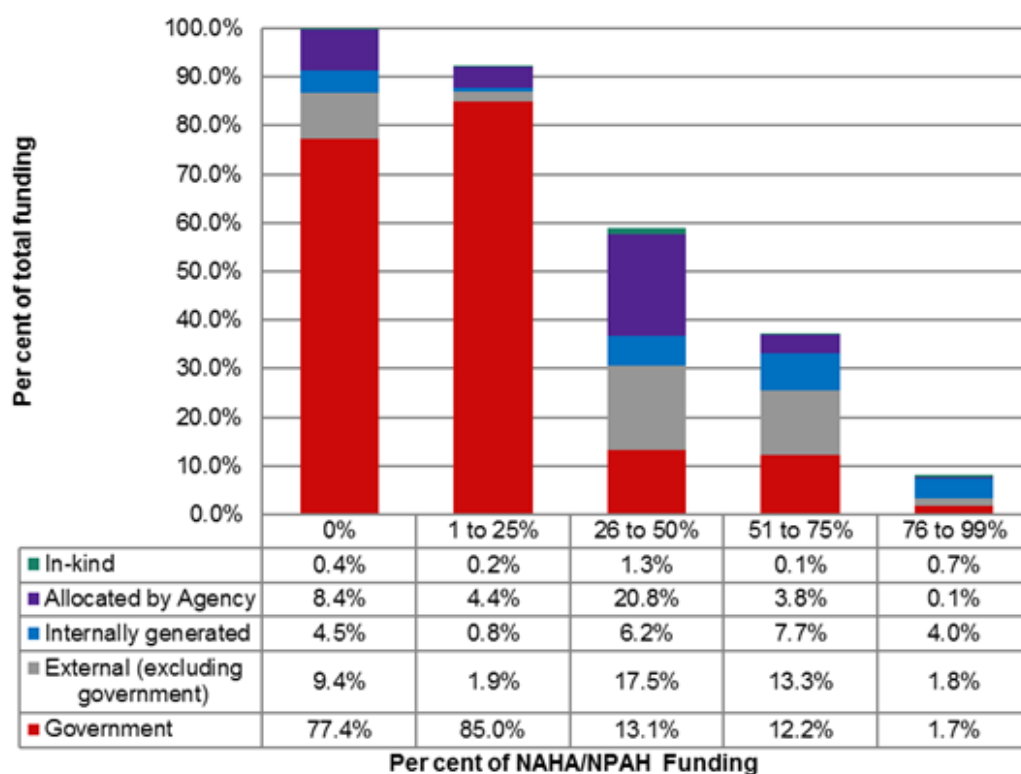
Source: *The Australian Homelessness Funding and Delivery Survey.*

3.3.6 Funding mix

Figure 10 below shows the proportion of reported total funding from sources other than NAHA/NPAH, based on the proportion of funding from NAHA/NPAH. It shows that for all groups, the majority of funding comes from government sources, whether NAHA/NPAH, or other government sources. Services which reported up to 25 per cent of funding was from NAHA/NPAH reported other government sources as their primary source of funding (contributing, on average, 77.4% to total funding for those services which reported no NAHA/NPAH funding (N=66) and 85.0% for those services which reported 1 to 25% NAHA/NPAH funding (N=18)). As discussed previously, this could be because these services did not recognise that part or all of the government funding received was under the NAHA or NPAH. It should be noted that nearly two-thirds of funds allocated from the Agency level are also from government sources, and potentially NAHA/NPAH funds.

The groups reporting the largest proportion of funding from external non-government sources were those which reported 26–50% (N=10) and 51–75% (N=9) NAHA/NPAH funding, with 17.5 per cent and 13.3 per cent of funds, on average, from non-government external sources respectively. These services also reported the largest proportion of funding from internally-generated sources, with 6.2 per cent and 7.7 per cent of funds, on average, from internally-generated sources, respectively. Those reporting no NAHA/NPAH funding also reported a substantial 9.4 per cent of funds from external non-government sources. A large proportion of services relied almost exclusively on NAHA/NPAH funding (53 SHSs with 76 to 99% NAHA/NPAH funding, 56 SHSs with 100% NAHA/NPAH funding).

Figure 10: Proportion of total funding from source by percentage of NAHA/NPAH funding (2013–15, SHS)



Source: *The Australian Homelessness Funding and Delivery Survey*.

3.4 Non-specialist homelessness services

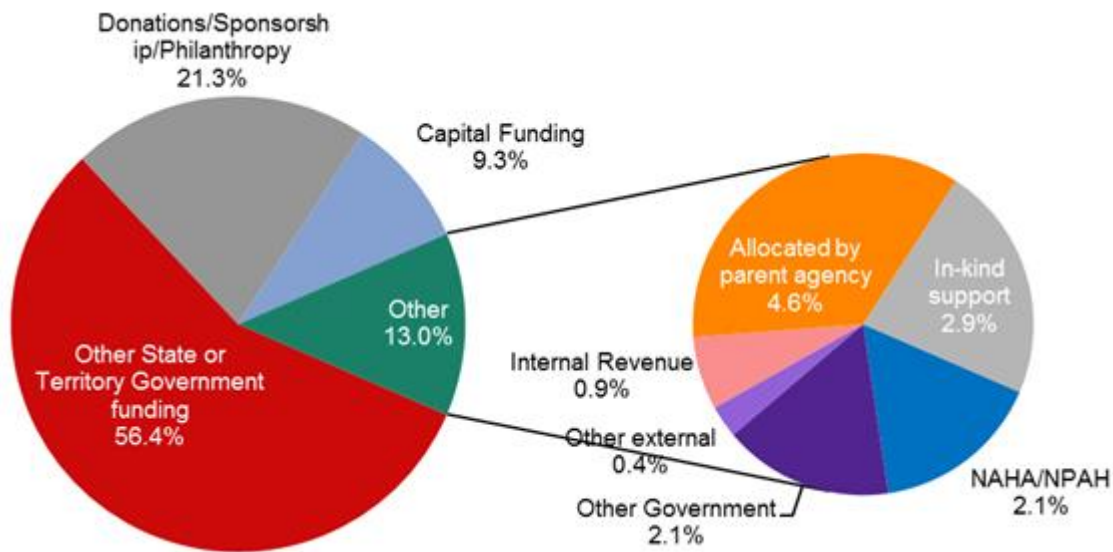
This section examines in detail the funding breakdown of non-SHSs. The percentage of services with each funding type is calculated with reference to the 17 non-SHSs that reported dollar amounts of funding in 2013–14 and/or 2014–15⁴ (N=17). Average dollar amount received is calculated both 1) across those non-SHSs which received that particular funding type and provided the dollar amount, and 2) across all non-SHSs which reported funding dollars (N=17).

Figure 11 below reports the funding profile for the 17 non-SHSs which reported funding dollars. Similar to SHSs, non-SHSs obtained the largest proportion of their total funding over 2013–15 from external sources of recurrent funding designated to the service (82.3%). These included other state or territory government funding (56.5% of total funding), donations and philanthropy (21.3%), and other government funding (2.1%), among other external sources of funding. However, contrary to SHSs, capital funding represented the second largest funding source for non-SHSs, contributing 9.3 per cent to total funding (compared to 0.7% for SHSs).

Funding allocated by the parent agency to the service accounted for 4.6 per cent of the total funding for non-SHSs. One non-SHS reported NAHA/NPAH funding. This service received this funding in 2013–14, but lost the funding in 2014–15 and so was not classified as an SHS at the time of the survey and was not included in the list of SHSs provided by the jurisdiction. The following sections of the report provide detailed information about the different funding sources obtained by non-SHSs over 2013–15.

⁴ 15 non-SHSs received funding in 2013–14 and 17 in 2014–15, in total 17 services received funding in at least one of these periods.

Figure 11: Proportion of total funding by source (non-SHS, 2013–15, N=17)



Source: *The Australian Homelessness Funding and Delivery Survey*.

3.4.1 External funding sources—non-SHS

Considering the external sources of recurrent funding for non-SHSs over 2013–15, similar to SHSs, non-SHSs relied on government (60.6% of total funding), donations, sponsorship, and philanthropy (21.3% of total funding), as well as other sources to obtain funding (see Table 10 below). The majority of non-SHSs relied on other state or territory government funding (41.2%), grants from independent government agencies and local government funding (17.6% each). There was, however, a vast difference between these sources of external government funding in terms of contributions. Whereas other state or territory government funding accounted for 68.6 per cent of all external funding received by non-SHSs (56.5% of the total funding received by non-SHSs), all other government funding sources represented only a negligible proportion of both funding from external sources (2.5%) and total funding (2.1%). This is due to the higher average dollar amount of other state or territory government funding, of \$1,025,432 per non-SHS which received this funding, and \$441,946 per non-SHS which provided funding dollar information, compared with smaller average dollar amounts for other government sources.

Overall, external government funding sources accounted for the largest proportion of external (73.6%) and total funding (60.6%) received by non-SHSs. Compared to SHSs, the proportion of external government funding, however, was not as large, which indicates a more diverse funding profile of the non-SHSs.

Table 10: Sources of external recurrent funding (non-SHS, 2013–15)

Funding source	% of non-SHSs with funding	Average amount of funding per services with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of external funding from source	% of total funding from source
External funding					
<i>Government</i>					
NAHA/NPAH [^]	5.9	486,000	16,200	2.5	2.1
Other Commonwealth Government funding	11.8	75,421	5,028	0.8	0.6
Grants from independent government agencies	17.6	63,167	10,567	1.6	1.3
Local government funding	17.6	4,000	533	0.1	0.1
Other state or territory government funding	41.2	1,025,432	441,947	68.6	56.5
Total government				73.6	60.6
<i>Donations/Sponsorship/Philanthropy</i>					
Corporate grants or sponsorship	11.8	20,500	1,900	0.3	0.2
Philanthropic Foundations or Trusts	11.8	912,500	120,000	18.6	15.3
Large individual private donations (including bequests)	11.8	39,500	5,267	0.8	0.7
Crowd funding	0	0	0	0	0
Fundraising events and programs (external)	5.9	12,000	800	0.1	0.1
Community member donations	35.3	92,258	36,617	5.7	4.7
Other	5.9	33,797	2,253	0.3	0.3
Total Donations/Sponsorship/Philanthropy				25.9	21.3
<i>Other sources</i>					
Social enterprise funds	0	0	0	0	0
Social impact investor funds	0	0	0	0	0
Social Benefit Bond (Social Impact Bond)	0	0	0	0	0
Debt financing (e.g. loan)	5.9	50,528	3,368	0.5	0.4
Workplace giving schemes (e.g. payroll dedications)	0	0	0	0	0
Retail donations schemes (e.g. donation from each purchase)	0	0	0	0	0
Other	0	0	0	0	0
Total Other				0.5	0.4
Total				100	82.3

Note: [^] Funding only reported in one of the surveyed periods (i.e., either 2013–14 or 2014–15), thus, average amount of funding per services with funding represents an average for one period.

Source: The Australian Homelessness Funding and Delivery Survey.

Corporate donations/sponsorship and philanthropy accounted for 25.9 per cent of the total external funding received by non-SHSs (21.3% of the total funding). Over one-third (35.3%) of non-SHSs reported use of community member donations, which contributed 5.7 per cent of all external funding (4.7% of all funding) due to the comparatively low average dollar value of \$92,258 per service which received these funds, and \$36,617 per non-SHS. On the other hand, funding from philanthropic foundations or trusts was obtained by 11.8 per cent of non-SHSs, but accounted for 18.6 per cent of external funding (15.3% of all funding) with the average dollar value of \$912,500 per service, which received these funds, and \$120,000 per non-SHS.

Debt financing was used by one non-SHS with a dollar value of \$50,528 (0.5% of external funding; 0.4% of all funding). This type of funding, however, was not reported by any SHSs. For the government external funding, there was one service reporting use of NAHAA/NPAH funding. This service received NAHA/NPAH funding in 2013–14, but lost it for 2014–15, and so was not classified as an SHS for the purpose of the survey.

The majority of non-SHSs, relied on other state or territory government funding (41.2%), grants from independent government agencies and local government funding (17.6% each). There was, however, a vast difference between these sources of external government funding in terms of contributions. Whereas other state or territory government funding accounted for 68.6 per cent of all external funding received by non-SHSs (56.5% of the total funding received by non-SHSs), all other government funding sources represented only a negligible proportion of both funding from external sources (2.5%) and total funding (2.1%). This is due to the higher average dollar amount of other state or territory government funding, of \$1,025,432 per non-SHS which received this funding, and \$441,946 per non-SHS which provided funding dollar information, compared with a smaller average dollar amount for other government sources.

Overall, external government funding sources accounted for the largest proportion of external (73.6%) and total funding (60.6%) received by non-SHSs. Compared to SHSs, the proportion of external government funding, however, was not as large, which indicates a more diverse funding profile of the non-SHSs.

3.4.2 Internal funding sources—non-SHS

Few of the non-SHSs indicated use of internally-generated revenue, which overall contributed just 0.9 per cent to the total funding over 2013–15 (Table 11 below).

Table 11: Sources of internally-generated revenue (non-SHS, 2013–15)

Funding source	% of non-SHSs with funding	Average amount of funding per service with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of internal funding from source	% of total funding from source
<i>Internally-generated revenue</i>					
Rent	17.6	3,084	617	8.9	0.1
Fee for service income	17.6	4,682	936	13.5	0.1
Vending machines	0	0	0	0	0
Social Enterprise	5.9	78,500	5,233	75.6	0.7
Internal fundraising	5.9	1,000	67	1	0
Other revenue	5.9	1,082	72	1	0
Total				100	0.9

Source: *The Australian Homelessness Funding and Delivery Survey*.

One non-SHS indicated income from social enterprise (OP shop), which accounted for 75.6 per cent of internal funding and 0.7 per cent of all funding. Rent and fee-for-service income were both reported by three non-SHSs, but the small amounts mean these represented less than 0.1 per cent of total funding.

3.4.3 Funding allocated by agency—non-SHS

Compared to SHSs, a larger percentage of non-SHSs had access to funding allocated by a parent agency (23.8% of non-SHSs compared to 13.8% of SHSs). However, the dollar amount of funding received from the agency was smaller and accounted for 4.6 per cent of total funding for non-SHSs (Table 12 below). Three services reported use of non-government funding obtained by the agency and allocated to service (71.7% of funding allocated by agency, 3.3% of total funding, average dollar amount received of AU\$153,250). The second source of funding allocated by agency was revenue generated by agency (1 service, 28.3% of funding allocated by agency, 1.3% of total funding, average dollar amount received AU\$153,000).

3.4.4 In-kind support—non-SHS

Roughly a half (52.4%) of non-SHSs reported receiving in-kind support (compared to 25.2% of SHSs). More than half of non-SHSs (52.9%) received donations of goods, which contributed 2.7 per cent to the overall funding received (average dollar value of AU\$44,698 per service which reported this funding source (Table 13 below).

Eight (47.1%) of non-SHSs reported an average of 892 volunteer hours per service per year (range from 100 to 5,500 over 2013–15). Three of the non-SHSs received assistance in the form of pro-bono services (on average, 60 hours per service per year). The value of these hours is not included in reported funding. These hours do have a value to the sector estimated at between 1 and 2 per cent of total funding received. Following the valuation method suggested by ABS (ABS 2014a), estimated average annual economic contribution of volunteers to non-SHSs in 2013–15 was \$246,516 with average dollar amount per service which reported volunteer hours \$22,411 (\$15,373 per non-SHS which reported funding dollars). To provide a more conservative estimate of volunteer contribution using the national minimum wage, the average annual economic contribution of volunteers to non-SHSs in 2013–15 was calculated at \$126,476 (average dollar amount \$11,498 per service which reported volunteer hours; \$7,887 per non-SHS which reported funding dollars).

Table 12: Sources of funding allocated by agency (non-SHS, 2013–15)

Funding source	% of non-SHSs with funding	Average amount of funding per service with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of allocated funding from source	% of total funding from source
<i>Funding allocated by agency</i>					
Government funding	0	0	0	0	0
Non-government funding	17.6	153,250	25,800	71.7	3.3
Revenue generated by agency	5.9	153,000	10,200	28.3	1.3
Total				100	4.6

Source: *The Australian Homelessness Funding and Delivery Survey*.

Table 13: Sources of in-kind support (non-SHSs, 2013–15)

Funding source	% of non-SHSs with funding	Average amount of funding per services with funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of in-kind funding from source	% of total funding from service
<i>In-kind support</i>					
Donation of goods	52.9	44,698	21,155	93.5	2.7
Other (dollars)	17.6	9,215	1,478	6.5	0.2
Total				100	2.9

Source: *The Australian Homelessness Funding and Delivery Survey*.

3.4.5 Capital funding—non-SHS

A larger proportion of non-SHSs, as compared to SHSs, indicated receiving funding for capital from various sources (14.3% non-SHSs, 4.7% SHSs, see Figure 8 above) in 2013–14. In fact, capital funding was the second largest source of total funding among non-SHSs, contributing 9.3 per cent to the total funding.

Table 14: Sources of capital funding (non-SHS, 2013–15)

Funding source	% of non-SHSs with funding	Average amount of funding per services with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of capital funding from source	% of total funding from source
Funding for capital					
<i>Government</i>					
NAHA/NPAH	0	0	0	0	0
Non-NAHA	11.8	57,711	7,331	10.1	0.9
Grants from independent government agencies	5.9	927,500	61,833	85	7.9
Total Government				95	8.8
<i>Donations/Sponsorship/Philanthropy</i>					
Corporate/philanthropic funding	5.9	3,805	254	0.3	0
Donations or fundraising	0	0	0	0	0
Total Donations/Sponsorship/Philanthropy				0.3	0
<i>Other sources</i>					
Social enterprise funds	0	0	0	0	0
Social Benefit Bonds/Social Impact Bonds	0	0	0	0	0
Debt financing	5.9	50,528	3,369	4.6	0.4
Total other				4.6	0.4
Total				100	9.3

Source: *The Australian Homelessness Funding and Delivery Survey*.

Government funding constituted the largest proportion of capital funding for non-SHSs (95.1% of capital funding; 8.8% of total funding, Table 14 above). However, this is due to one non-SHS which reported large grants from independent government agencies toward capital investment with a dollar value of \$927,500 (representing 85.0% of all capital funding; 7.9% of total funding). Two services received non-NAHA capital funding with a more modest average dollar value of \$57,710 per service (10.1% of capital funding; 0.9% of total funding).

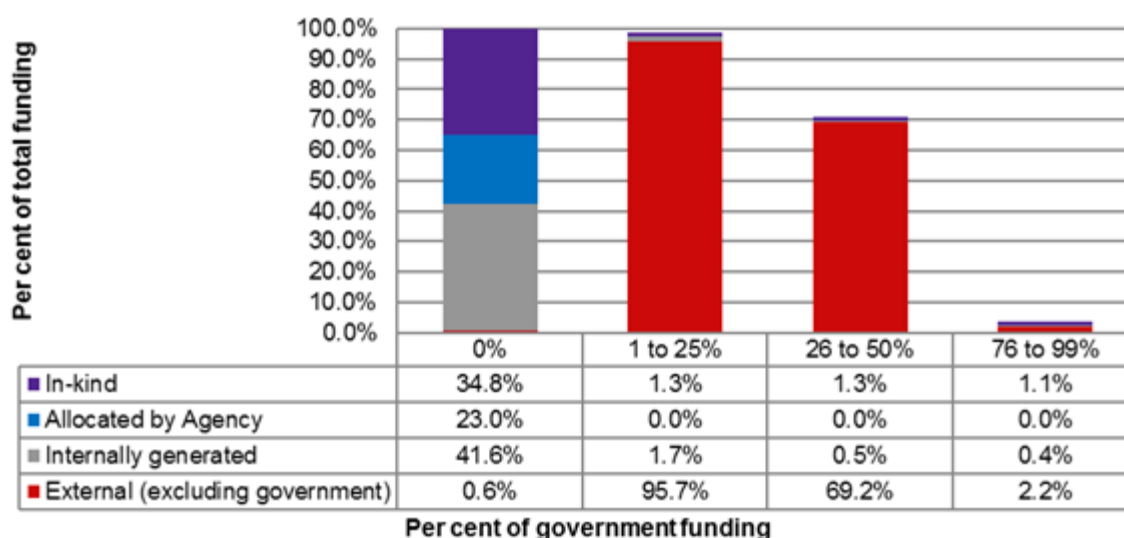
The other sources of capital funding used by surveyed non-SHSs were debt financing, reported by one service (4.6% of capital funding, 0.4% of total funding, and a dollar value of \$50,528); and corporate/philanthropic funding, also indicated by one service (0.3% of capital funding, 0.0% of total funding, and a dollar value of AU\$3,805).

3.4.6 Funding mix—non-SHS

Figure 12 below shows the proportion of reported total funding from sources other than government, based on the proportion of funding from government (including NAHA/NPAH). It shows that for most groups, the majority of funding comes from external sources of recurrent funding, including government and other sources. For those services that reported any government funding received (including NAHA/NPAH, N=10), other external sources of funding (excluding government) contributed the majority of funds (95.7% of funds for those services reporting 1 to 25% government funding (N=2), 69.2% of funds for those reporting 26 to 50% government funding (N=1), and 2.2% of funds for those services that reported 76 to 99% government funding (N=4)). All other sources of funding accounted for a negligible proportion of the total funding for these groups.

On the contrary, non-SHSs which reported no government funding (N=7) also reported a very small proportion of funding from other external sources of recurrent funding (excluding government): 0.6 per cent. These services generated, on average, 41.6 per cent of funds internally, received 34.8 per cent of funds in in-kind support, and 23.0 per cent of funds were allocated by the agency. Of these seven services, four provide accommodation services and so are able to charge rent.

Figure 12: Proportion of total funding from source by percentage of government funding (2013–15, non-SHS)



Source: *The Australian Homelessness Funding and Delivery Survey*.

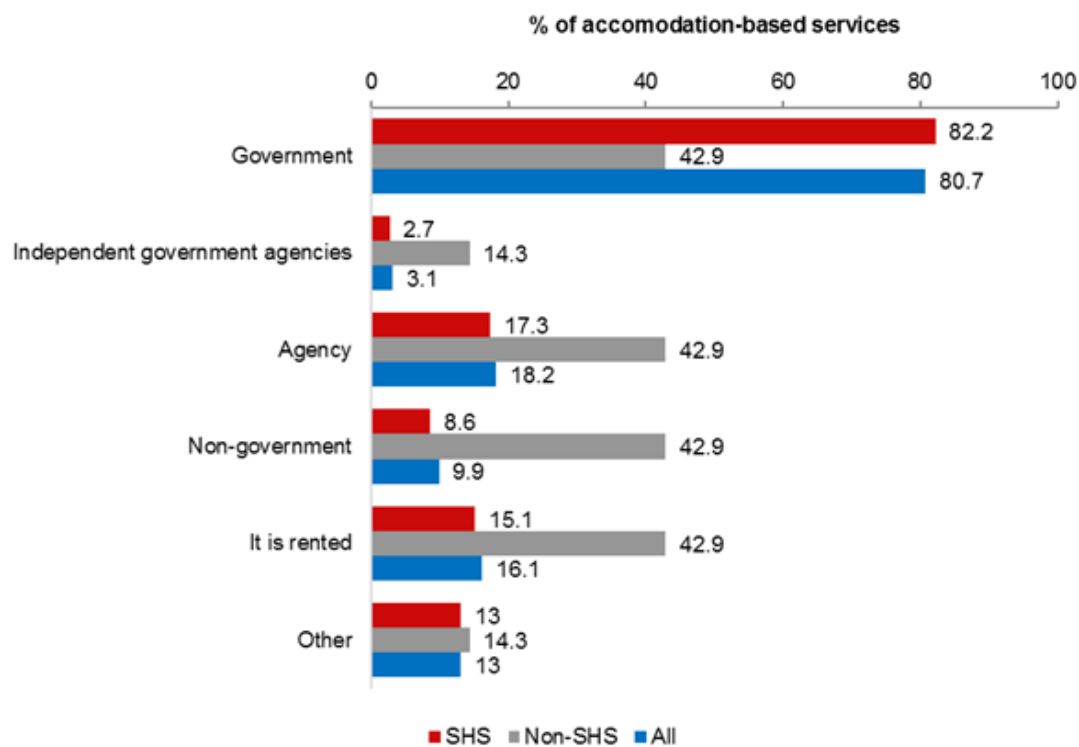
3.5 Accommodation-based services

In addition to distinguishing between SHSs and non-SHSs in terms of their funding profiles, funding profiles of accommodation-based services (i.e., services that provide client accommodation) versus other services were compared. Overall, 217 (68.5%) of all surveyed services reported providing some form of client accommodation (see Section 2.3 for details).

3.5.1 Funding for client accommodation

Looking at how the service's current stock of client accommodation was funded (Figure 13 below), surveyed SHSs had mostly relied on funding obtained from government sources, including NAHA/CAP (82.2%). The other notable funding source among the SHS group was funds provided by the agency (17.3%). In addition, 15.1 per cent of SHSs indicated that client accommodation was rented. Non-SHSs equally relied on funds obtained from government, agency, non-government donations/sponsorship, and renting (all 42.9%) to fund client accommodation.

Figure 13: Percentage of services with client accommodation, by funding source

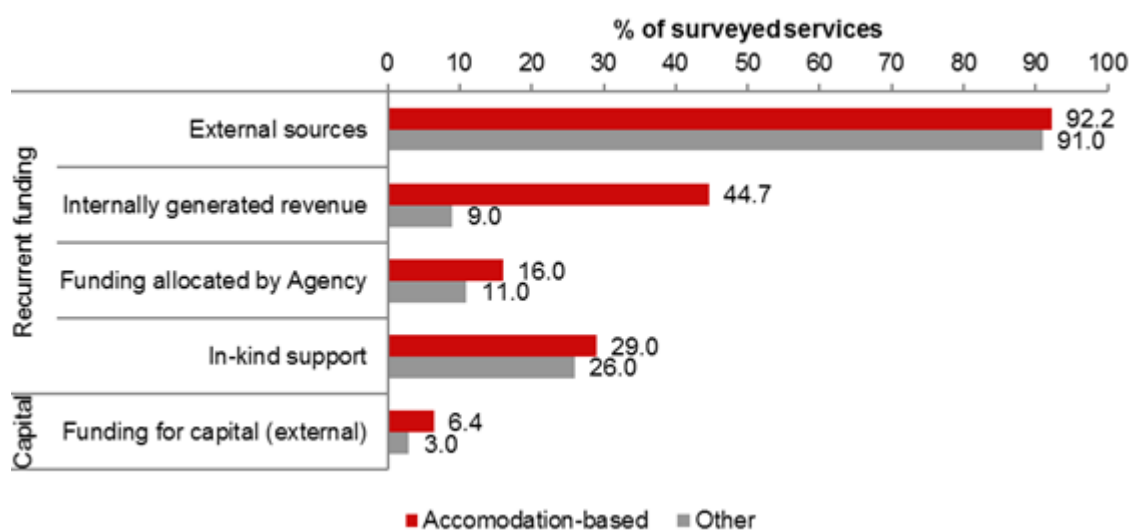


Source: *The Australian Homelessness Funding and Delivery Survey*.

3.5.2 Funding profile of accommodation-based services vs non-accommodation

For all surveyed services (N=319), comparing those services that provided client accommodation to those that do not (Figure 14 below) the largest difference in funding profile was the proportion of services that sourced funding through internally-generated revenue; 44.7 per cent of accommodation-based services compared to just 9.0 per cent of other (non-accommodation-based) services. This is consistent with the largest reported source of internally-generated revenue being rent from clients, a source that is only available to accommodation-based services.

Figure 14: Proportion of services with funding resources by source (N=319)



Source: *The Australian Homelessness Funding and Delivery Survey*.

The accommodation-based services which reported funding dollars in 2013–14 and/or 2014–15 (N=157) received \$199,872,205 in total over 2013–15. This represented an average annual funding per service of \$669,362/year over that period, larger than the average annual funding across non-accommodation services of \$519,848.

The main differences in the profile of funding sources, comparing accommodation and non-accommodation-based services, relates to external government funding and government funding allocated by the parent agency. External government funding accounted for 78.1 per cent of the total funding received by accommodation-based services, compared with a much higher 94.4 per cent of funding for non-accommodation services. In particular, NAHA/NPAH funding accounted for 43.7 per cent of all funding received by accommodation-based services, and other state or territory government funding accounted for 22.3 per cent. In contrast, these sources accounted for a larger 50.3 per cent and 41.6 per cent of funding for non-accommodation-based services, respectively. This difference is offset by a higher percentage of funding for accommodation-based services being allocated by the agency, with 10.2 per cent of accommodation-based service funding being allocated from the agency (6.4% of funding from government sources, 3.6% from non-government sources and 0.2% being internally generated revenue at the agency level). This compares with only 1.2 per cent of funding for non-accommodation based services being allocated by the agency.⁵ Accommodation-based services also reported a higher proportion of funding from donations/sponsorship/philanthropy (6.0% compared with 2.7% for non-accommodation services), have a larger proportion of funds from internally-generated revenue (3.2% compared with 0.5% for non-accommodation services), and for capital purposes (2.0% of funding, in comparison no capital funding amounts were reported by non-accommodation-based services⁶). As discussed above, the internally generated income reported by accommodation-based services relates predominantly to rental income, a source not available to non-accommodation services.

⁵ There was no significant difference in the proportion of accommodation and non-accommodation-based services which indicated that the service was part of a suite of services delivered by a parent agency.

⁶ Although 3 per cent of non-accommodation-based services which provided any funding information reported receiving capital funding (Figure 16 below), none of these services reported information on funding amounts.

Looking just at the funding profile of accommodation-based services; 43.7 per cent was from NAHA/NPAH. Other state or territory government funding accounted for a further 22.3 per cent and other Commonwealth Government funding accounted for 5.3 per cent. Finally, government grants and local government funding accounted for 4.1 per cent and 2.7 per cent of all funding, respectively.

Donations, sponsorship, and philanthropy accounted for 6.0 per cent of the total funding received by accommodation-based services, over half from philanthropy (3.5% of all funding). Other sources of external income accounted for 0.3 per cent of total funding for accommodation-based services. Internally-generated funding sources accounted for 3.2 per cent of total funding, the greatest source being rent which accounted for 2.9 per cent of total funding (reported by 56 services, average amount per service which received this funding of \$54,949 and an average amount across all services which reported funding of \$20,328). Funding allocated by a parent agency accounted for 10.2 per cent of total funding. Over half being government funding received by agency and allocated to the service (6.4% of total funding) followed by non-government funding received by agency (3.6% of total funding).

Capital funding accounted for 2.0 per cent of total funding received by accommodation-based services and amounts were typically small. Three services reported each receiving NAHA funding and funding from philanthropic sources, two via each of grants from independent government agencies and other government funding, and one reported debt financing.

3.6 SHS funding by service characteristics

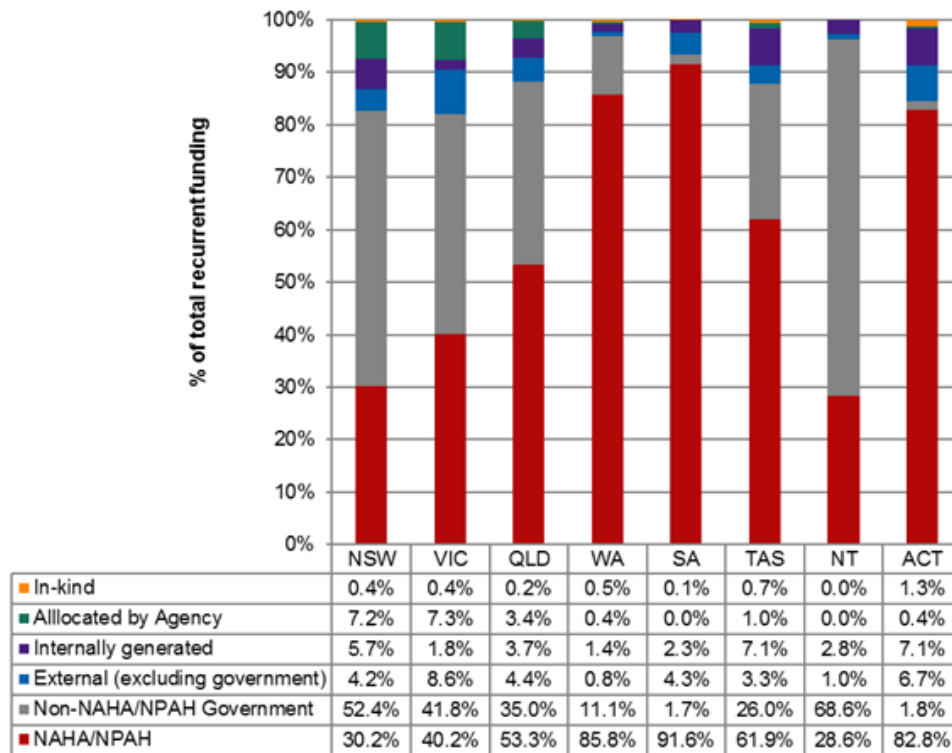
This section discusses the relations between service characteristics and sources of recurrent funding among SHS services. The non-SHS sample was not sufficiently large for this analysis. For each characteristic considered, the mean proportion of source-specific funding out of the total funding received by SHSs over 2013–15 is reported and discussed. Across all services funding for capital purposes represented only a very small proportion of funding and so is not included here.

3.6.1 Jurisdiction

SHSs headquartered in different states and territories displayed slightly different funding profiles (Figure 15 below). SHSs in all states and territories mostly relied on external government funding (both NAHA/NPAH and non-NAHA/NPAH government funding), but the proportion of these funding sources in the total funding varied significantly. The highest mean proportion of NAHA/NPAH funding is observed among SHSs in South Australia (91.6%), Western Australia (85.8%), and the ACT (82.8%). At the same time, services in these jurisdictions had a smaller proportion of their funding from other external government sources, on average (SA 1.7%, ACT 1.8%, and WA 11.1%). Services in the Northern Territory (NT) had the lowest mean proportion of NAHA/NPAH funding (28.6%), but had the highest mean proportion from non-NAHA/NPAH government sources (68.6%). Services in NSW and Victoria had somewhat more balanced funding profiles in terms of mean proportion of funding obtained from external government sources (NAHA/NPAH: NSW 30.2%, VIC 40.2%; non-NAHA: NSW 52.4%, VIC 41.8%).

As discussed in previous sections, some SHSs may not be aware that funding was allocated under the NAHA and/or NPAH, and is service specific. Therefore at least some of the differences displayed between jurisdictions may reflect a difference in the ability of services in that jurisdiction to identify in detail the initial source of government funding, rather than a difference in the proportion of NAHA/NPAH and other government funds. There was little difference in other funding sources, as those rarely accounted for more than 5 per cent of total funding (on average) in any jurisdiction.

Figure 15: Mean proportion of total recurrent funding from source by jurisdiction (SHS, 2013–15)

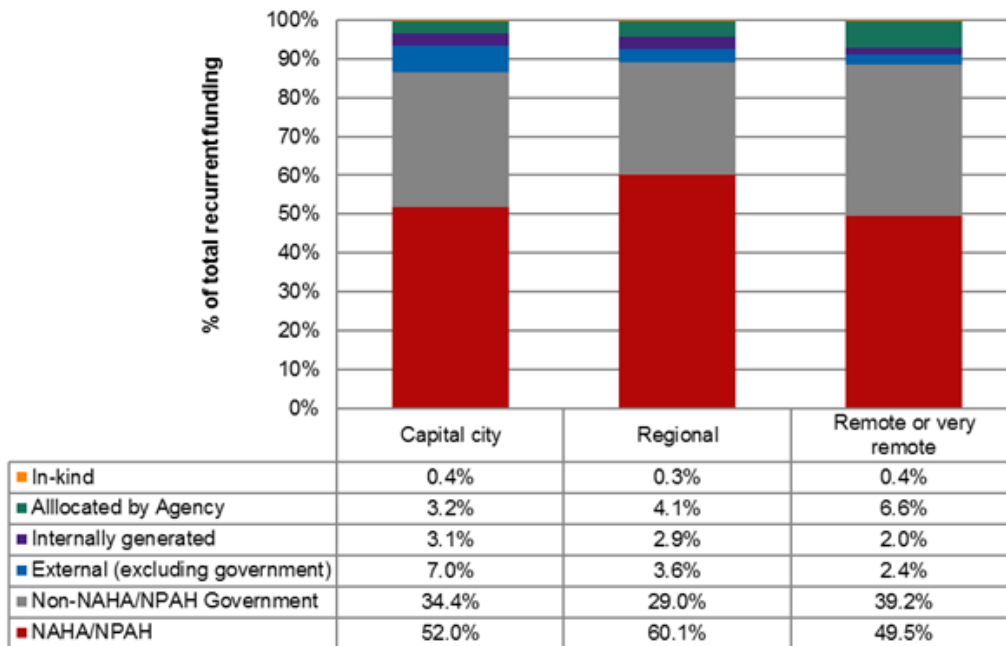


Source: *The Australian Homelessness Funding and Delivery Survey*.

3.7 Geographical location

There were some differences in the funding profile of SHSs located in the metropolitan, regional, or remote areas (Figure 16 below). Regional services had the highest mean proportion of NAHA/NPAH funding (60.1%), followed by services located in capital cities (52.0%). Although services in remote or very remote areas had the lowest mean proportion of NAHA/NPAH funding (49.5%), the mean proportion of non-NAHA/NPAH government funding (39.2%) and funding allocated by agency (6.6%) were the highest in this group. Services in capital cities had the highest mean proportion of external funding from sources other than government (7.0%) compared to regional and remote services (3.6% and 2.4%, respectively).

Figure 16: Mean proportion of total recurrent funding from source by geographical location (SHS, 2013–15)

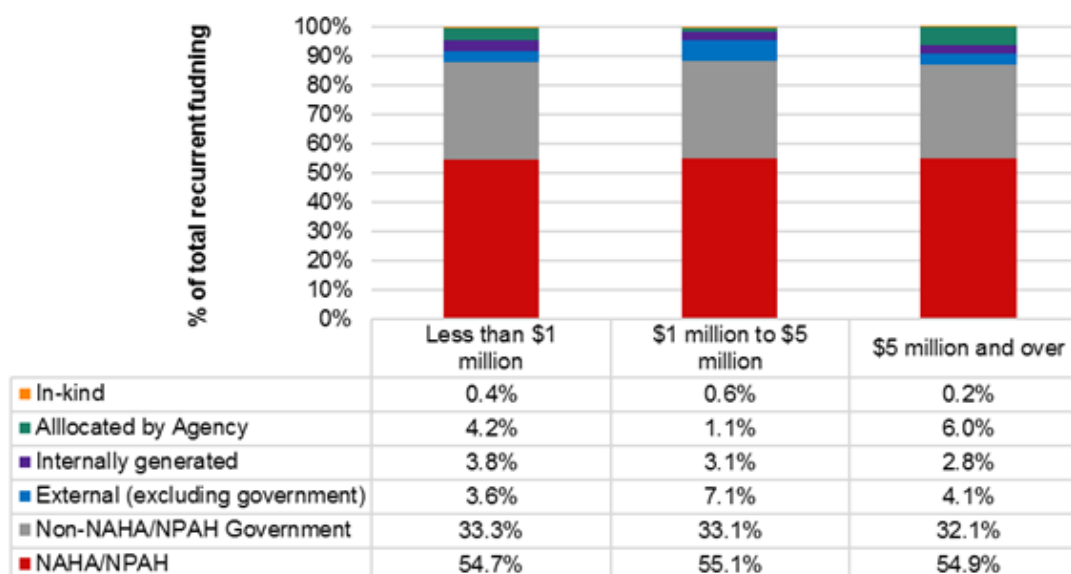


Source: *The Australian Homelessness Funding and Delivery Survey*.

3.8 Agency size

There is a potential funding profile to be related to the size of the organisational umbrella under which the SHS is delivered. For example, a larger organisation may have more opportunities to raise philanthropic funding or operate a social enterprise. However, the proportion of funding from NAHA/NPAH and non-NAHA/NPAH government funding was the same across all agency size categories (Figure 17 below) accounting for a total approximately 90 per cent of funding across all size categories. There were some small differences in the source of non-government funding.

Figure 17: Mean proportion of total recurrent funding from source by agency size (SHS, 2013–15)

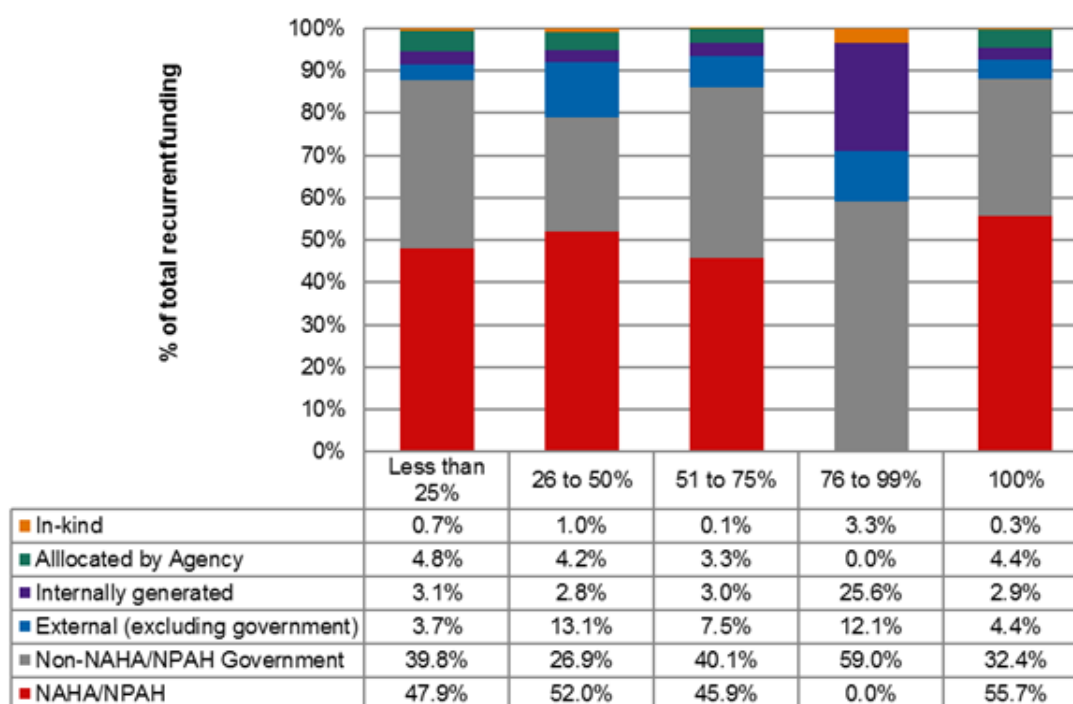


Source: *The Australian Homelessness Funding and Delivery Survey*.

3.9 Clients' homelessness profile

There were some differences in the funding profile of SHSs with different proportions of clients experiencing homelessness (Figure 18 below). The highest mean proportion of NAHA/NPAH funding is observed among services with 100 per cent of clients experiencing homelessness (55.7%, N=156) and 26–50% of clients experiencing homelessness (52.0%, N=15). The one service with 76–99 per cent of clients experiencing homelessness reported no NAHA/NPAH funding or funding allocated by parent agency, although they had the highest mean proportion of non-NAHA/NPAH government funding (59.0%) and internally-generated funding (25.6%). Services with 26–50 per cent of clients experiencing homelessness had the lowest mean proportion of non-NAHA/NPAH government funding (26.9%, N=12) and the highest mean proportion of external funding (excluding government, 13.1%). As discussed previously, not all services may be able to distinguish where funding from government is part of NAHA/NPAH, and so the emphasis should be on total funding from government sources. In particular, this issue may apply to the service which reported 76 to 99 per cent homelessness clients, but did not report receiving NAHA/NPAH funding. There was little difference in other funding sources, as they accounted for less than 5 per cent of total funding (on average) regardless of the proportion of clients who were homelessness.

Figure 18: Mean proportion of total recurrent funding from source by proportion of clients homeless (SHS, 2013–15)



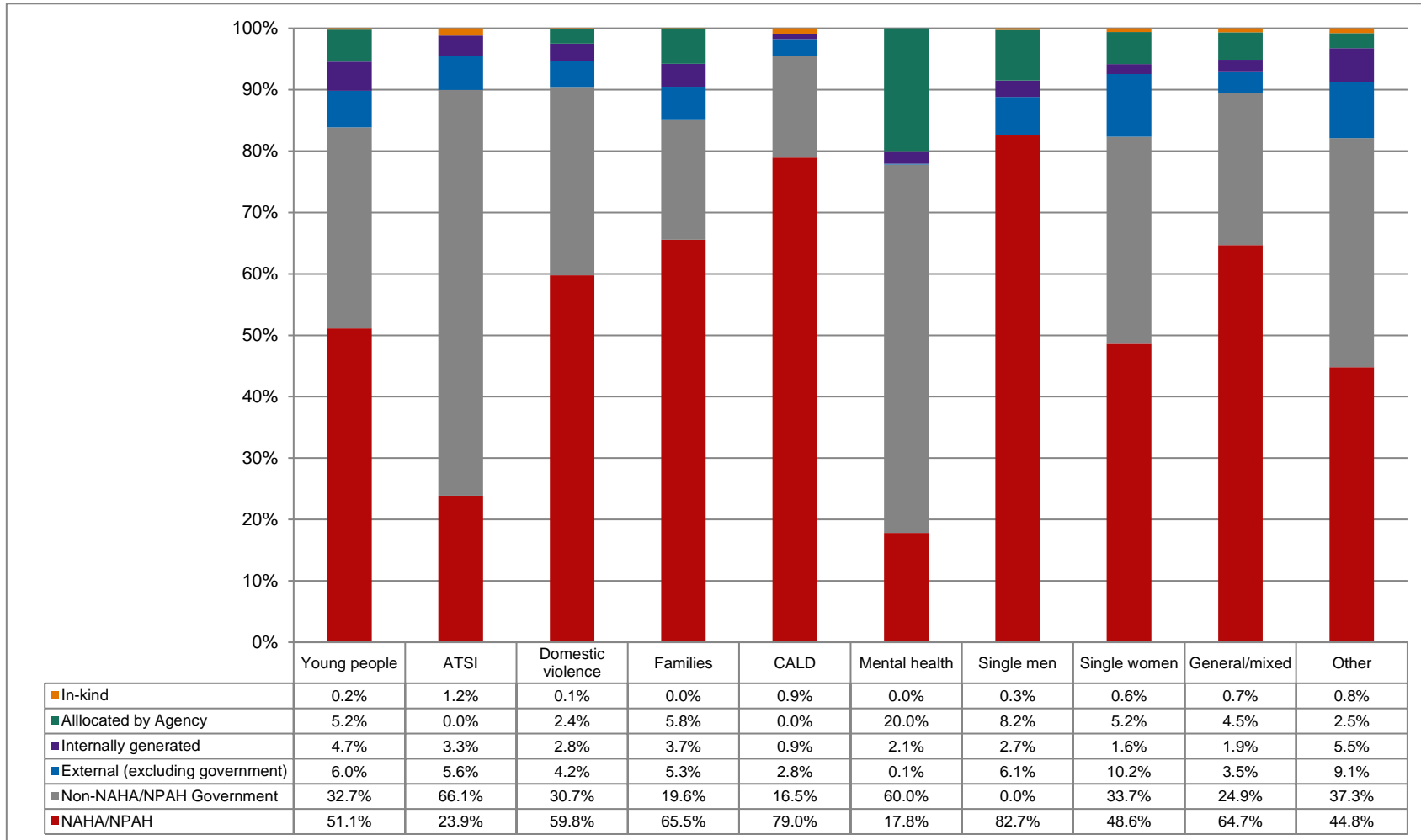
Source: *The Australian Homelessness Funding and Delivery Survey*.

3.10 Main client group

There were some differences in the funding profile of SHSs dependent upon the main client group assisted by the service (Figure 19 below). Only those main client groups with five and more respondent services were included in the graph. The proportion of funding from government sources was high across all groups. Services with the highest proportion of government funding were those where the main client group was CALD (95.5% of funding), domestic violence (90.5% of funding) and Aboriginal and Torres Strait Islander people (90.5% of funding). The lowest proportion of government funding was reported by services where people with mental health issues represented the main client group.

The reported split between NAHA/NPAH funding and other government funding showed more variation than the level of total government funding. As discussed previously, this could reflect an actual difference in funding or a difference in a service's ability to distinguish between funding from various government sources. The highest level of NAHA/NPAH funding was reported by services with a main client group of single men (82.7%), and CALD (79%). These services also reported a lower level of non-NAHA/NPAH government funding and for services with single men as the main client group, NAHA/NPAH was the only government funding source specified. Services reporting the lowest proportion of NAHA/NPAH funding were those where the main client group were Aboriginal and Torres Strait Islander people (23.9%) and mental Health (17.8%). These services also reported a higher level of non-NAHA/NPAH government funding.

Figure 19: Mean proportion of total funding from source by main client group



Source: *The Australian Homelessness Funding and Delivery Survey.*

External non-government funding was reported across all main client groups. The highest proportion was reported by services with a main client group of single women (10.2%) and the 'Other'⁷ main client group (9.1%), and the lowest proportion was reported by services with people with mental health issues as the main client group.

Internally-generated funding was also reported across all main client groups, although the proportion was uniformly low. It varied between 5.5 per cent of funding for services with 'Other' specified as the main client group, to 0.9 per cent for those with CALD people as their main client group. The proportion of funding allocated by the parent agency showed some variation across main client groups; ranging from 20 per cent of total funding for services with people with mental health issues as a main client group to zero for services with people from a CALD background as their main client group. The proportion reported for all other groups ranged between 2 and 8 per cent. As discussed previously, 65 per cent of funds allocated by the parent agency represent government funding, and some of these funds may be from sources such as NAHA/NPAH, but the service was unable to identify them as such.

Across all service groups the proportion of funding from in-kind sources was around 1 per cent or lower, with no services specifying families or people with mental health issues reporting in-kind income.

3.11 Policy implications—funding sources

- SHSs are more reliant on external recurrent funding sources, particularly government funding, than non-SHSs. This makes the SHS sector more vulnerable to changes in government policy.
- SHSs in remote areas are more reliant on government funding than those in capital cities and regional areas, with a lower proportion of both external non-government funding and internally-generated funding.
- On average, philanthropy and sponsorship represent a sizable funding source for non-SHSs (21.3% of total funding), but not for SHSs (3.6% of total funding). However, this funding was driven by a small number of large grants from philanthropic foundations and trusts and is not uniform across the non-SHS sector.
 - To encourage growth in philanthropic funding, government must focus policy on those organisations able to provide larger dollar value grants or donations, such as philanthropic foundations, and potentially corporations.
 - Although a large proportion of services reported other philanthropic funding sources, including community donations (19.4% of SHSs and 35.0% of non-SHSs), corporate grants and sponsorship and large private donations, the smaller dollar amounts mean that these do not currently make any sizable contribution to funding.
- There is limited evidence that SHSs and non-SHSs are currently able to supplement external funding by generating their own income. Amounts are typically small and relate predominantly to rent charged by accommodation-based services. Only 0.5 per cent of SHSs and no non-SHSs reported receiving income from social enterprise.
- Non-SHSs are more likely to supplement resources through use of volunteer and pro-bono services, but this represents a minor contribution to total funds.

⁷ 'Other' main client group was specified by respondent services where their main client group was not specified in the survey responses provided.

- There is some evidence that current government policy promoting service integration is being implemented. However, this is limited and more likely to involve non-SHSs than SHSs, and to be in the form of formal arrangements to leverage off other services (e.g. employment, education and financial counselling) to provide client support, without a joint funding arrangement.
 - To foster joint funding arrangements for integrated services, it will be necessary for government to specifically identify these types of service delivery arrangements for funding. This would need to be accompanied by improved coordination of objectives and reporting requirements of funding bodies so as to avoid conflict and increased reporting requirements.
- No SHSs or non-SHSs report funding via social impact investors or social benefit bonds. These are very new forms of funding and the market structure required to support these types of funding is in its infancy. Nevertheless, it is developing and is currently the subject of considerable policy interest.
 - Government has commenced and must continue development of the market infrastructure required for these funding sources to be developed. This includes clear guidelines, common language and definition of objectives.
 - These funding sources are typically results based. The current trend towards evaluation of homelessness program outcomes and the associated financial benefits of these programs needs to be appropriately supported to provide the evidence base required by impact investors. However, care must be taken to ensure that results-based objectives do not become detrimental to the quality of support provided by the sector (see Chapter 4 for further discussion).
- Capital funding was limited compared with recurrent funding, and largely related to a single grant to one non-SHS from an independent government agency. Given the sporadic nature of capital investment, a two-year window may not be representative of longer term capital funding. However, it does suggest limited investment in capital projects such as client accommodation in the two-year period. This is significant given the current lack of affordable accommodation, and the level of unmet demand for accommodation services noted in the SHS literature (see Chapter 4 for further discussion).

4 Funding and service delivery

This chapter describes survey findings relating to the stability and flexibility of funding and how this is perceived to impact on service delivery and client outcomes.

- Funding from Commonwealth and state/territory government sources, and corporate grants and sponsorships, were generally seen to have comparatively less flexibility and lower discretion than other sources of funding. Greatest flexibility and discretion was attributed to community donations, fundraising and large private donations.
 - There was variability in the extent to which services felt that current funding allowed them to meet client demand and to achieve a range of other client, service delivery, staff, and organisational outcomes. Only a minority of services felt that they were able to meet most (>90%) client demand, and non-SHSs were far less likely to feel that they could meet even three-quarters of client demand. Outcomes perceived as most constrained by current funding were client employment, client facilities and access to permanent housing.
 - A high degree of funding instability in the homelessness sector was evident, with 22 per cent of services reporting significant changes in funding between 2011–13 and 2013–15. Funding instability was more prominent among non-SHSs.
 - The growing imperative to diversify sources of funding was evident across SHSs and non-SHSs, with many services indicating that they had taken active steps to diversify their funding base. This included government funding other than NPAH, philanthropy, community donations and fundraising. There was a small but potentially growing uptake of newer types of funding, such as social enterprise revenue, crowd funding and social benefit bonds.
-

4.1 Current evidence on the influence of funding on service delivery

The influence of funding on service delivery is associated with both the level and the mix of funding. The literature provides some insight into the ability of current SHS funding to meet some client-related service objectives, but not in relation to the non-SHS sector. It does not provide evidence of the extent to which service level objectives such as staff development are met.

The level of unmet client demand in the SHS sector suggests that resources are not adequate to meet demand in this area, particularly in relation to long-term accommodation and provision or referral to mental health, disability and drug and alcohol support services. In 2013–14, for every 100 clients assisted there were 60 unassisted requests for assistance; this was slightly lower in 2014–15 with 47 unassisted requests for assistance for every 100 clients assisted. Over 70 per cent of daily unassisted client requests involved a need for some type of accommodation support, and only 6 per cent of those requiring long-term accommodation were provided with this service. The client service most likely to be provided is advocacy/liaison, with 97 per cent of clients with a need for this service having that need met (AIHW 2015). Lack of

access to employment opportunities and the associated income is also seen as an issue strongly associated with homelessness that is not adequately addressed through current funding levels and models of SHS support (see, e.g. AIHW 2015; Zaretsky and Flatau 2013).

Integration of homelessness services with mental health, drug and alcohol, and other relevant services is an important part of government homelessness policy, but adequate funding for this integration is seen as a challenge to successful service integration. Service integration ranges from loose collaborative arrangements, such as referral of clients and good communication between staff in different organisations, to full service integration (Queensland Council of Social Service (QCOSS) 2016). Funding must be adequate to provide for successful development of the integrated suite of services, to support integration of governance, provide for ongoing coordination of client support, and to allow services to meet complex client needs over an appropriate period. Appropriate IT services and systems are also considered an important element in developing efficient and effective integrated services (Flatau, Conroy et al. 2013; Queensland Council of Social Service (QCOSS) 2016).

Government is increasingly requiring programs to undertake program evaluations, for example the NSW Homelessness Action Plan required evaluation of a number of programs, some involved self-evaluation while independent organisations were contracted to undertake others (Family and Community Services NSW 2013). This requirement has funding implications for services, including staff training.

As discussed at Chapter 1, the majority of funding for the sector comes from various levels of government. However, the potential for government policy changes leaves the sector open to both financial insecurity and workforce instability. The push by government for the social sector to diversify funding sources has the potential to alleviate some of this instability, but brings with it a number of other concerns. One of the major issues is the additional bureaucratic and reporting burden placed on services when required to report to multiple funding bodies. This can also create conflict where different funders have different objectives and lack of flexibility in service delivery (Flatau, Zaretsky et al. 2015b).

Introduction of social impact investors and philanthropists as potential sources of funding also places new demands on services, with a requirement to place greater emphasis on clear articulations of purpose and outcomes achieved, often by employing the use of quantifiable measures and indicators. In particular, social investors often fund a variety of projects, and seek consistent, standardised measures that allow them to compare organisations, track performance over time, and aggregate performance figures (Social Impact Investment Taskforce 2014). This has the potential to conflict with the objectives of the service, where many desired outcomes may be soft and not easily measureable, or longer term and not easily measureable in the shorter term (Nonprofit Finance Fund 2014). It may also lead to services not assisting people with more complex and difficult to solve issues (Scottish Government 2011). It also has a number of resourcing implications in relation to staff training and time which is often not funded by funding providers (Flatau, Zaretsky et al. 2015b; Nonprofit Finance Fund 2014).

4.2 Flexibility and discretion over funds

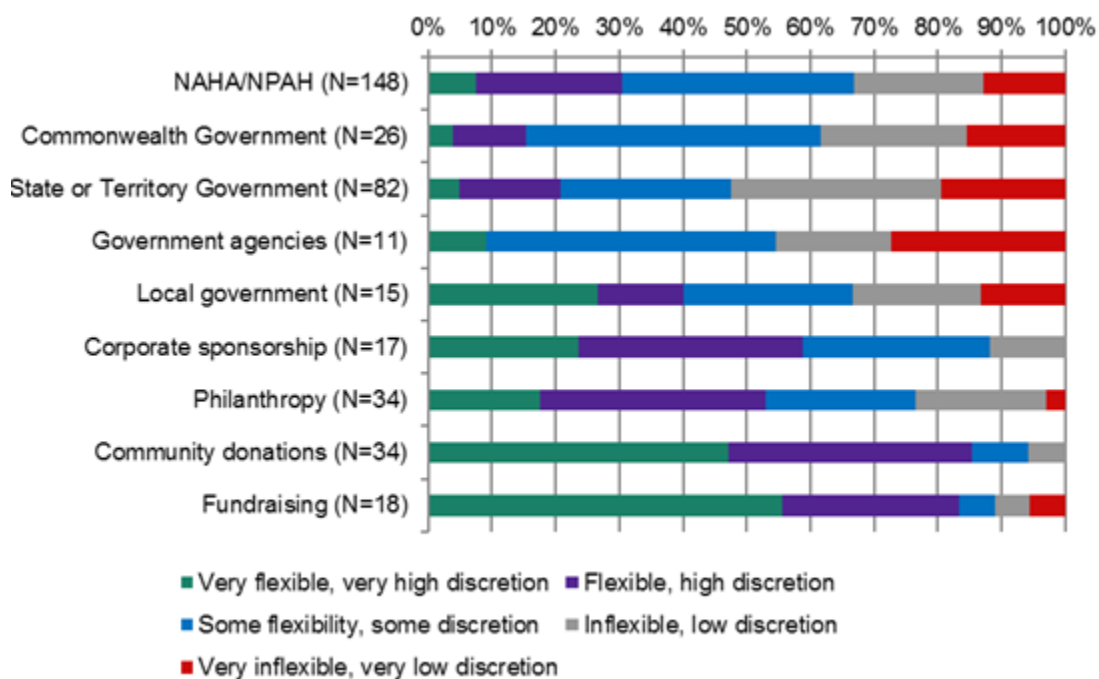
This section discusses the findings related to the perceived degree of flexibility and discretion that services consider they have over use of funding from different sources. Respondents were asked to only rate funding sources their service has used. Only funding sources that were rated by more than five respondents are reported (N ranged from 148 (NAHA/NPAH) to 9 (large individual private donations (including bequests))).

Funding from government sources, except local government, were generally seen to have comparatively low flexibility and discretion (Figure 20 below). NAHA/NPAH funding was perceived by the majority (69.6%) to be inflexible and low discretion, or have some flexibility and

discretion, which is reflected in the mean rating among all respondents of 2.92 (on a Likert 1 to 5 scale). Only 30.4 per cent thought it was flexible, high discretion or very flexible and very high discretion. Funding from other Commonwealth Government sources and other state and territory government sources showed similar patterns. Funding from independent government had the lowest mean rating of flexibility and discretion out of all funding sources reported (2.31). More than half of services (53.8%) perceived this funding as inflexible and low discretion. Another third of services perceived this funding source as having some flexibility and some discretion (38.5%). Funding from local government was perceived to offer the most flexibility for a government source, with 37.5 per cent indicating it offered flexibility and high or very high discretion (mean rating of 3.06).

The funding sources perceived to offer the greatest flexibility and discretion were community member donations, fundraising events and programs (both sources mean rating of 4.26) and large private donations. A majority of responding services perceived these funding sources to offer flexibility and high or very high discretion (84.2% for both community member donations and fundraising events). Funding from corporate grants or sponsorships, as well as philanthropic foundations or trusts, was perceived by respondent services as more flexible than funding from government sources, but less flexible than community donations and fundraising events. Corporate grants or sponsorships were perceived to be flexible and offer high or very high discretion by half of the respondents (52.6%, mean rating of 3.53). Similarly, 52.8 per cent perceived funding from philanthropic foundations or trusts to be flexible and offer high or very high discretion (mean rating 3.42). Interestingly, all services which received large corporate donations considered they had at least some degree of flexibility and discretion, with 55.6 per cent considering them very flexible and very high discretion.

Figure 20: Degree of flexibility by funding source



Source: *The Australian Homelessness Funding and Delivery Survey*.

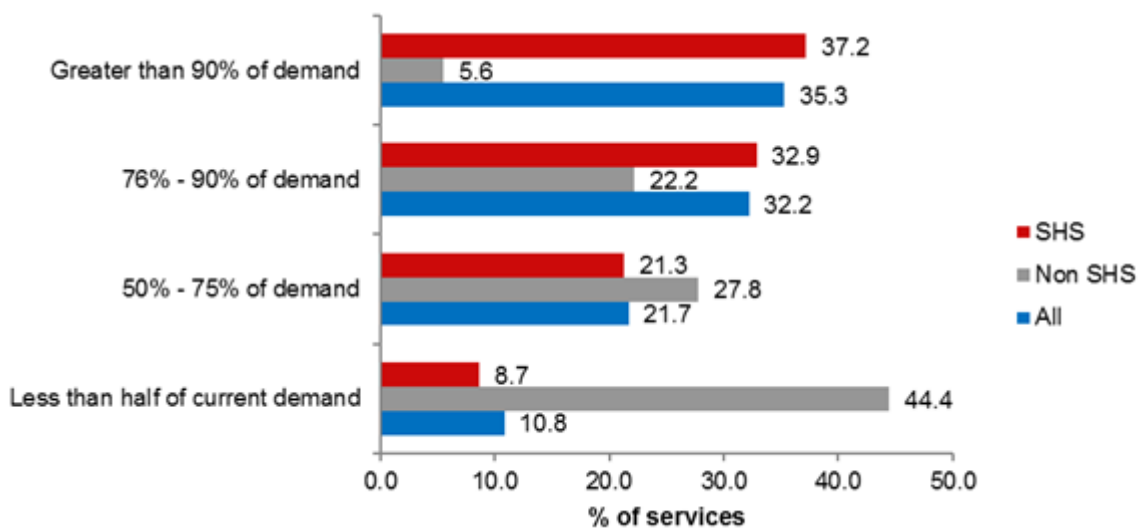
4.3 Influence of funding on outcomes

4.3.1 Level of client demand met

To evaluate the influence of funding on outcomes, surveyed services were asked to indicate the extent to which current funding allowed them to meet client demand in 2013–15 (Figure 21 below). Overall, only about one-third of surveyed services indicated that they were able to meet 90 per cent or more of client demand (35.3%), and around two-thirds (67.5%) said they were able to meet 76 per cent of demand or greater. However, there was a stark difference between SHSs and non-SHSs. Whereas 70.0 per cent of SHSs were able to meet more than 76 per cent or more of their client demand, only 27.8 per cent of non-SHSs reported the same.

About 9 per cent of SHSs (8.7%) reported meeting less than half of current client demand with their funding in 2013–15, with five times more non-SHSs reporting the same (44.4%).

Figure 21: Level of client demand met

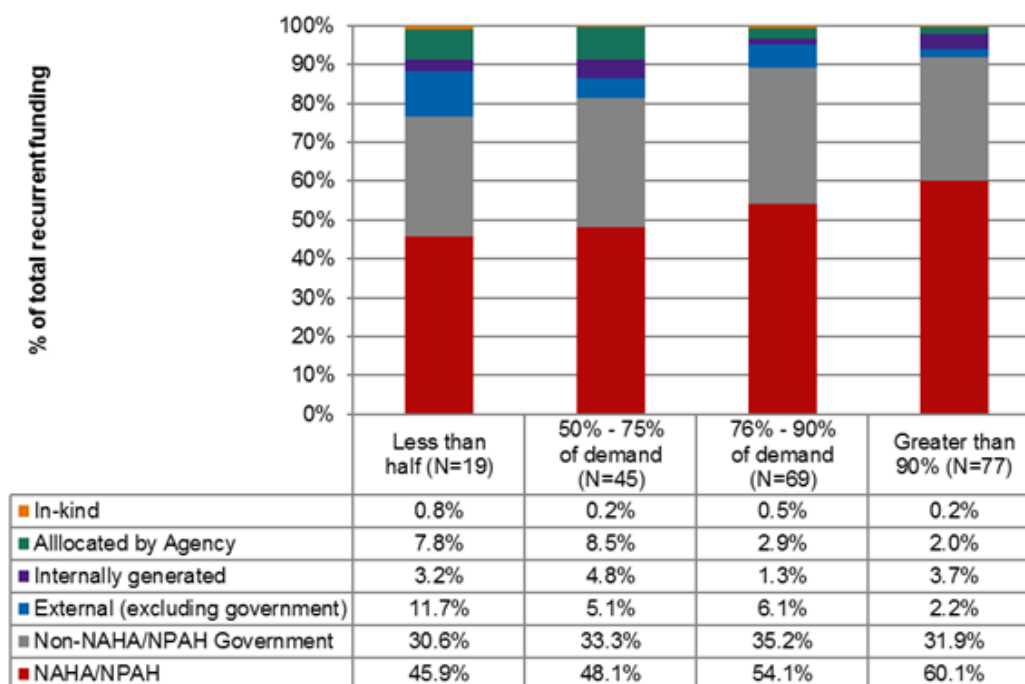


Source: *The Australian Homelessness Funding and Delivery Survey*.

The association between funding profile and perceived ability to meet client demand was examined separately for SHSs and non-SHSs. Only those services which reported both level of demand met and funding dollars received are included in this analysis. SHSs (Figure 22 below) displayed an obvious trend, whereby an increase in client demand met is associated with the increase in mean proportion of NAHA/NPAH funding in the total funding received. SHSs that reported meeting more than 90 per cent of client demand (N=77) had the highest mean proportion of NAHA/NPAH funding of 60.1 per cent, on average. In contrast, SHSs that reported meeting less than half of client demand in 2013–15 (N=19), had the lowest proportion of NAHA/NPAH funding in the total funding (45.9%). There was little difference in non-NAHA/NPAH government funding, as the mean proportion of this funding source was roughly 30 per cent for all groups. SHSs which reported less than half client demand met had the highest mean proportion of external recurrent funding from sources other than government (11.7%).

SHSs which reported meeting 76 to 90 per cent of client demand (N=69) had the lowest proportion of internally-generated revenue in their total funding profile (1.3%), the highest proportion of this funding source was reported by SHSs that met 50 to 75 per cent of client demand (N=45, 4.8%). Finally, SHSs which met 75 per cent of client demand and under (N=64) had a higher average proportion of funding allocated by agency in the total funding profile (8.1%), as compared to services that met more than 75 per cent of client demand (2.4%).

Figure 22: Mean proportion of total recurrent funding from source by client demand met (SHS, 2013–15)



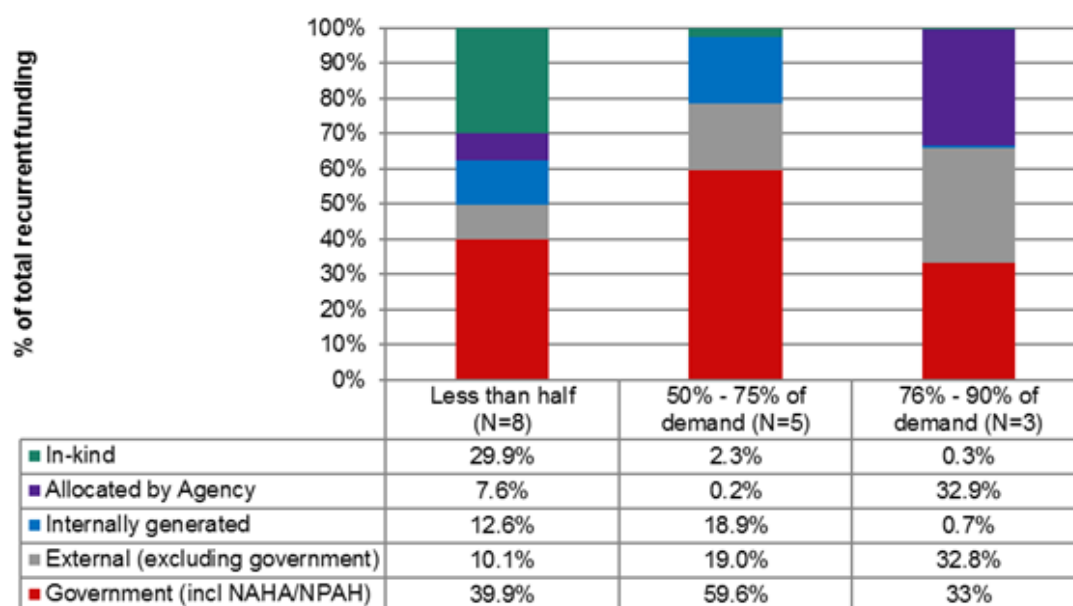
Source: *The Australian Homelessness Funding and Delivery Survey.*

There was also some variation in the funding profile for non-SHSs with different levels of client demand met (Figure 23 below). One non-SHS reported meeting more than 90 per cent of client demand, but did not report any funding dollars and therefore is excluded from the graph. Non-SHSs reporting meeting more than half of client demand (N=8) had a higher mean proportion of external recurrent funding than non-SHSs that met less than half of client demand (N=8). However, there were notable differences in the sources of external funds.

Non-SHSs which reported meeting 50 to 75 per cent of client demand (N=5) had a higher mean proportion of government funding (59.6%) compared to those which met more than 75 per cent of client demand (N=3) or those which met less than half of client demand (33.0% and 39.9%, respectively). On the other hand, non-SHSs which met more than 75 per cent of client demand had a higher proportion of external funding from sources other than government (32.8%), compared to the other two groups.

There were notable differences in the other funding sources as well. Non-SHSs which reported meeting 50 to 75 per cent of client demand had the highest proportion of internally-generated revenue in their total funding profile (18.9%). The lowest proportion of this funding source was reported by non-SHSs which met more than 75 per cent of client demand (0.7%). On the other hand, non-SHSs which met more than 75 per cent of client demand reported the highest mean proportion of funding allocated by agency in total funding (32.9%). Finally, non-SHSs, which met less than half of client demand, had the highest average proportion of in-kind funding (29.9%), which suggests that these services had less access to more stable and reliable funding sources, which prevented them from meeting more client demand.

Figure 23: Mean proportion of total recurrent funding from source by client demand met (non-SHS, 2013–15)



Source: *The Australian Homelessness Funding and Delivery Survey*.

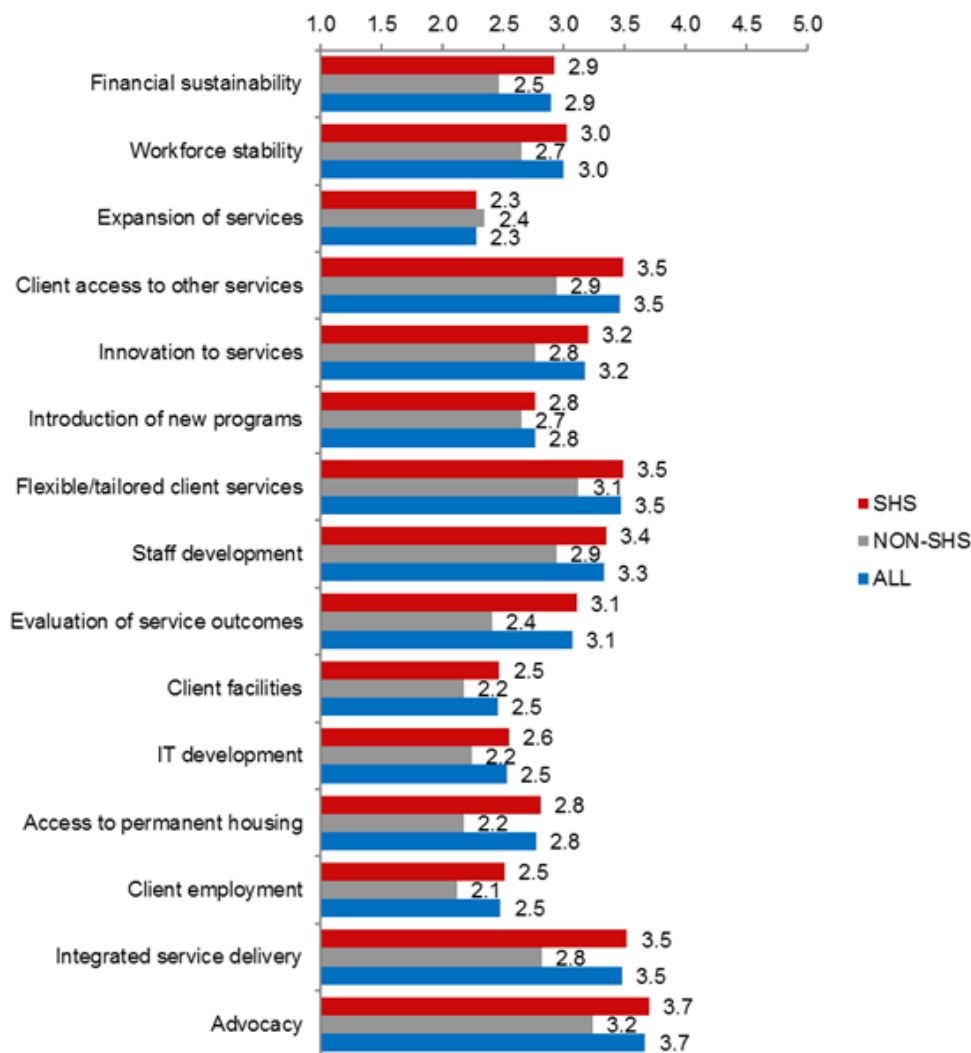
4.3.2 Outcomes achieved with current funding

In addition to client demand met, services were asked to indicate to what extent their current funding allowed them to achieve a range of other outcomes, including client, service delivery, staff, and organisational outcomes. Responses were based on a Likert 1 to 5 scale; 1 indicated strongly disagreed that funding allowed the outcome to be achieved, and 5 indicated strongly agreed that funding allowed the outcome to be achieved. The mean Likert scores are reported in Figure 24 below and Appendices 8 and 9 present further detail of the response distribution for SHSs and non-SHSs. The response distribution across all services largely reflects that of the SHS group.

Looking first at the SHS group, the outcomes where over 50 per cent of services perceived their objectives were being met were advocacy (mean rating of 3.7 and 67.8% of services agreed or strongly agreed the outcome was able to be met), integrated service delivery, flexible/tailored client services and client access to other services (each with a mean rating of 3.5, and approximately 60% of services agreed or strongly agreed the outcome was able to be achieved). This is closely followed by staff development and innovation to services (mean rating of 3.4 and 3.2 respectively). The proportion of services that agreed or strongly agreed that their outcomes were able to be achieved were 54.3 per cent and 50.3 per cent, respectively.

The client-focused outcomes with the lowest level of perceived achievement were expansion of services, client facilities, client employment (each with a mean rating of 2.3 to 2.5 and fewer than 18% of services agreeing or strongly agreeing that outcomes were able to be achieved), introduction of new programs and access to permanent housing (each with a mean rating of 2.8 and around 30% of services agreeing or strongly agreeing outcomes were able to be achieved). Other objectives where comparatively few services perceived that their objectives were being met were IT development (mean rating of 2.6, with only 18.4% of services agreed or strongly agreed outcomes were achieved), financial stability and workforce stability (with mean rating 2.9 and 3.0 respectively, and around 40% of services agreed or strongly agreed that outcomes were achieved).

Figure 24: Outcomes achieved with current funding



Source: *The Australian Homelessness Funding and Delivery Survey*.

Examining the non-SHSs, across all objectives except expansion of services, a smaller proportion of non-SHSs perceived the outcomes were being achieved compared with SHSs. Approximately the same low proportion of non-SHSs and SHSs perceived their outcomes of expanding services were being achieved (mean rating of 2.4 and 2.3).

The only outcomes where over 50 per cent of non-SHSs perceived their outcomes as being achieved were advocacy, flexible/tailored client services and staff development (mean rating of 3.2, 3.1 and 2.9 respectively. The proportion of services that agreed or strongly agreed the outcomes were achieved were 58.5%, 53.2% and 53.0%, respectively). These were also outcomes that over 50 per cent of SHSs agreed they were being achieved.

The client-focused outcomes with the lowest level of perceived achievement for non-SHSs were client employment (mean rating 2.1), client facilities and access to permanent housing (each with a mean rating of 2.2), expansion of services (mean rating of 2.4). No non-SHSs strongly agreed that the objectives of client employment or client facilities were being met, and the proportion that agreed they were being met was a low 11.8 per cent and 17.6 per cent, respectively. The proportion of non-SHSs that agreed or strongly agreed that outcomes of access to permanent housing and expansion of services were being achieved were 17.7 per cent and 23.6 per cent, respectively. Other objectives where comparatively few services

perceived outcomes were being achieved were IT development (mean rating 2.2), financial stability (mean rating 2.5) and workforce stability (mean rating 2.7), where no services strongly agreed that these outcomes were being achieved, and the proportion that agreed these outcomes were being achieved was 17.6, 29.4 and 41.2 per cent, respectively. Another outcome that few non-SHSs believed was being achieved was evaluation of service outcomes (mean rating 2.4), with only 29.4 per cent of non-SHSs agreeing or strongly agreeing this outcome was being achieved.

4.4 Changes to funding

This section reports results on the prevalence of significant changes in funding in the sector. Respondents were asked to indicate whether they had experienced an increase or a decrease in funding of 20 per cent or greater, when comparing the recent two-year funding period (2013–15) with the previous two-year period (2011–13). Services indicating that they did not operate in 2011–13 (6.7%) are included in the analysis and shown as ‘not-applicable’.

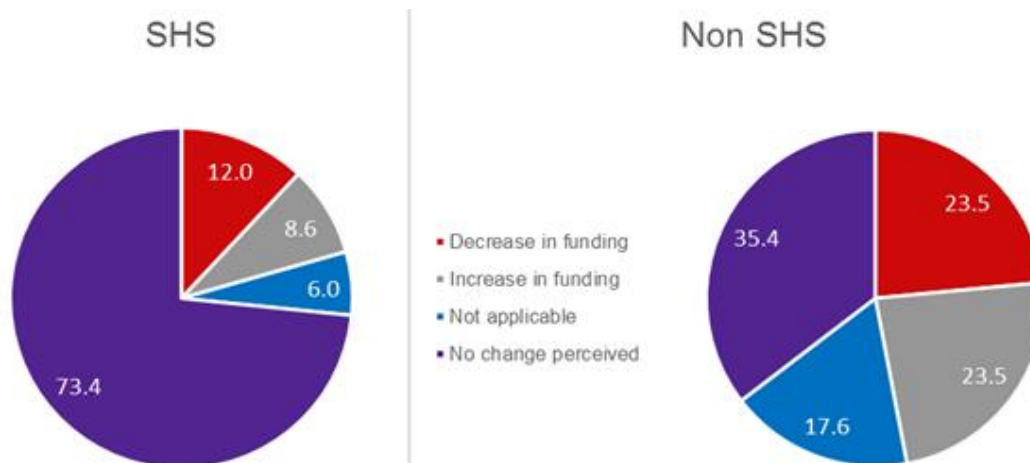
Overall, 22.2 per cent of surveyed services perceived some significant change in funding with 12.7 per cent reporting a 20 per cent or greater decrease in funding and 9.5 per cent reporting a 20 per cent or greater increase in funding. However, there were some notable differences in the prevalence of funding changes reported by SHSs compared with non-SHSs (Figure 25 below). In particular, a larger proportion of non-SHSs reported changes to funding (47.0%) as compared to SHSs (20.6%). A larger proportion of SHSs reported a significant decrease in funding (12.0%) than an increase (8.6%). For non-SHSs, the proportion of services reporting a significant increase or decrease in funding was equal (23.5%).

These results display the high degree of funding instability in the homelessness sector, particularly among non-SHSs. It corresponds with the low proportion of services, particularly non-SHSs, which reported that their financial and workforce stability outcomes were able to be achieved.

Those services reporting a significant change to funding were further asked to provide further detail on the type of change experienced. Figure 26 below shows the proportion of SHSs that reported a change in funding by funding type and the type of change. Only funding categories with more than five respondents were included in the graph.

A larger proportion of SHSs (N=34) reported a decrease in NAHA/NPAH funding from 2011–13 to 2013–15 (58.8%) than an increase, with the decrease largely due to a decrease in funding from an existing source (52.9%), rather than complete removal of funding (5.9%). Of the 41.2 per cent of SHSs that reported an increase in NAHA/NPAH funding, in most cases it was due to an increase in funding from an existing source (38.2%), rather than funding obtained from a new source.

Figure 25: Percentage of services reporting a 20 per cent or greater change in funding



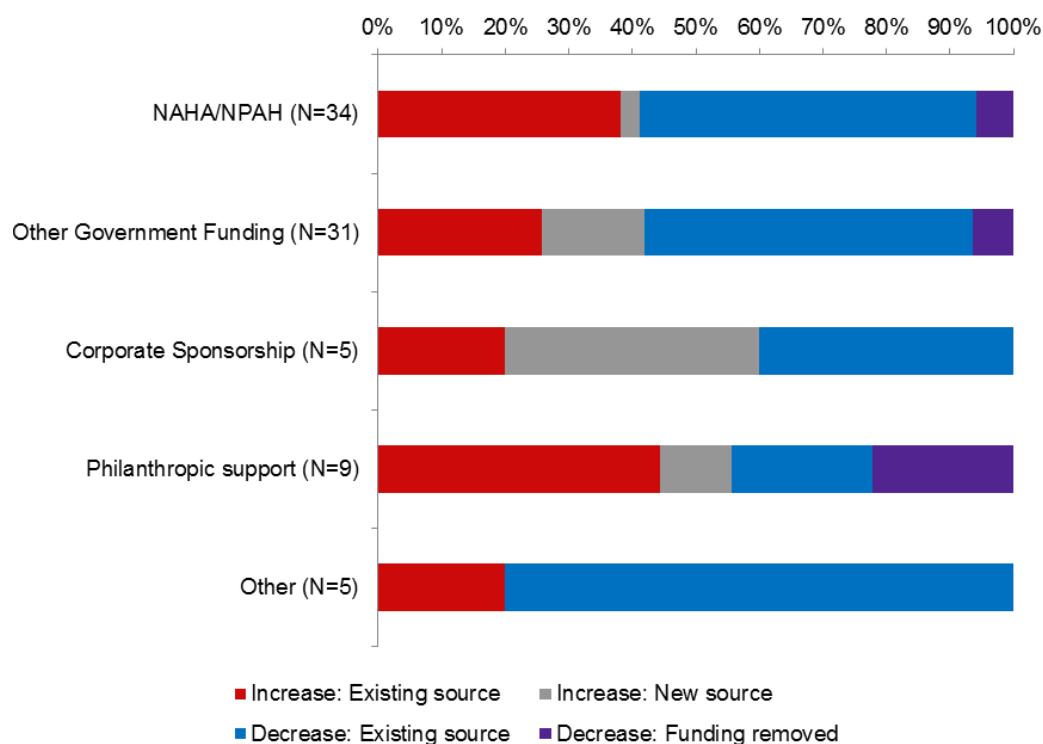
Source: *The Australian Homelessness Funding and Delivery Survey*.

Thirty- SHSs reported a significant change in other government funding. Similar to NAHA/NPAH funding; a larger proportion experienced a decrease in funding (58.1%) than an increase, with the decrease largely due to a decrease in an existing funding source (51.6%) rather than removal of funding (6.5%). Of the 41.9 per cent of SHSs reporting an increase in other government funding, 16.1 per cent were successful in obtaining a new source of funding in 2013–15.

Five SHSs indicated a significant change in funding obtained from corporate sponsorship and grants. Over half (60%) of these services indicated an increase in this funding source, with 40 per cent indicating this as a new funding source. Similarly, of the nine SHSs reporting a change in philanthropic support, over half (55.6%) indicated an increase in this funding source, but here 44.4 per cent reported that this was due to an increase in an existing funding source. Philanthropic support was also the funding area where the highest proportion of SHSs reported complete removal of this funding (22.2%).

Due to the small sample size of non-SHSs which reported changes in funding by funding source, these data were not graphed. Seven non-SHSs indicated change in other government funding with a larger proportion indicating a decrease in funding (57.1%). This decrease in funding was attributed equally to a decrease in an existing funding source (two services) and funding removed (two services). Increase in other government funding was largely due to an increase in an existing funding source (two services). Four non-SHSs reported a significant change in philanthropic support, with the majority indicating an increase in existing funding sources (three services) and one service reporting a decrease in an existing funding source. For all other sources of funding, details of any significant change were provided by three or fewer services.

Figure 26: Percentage of services reporting a change in funding by funding type (SHSs)



Source: *The Australian Homelessness Funding and Delivery Survey*.

4.5 Experiences in seeking additional funding

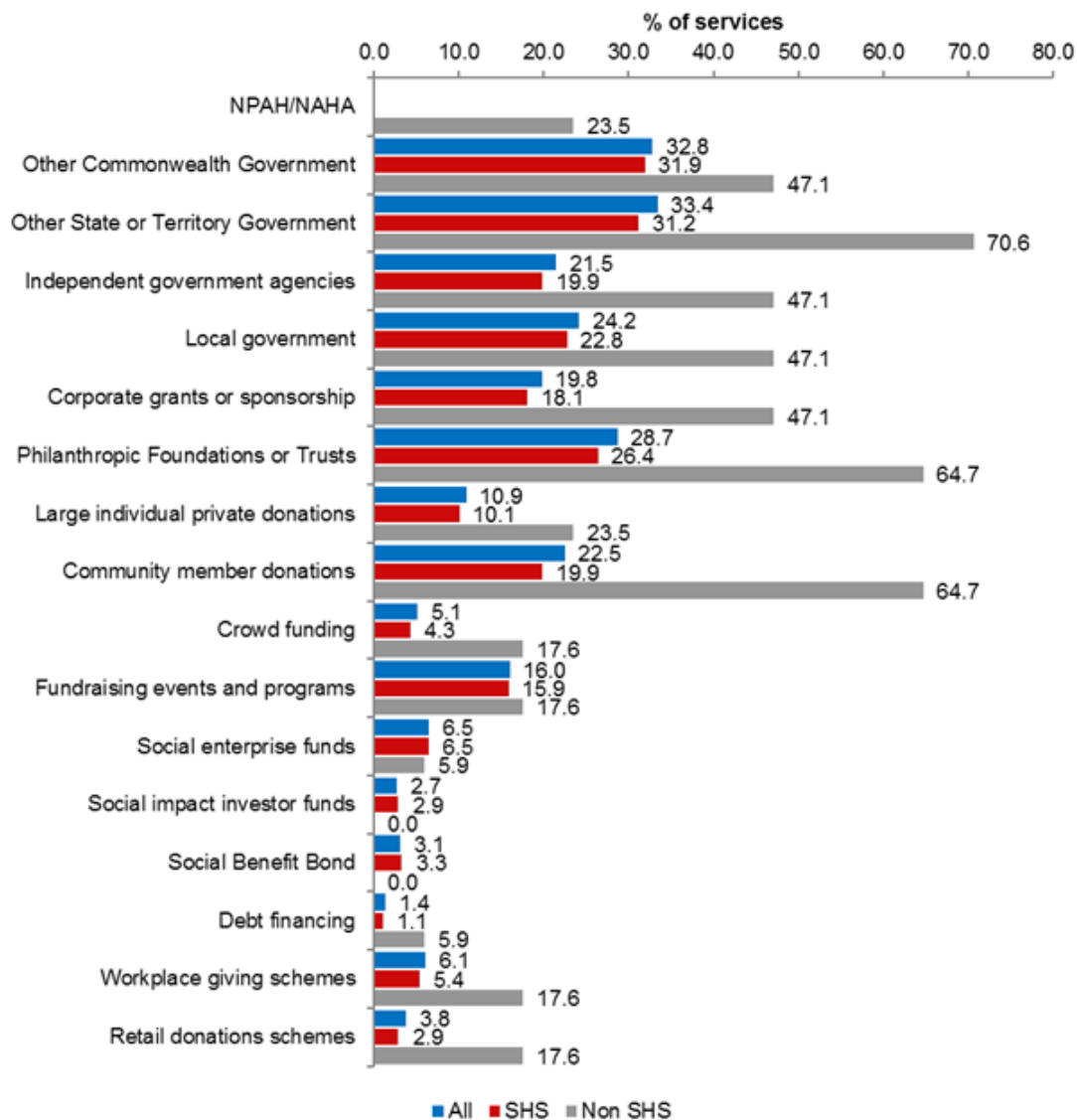
The current funding environment shows that homelessness services are largely government funded, with SHSs being largely funded from NAHA/NPAH. There has also been an increasing interest and awareness of both government and not-for-profits in alternative funding sources, including non-government funding. However, there has been no comprehensive assessment of the extent to which the homelessness sector is actively seeking to diversify their funding base and the issues they face in doing so. The survey provides some preliminary evidence in this space; addressing the prevalence of services seeking additional funding, the types of funding they are seeking, and the level of success achieved to date.

SHS respondents were asked to indicate whether, during 2013–15, the service, or their parent agency, had taken active steps to obtain funding, or a greater proportion of funding from non-NAHA/NPAH sources. Non-SHSs were also asked whether they had taken active steps to access NPAH/NAHA funding. Figure 27 below shows that over 2013–15 homelessness services have actively attempted to obtain funding from all funding sources addressed in the survey, and across most funding sources a greater proportion of the non-SHSs had taken active steps to seek funding from that source than SHSs. This interest in accessing additional funding is consistent with the evidence presented earlier that a large proportion of SHSs, and particularly non-SHSs believe many desired outcomes are not able to be met given current funding.

Examining first SHSs, just under one-third had taken active steps to obtain other Commonwealth Government funding (31.9%) and/or other state/territory government funding (31.2%). Around 20 per cent had taken active steps to obtain funding from local government (22.8%) and independent government agencies (19.9%).

Many SHSs had also taken active steps to source funding from philanthropic sources, including philanthropic foundations or trusts (26.4%), community member donations (19.9%) and fundraising events and programs (15.9%). A smaller proportion had taken active steps to raise funding in the relatively new domains of social enterprise funds (6.5%), crowd funding (4.3%), social benefit bonds (3.3%) and social impact investor funds (2.9%), showing a small but growing awareness of these alternatives.

Figure 27: Proportion of services that took active steps to obtain additional funding in 2013–15 by funding source



Source: *The Australian Homelessness Funding and Delivery Survey*.

Non-SHSs had also been actively seeking government funding from all sources: with 70.6 per cent seeking funding from Commonwealth Government, and just under half (47.1%) seeking funding from each of state/territory government, local government and Independent government agencies. Just under one-quarter (23.5%) of non-SHSs also took active steps to obtain NAHA/NPAH funding. Considering non-government funding sources, nearly two-thirds of non-SHSs attempted to source funding from philanthropic foundations and trusts and community member donations (64.7% each). A smaller but still sizable proportion actively took steps to achieve funds from fundraising events and programs, workplace giving schemes and retail

donation schemes (17.6% each). Similar to SHSs, a small number of non-SHSs were also active in seeking funding from the comparatively new domains of crowd funding (17.6%) and social enterprise funds (5.9%), but none reported seeking funds from social impact investors or via a social benefit bond.

Those services that had made active steps to raise funds were also asked to indicate the status and outcomes of those steps. Figure 28 below shows that generally there were high success levels for those organisations attempting to raise additional funds from philanthropic sources than from other sources. It also shows that although some services had taken active steps towards sourcing funds through social impact investment and social benefit bonds, generally these steps were in the preliminary exploration phase, and no services attempting to raise funds from these sources in the previous two years were successful.

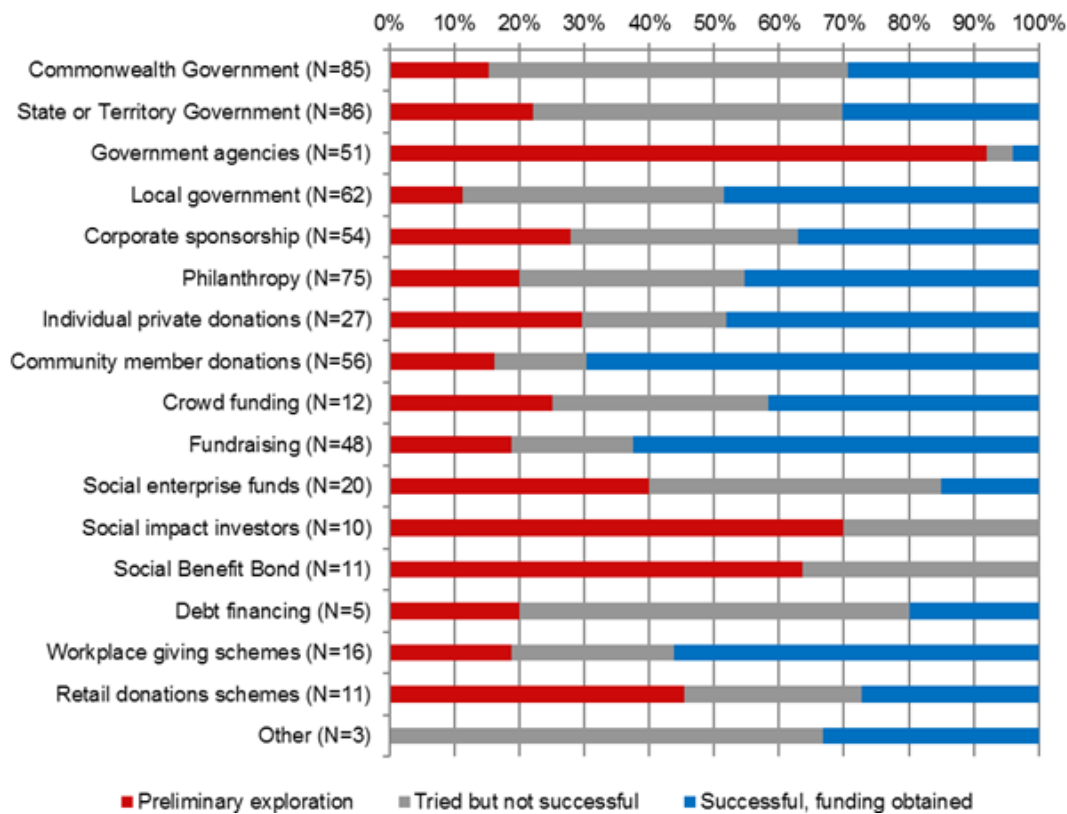
Looking first at those SHSs that had attempted to obtain additional government funding, of the roughly one-third of SHSs attempting to obtain Commonwealth (n=85) and other state/territory (n=86) funding, around 30 per cent had been successful, with a further around 50 per cent not being successful, and the remainder just making preliminary explorations into the area. Although around 20 per cent of services took active steps to obtain funding from independent government agencies (n=51), for the vast majority (92.0%) this was at the preliminary exploration stage, with only 4 per cent being successful. Of the services attempting to raise funding from local government (n=62), just under half (48.4%) were successful, with a further 40.3 per cent not successful.

Attempts to obtain philanthropic funding were generally more successful than government funding. In particular, of the SHSs that attempted to raise community member donations (n=56), and fundraising (n=48), 69.6 per cent and 62.5 per cent, respectively, were successful. Just under half of those which took active steps to obtain funds through general philanthropic sources and individual private donations were successful, with around one-third (34.7%) of those attempting to raise funds from philanthropic sources and 22.2 per cent of those attempting to raise funds through individual private donations not being successful. The remainder were making preliminary exploration into this area.

Examining the relatively new domains of crowd funding and impact investing, those seeking crowd funding reported the most success. Of those actively seeking crowd funding (n=12), 41.7 per cent were successful, 33.3 per cent were not successful, and 25.0 per cent were in the preliminary exploration phase. Activity in the social impact investment domain was largely exploratory, with 70.0 per cent of those seeking social impact investor funding (n=10) and 63.6 per cent of those seeking funding via a SBB (n=11) being in the preliminary exploration stage, and none successful in raising funding from these sources. There was also interest but limited success in raising funding through social enterprise (n=20), with only 15.0 per cent successful, 40.0 per cent in the preliminary exploration stage, and 45.0 per cent not successful.

The experience of non-SHSs (Figure 29 below) was similar in that their success rate was from raising funds from philanthropic sources, with a lower success rate in obtaining additional government funding. No non-SHSs had taken active steps to raise funds in the social impact investing domain.

Figure 28: Status and outcomes of seeking additional funding (SHSs)

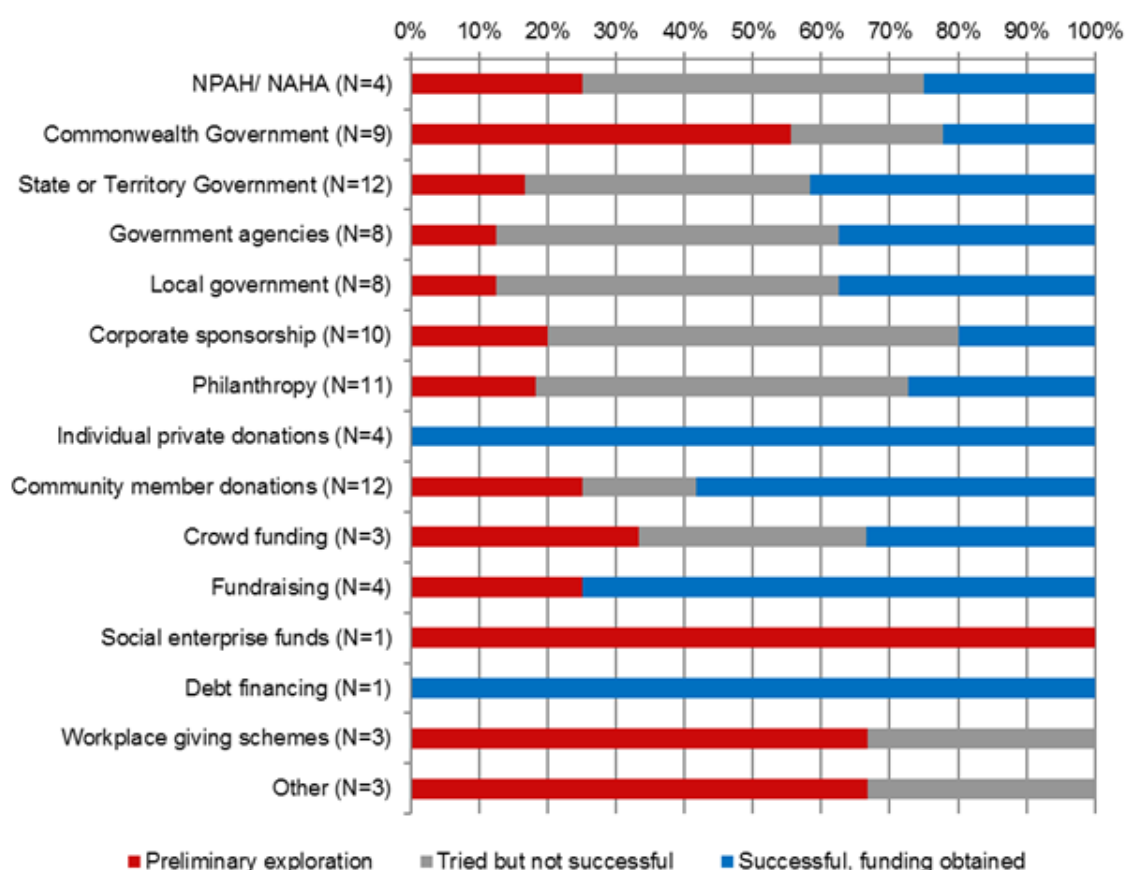


Source: *The Australian Homelessness Funding and Delivery Survey*.

Of the four non-SHSs reporting trying to obtain funding under NAHA/NPAH, 25.0 per cent (one service) had been successful and 50.0 per cent were not successful, the remaining service was in the preliminary exploration stage. There was some success in obtaining additional funding from other government sources; with success rates for each source of state or territory government (41.7%, n=12), Commonwealth Government (22.2%, n=9), local government and independent government agencies (37.5%, n=8, for each). However, for all except Commonwealth Government funding, around 50 per cent of those who had taken active steps had not been successful in obtaining funding. Of those seeking additional Commonwealth Government funding, 22.2 per cent were not successful and 55.6 per cent were in the preliminary exploration phase.

As with SHSs, over half of non-SHSs seeking new funding through fundraising (75.0%, n=4) and community member donations (58.3%, n=12) were successful. Non-SHSs also reported a 100.0 per cent success rate for those seeking additional funding from individual donations (n=4). Of the three non-SHSs that took active steps in the crowd funding domain, one was successful, one was not successful and one was in the preliminary exploration phase. Non-SHSs also reported preliminary exploration in the domains of social enterprise funding (n=1), and workplace giving schemes (66.7%, n=3).

Figure 29: Status and outcomes of seeking additional funding (non-SHSs)



Source: *The Australian Homelessness Funding and Delivery Survey*.

4.5.1 Which services are seeking additional funding?

Overall, 294 of the surveyed services (92.2%) responded to the questions related to seeking of additional funding. Of these, 178 (60.5%; 55.8% of all surveyed services) indicated that they tried to obtain funding from at least one of the listed funding sources. T-test analyses were undertaken to investigate the possible difference between the services that attempted to secure additional funding compared to those services that did not. A number of characteristics were identified to differ significantly between these two groups ($p < 0.05$). These are discussed below.

Non-SHSs were more likely to seek additional funding (94.1%) than SHSs (58.5%). Indigenous-focused services were significantly more likely to seek additional funding (80.0%) compared to other services (59.6%). Services that sought additional funds were more likely to belong to a smaller agency in terms of its annual revenue and number of employees. Nearly 26 per cent (25.8%) of services that sought additional funding belonged to an agency with annual revenue of less than \$1 million, compared to 11.2 per cent of those that did not seek additional funding. Similarly, the majority of services that did not seek funds (56.9%) were part of an agency with an annual revenue of \$5 million and over compared to 43.3 per cent of services that did seek additional funding, and 65.5 per cent of services that did not seek additional funding belonged to an agency with 50 and over full-time equivalent staff (compared to 43.3 per cent of services that did seek additional funding).

Services that sought additional funding had a smaller proportion of homeless clients per service (80.6% on average) compared to services that did not seek additional funding (90.8% on average). In terms of numbers of clients, although services that sought funding differed from those that did not seek funding (on average, 105 and 1,010 homeless clients, respectively; 210

and 2,000 non-homeless clients, respectively), due to the large spread in client numbers this difference was not significant.

In terms of client demand met, services that sought additional funding reported meeting less client demand than services that did not seek additional funding. For example, 46.1 per cent of services that did not seek funding reported meeting more than 90 per cent of client demand (compared to 28.1% of services that did seek additional funding). In addition, services that did seek additional funding were more likely to meet less than half of current client demand (13.5%) compared to services that did not seek additional funding (7.0%).

Finally, there were some differences in the funding profile of the services that sought additional funding compared to services that did not seek additional funding. SHSs that sought additional funding had a smaller mean proportion of NAHA/NPAH funding in their funding mix (46.1%) compared to services that did not seek additional funding (59.5%). Overall, services that sought additional funding were more likely to have experienced a decrease in funding from 2011–13 to 2013–15 (17.5%) compared to services that did not seek additional funding (4.7%).

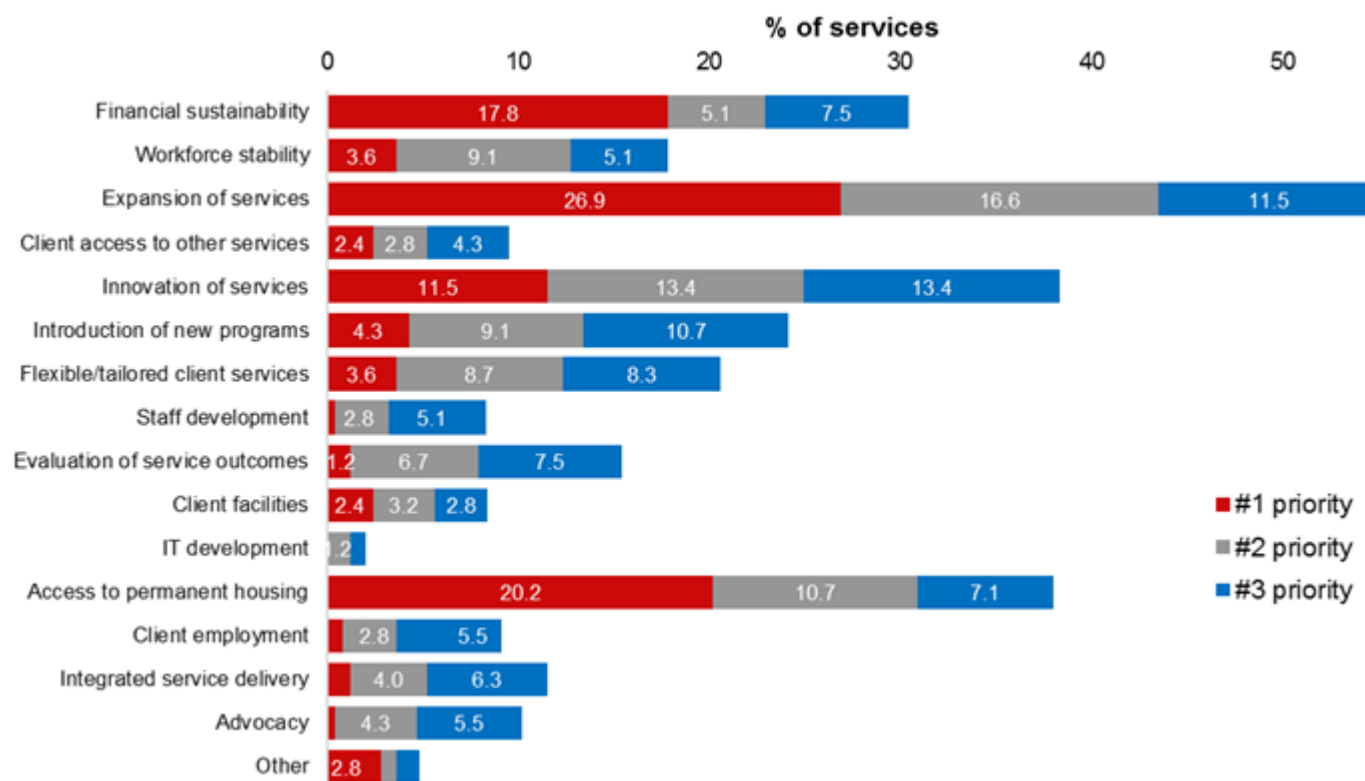
4.5.2 Use of additional funds—SHSs

When SHSs⁸ were asked what the top three priority improvement areas would be if additional funds were able to be obtained (Figure 30 below), 55.0 per cent of services nominated expansion of services as one of these priorities, with 26.9 per cent nominating it as the first priority, 16.6 per cent second and 11.5 per cent third priority. As reported in Section 5.3.2, this was also an area with the lowest proportion of SHSs (17.7%) agreeing that their outcomes in this domain were being achieved with current funding. Innovation of services and access to permanent housing were also considered priorities for additional funding (nominated by 38.8% and 38.0% of respondents, respectively), followed by financial stability (nominated by 30.4% of respondents). Permanent housing and financial stability were also areas where only around one-third of SHSs agreed (Section 5.3.2) that their objectives were being met with current funding. Interestingly, innovation of services was an area where a comparatively high 50.6 per cent of services agreed their objectives were being met, but around 30 per cent disagreed or strongly disagreed (see Section 5.3.2). Also, those which reported this as a priority are also more likely to have agreed or strongly agreed that this service outcome is being met, suggesting that additional funding would assist them to achieve even more in this area.

Client employment, client facilities and IT development are other areas where a comparatively small proportion of services (less than 18 per cent) agreed that their objectives were able to be met with current funding, but fewer than 10 per cent of SHSs considered these to be a priority area if additional funding was obtained.

⁸ The non-SHS group were not asked this question.

Figure 30: Ranked priority of improvement areas if additional non-NAHA funding is obtained, SHSs (N=253)



Question only asked from SHS group.

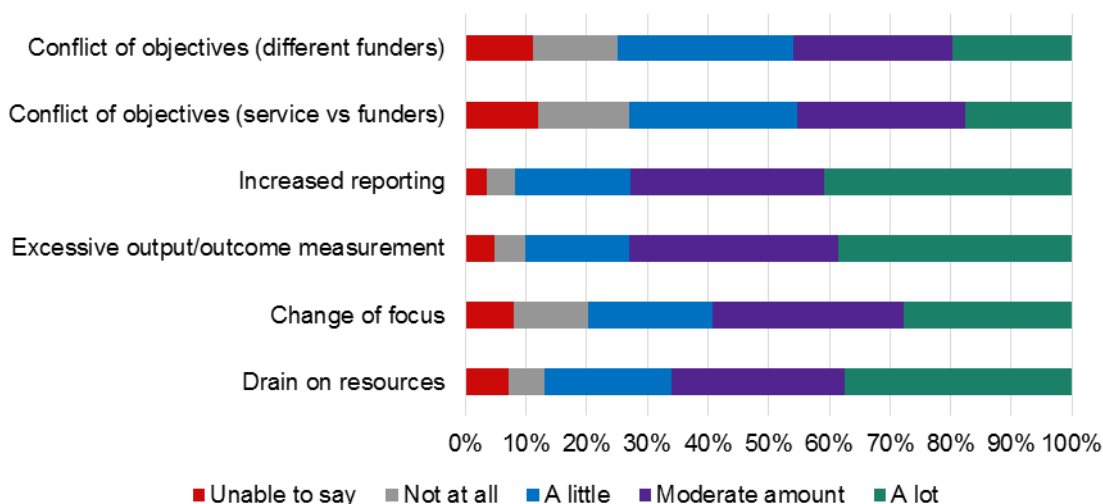
Source: The Australian Homelessness Funding and Delivery Survey.

4.6 Potential negative consequences of funding diversification

With the reduction in government funding and a growing awareness and use of funding from varied sources, the literature suggests the potential for negative consequences arising from this diversification of funding sources. The vast majority of SHSs indicated that they had at least some concern about a range of potential negative consequences.

In particular (Figure 31 below), around 90 per cent of services had some concern about increased reporting (91.7%), excessive output/outcome measurement (90.2%) and drain on resources (86.9%), with around 40 per cent indicating they had a lot of concerns about these issues (40.9%, 38.6% and 37.5%, respectively). A very large proportion (79.9%) of SHSs had concerns about change in focus, with 27.7 per cent having a lot of concern. Conflict of objectives was also seen as a concern; with 75.0 per cent of SHSs indicating conflict between different funders and 73.1 per cent indicating conflict between the service and funders as a concern.

Figure 31: Potential unintended negative consequences of diversifying funding sources (SHS, N=252)



Source: *The Australian Homelessness Funding and Delivery Survey*.

4.7 Policy implications—the influence of funding level and mix on service delivery

- Services have little discretion on the manner in which they use funding to meet service objectives. The predominant funding source, government funding, is considered by the majority of services to offer low flexibility and discretion in service delivery. Sources with the greatest flexibility and discretion are community donations and large private donations, but these represent a minor source of funding.
- Current funding levels are generally seen to be unable to meet both client demand and other service outcome objectives, especially among non-SHSs where less than 30 per cent believed they were able to meet at least 75 per cent of client demand. This points to the need for additional funding to better meet client demand, expansion of client services, access to priority housing, service innovation, client employment and IT development. It is also essential to improve the contract negotiation process with an aim to provide a greater level of financial stability for services, and to develop a philanthropic culture and the market structure required to access non-government funding sources.

— A positive association was found between ability to meet client demand and funding profile, showing the importance of government funding to capacity building in the sector. Where that funding is not available, it is essential to have a well-developed market to support access to non-government sources.

SHS: client demand met was positively associated with proportion of NAHA/NPAH funding and total government funding in their funding profile.

Non-SHS: client demand was positively associated with proportion of non-government external funding. Those meeting 50–75 per cent of client demand displayed the largest proportion of funding from government sources.

— Other service outcomes generally perceived by both SHSs and non-SHSs as not being able to be met with current funding and nominated as priority areas if additional funding were available were: expansion of services, access to permanent housing and financial stability. Interestingly, the majority of services perceived service innovation objectives were able to be met, but this was also considered to be a priority area for additional funding, suggesting a need for continued funding for this area.

— Client employment, client facilities and IT development are other areas where a comparatively small proportion of services (less than 18%) agreed that their objectives were able to be met with current funding, but fewer than 10 per cent of SHSs considered these to be a priority area if additional funding was obtained. Although services do not consider these to be priorities, client employment is nominated in the literature as an important issue in assisting clients to secure a stable income source. IT is also seen as an important factor on developing the systems required for coordinating service integration initiatives and for outcome measurement. Addressing the low level of attainment in these areas should be considered a priority for government, as well as sector education as to their relevance and importance.

- A high degree of funding instability in the homelessness sector was evident, with 22 per cent of services reporting significant changes in funding between 2011–13 and 2013–15. Funding instability was more prominent among non-SHSs. As discussed above, financial stability was nominated as a priority area for additional funding. This also points to the need for stable government policy in the homelessness sector, assisting programs to be developed and implemented effectively with a longer term perspective.
- The growing imperative to seek funding from other sources was evident across SHSs and non-SHSs, with many organisations indicating that they had taken active steps to diversity their funding base. To promote further development of this trend, governments can foster a philanthropic culture and provide market mechanisms to assist impact investing initiatives. It is also necessary to support outcome measurement and evaluation initiatives in the sector in order to provide the hard evidence on which philanthropists and social impact investors can base decisions.

— Steps to obtain additional funding were most commonly targeted at government funding other than NPAH, philanthropy, community donations and fundraising. There was a higher success level for organisations that attempted to raise additional funds from community donations, fundraising and philanthropic sources, than other sources. However, as discussed at Chapter 3, the dollar amounts raised through community donations and fundraising is typically small, so this success is unlikely to translate into a significant increase in funding. It is the potential for enhancing the levels of philanthropic funding which holds the greatest potential for significant levels of increased funding.

— Although some services had taken active steps towards sourcing funds through the relatively new avenues of social impact investment and social benefit bonds, generally these steps were in the preliminary exploration phase, and no services attempting to

raise funds from these sources in the previous two years were successful. Current government steps to develop this market must continue in order for it to grow.

- The vast majority of SHSs expressed concern about a range of potential negative consequences associated with a more diversified funding base. These concerns must be considered in the government push to broaden funding sources for the sector. Concerns included:
 - increased reporting and excessive output/outcome measurement
 - a drain on resources, change in focus, and conflict of objectives.

5 Indigenous-focused services

This chapter provides findings from the Australian Homelessness Funding and Delivery Survey in relation to the characteristics and funding profile of services that either identified as Indigenous-specific, or indicated Aboriginal or Torres Strait Islander clients as their main client group. It also examines the ability of these services to meet client demand and where additional funding would be applied.

- Indigenous people are significantly overrepresented in the homeless population; representing 28 per cent of all homeless people, but only 3 per cent of the total population in 2011 and 23 per cent of the Specialist Homelessness Service (SHS) population. Against this background, it is important to understand the financing position and needs of homelessness services assisting Indigenous people.
- Indigenous-focused services are those that identify as Indigenous-specific or list Aboriginal or Torres Strait Islander people as their main client group.
- In large part, Indigenous-focused services have similar funding profiles as other services. However, they appear to receive lower levels of NAHA and NPAH funding but at the same time higher levels of other government funding and this may indicate simply reporting error.
- Indigenous-focused services report low levels of non-government funding including philanthropic funding, in-kind support and fundraising income. They also report lower levels of being able to meet the demands of their clients.
- The issue of the funding of Indigenous services is examined in detail in Spinney, Habibis et al. (2016).

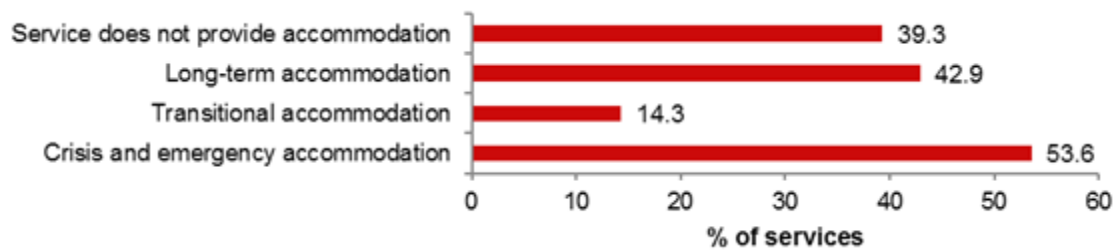
At the time of the 2011 Census, Indigenous people were significantly overrepresented in the homeless population; representing 28 per cent of all homeless people, but only 3 per cent of the total population in 2011 (ABS 2012; AIHW 2014a). A large proportion of recorded Indigenous homelessness relates to overcrowding. However, Indigenous people are also significantly overrepresented in different strata of homelessness and in the homelessness service system. In 2014–15, one in four of all those accessing Specialist Homelessness Services (SHSs) in Australia were Indigenous (AIHW 2015). This compares with 1 in 33 of the population overall. The rate of service use by Indigenous clients has also increased over the last few years; from 587 clients per 10,000 Indigenous people in 2011–12 to 693 per 10,000 in 2014–15 and Indigenous clients now represent 23 per cent of all clients using the SHS system (AIHW 2015). Against this background, it is important to understand the financing position and needs of homelessness services assisting Indigenous people.

5.1 Characteristics of Indigenous-focused services

Overall, 23 (7.3%) of surveyed services identified as Indigenous-specific, while an additional five (1.5%) services listed Aboriginal or Torres Strait Islander people as their main client group. In this section, we report on the characteristics and funding profiles for these 28 services offering assistance to Indigenous clients; 27 of these services were SHSs. Twelve of these services (52.2%) reported that they were part of a broader suite of services, with the rest being

standalone. Seventeen (60.7%) provided accommodation to clients; just over half of services provided crisis and emergency accommodation (53.6%, Figure 32 below) similar to all services in the *Australian Homelessness Funding and Delivery Survey*. However, a much higher proportion of Indigenous-focused services provided long-term accommodation (42.9%) than among services generally in the survey (12.0%), perhaps indicating the absence of or unsuitability of long-term housing outside the homelessness support system.

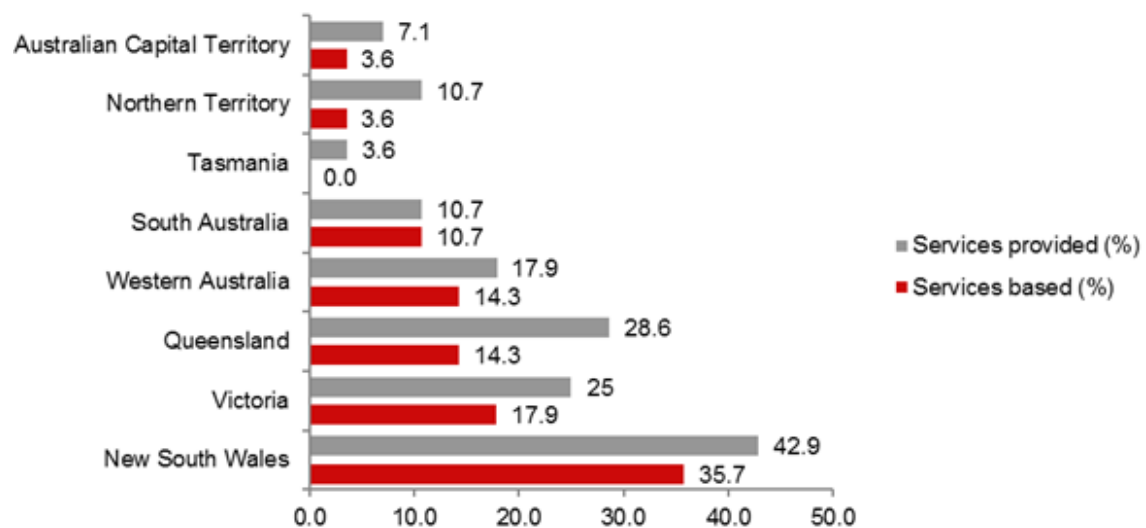
Figure 32: Percentage of Indigenous services providing different types of accommodation



Source: *The Australian Homelessness Funding and Delivery Survey*.

The geographical location of services with a focus on Indigenous clients was as follows: 35.7 per cent operated in capital cities, 71.4 per cent operated in regional areas, and 28.6 per cent operated in remote or very remote areas. The majority of services (67.9%) operated in a single location. Surveyed services were based in all jurisdictions except Tasmania (Figure 33 below). Most services in the survey respondent group were based in NSW (35.7%) and Victoria (17.9%).

Figure 33: Percentage of Indigenous services based in and providing services by jurisdiction



Source: *The Australian Homelessness Funding and Delivery Survey*.

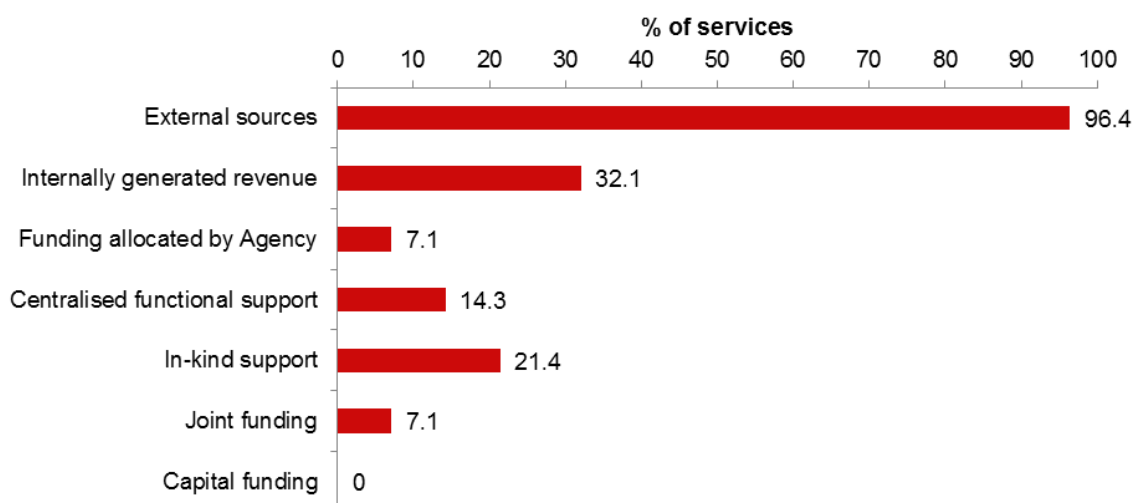
Of the 28 identified Indigenous-focused services, 26 (92.9%) were involved in serving clients in 2013–15. All assisted homeless clients (average number of homelessness clients assisted in 2013–15 was 397.9/service) and eight also assisted non-homelessness clients (average number of non-homeless clients served in 2013–15 was 617.7/service). It is important to note, however, that not all of these clients were Indigenous.

These Indigenous-focused services catered to diverse groups of clients and addressed a broad set of needs. In terms of main client groups, the majority focused on young people under 25 (75.0%), single women (64.3%), families (60.7%), people exiting correctional institutions or prisons (60.7%), single men (57.1%), and people experiencing mental health problems (57.1%). Key types of assistance provided to homeless clients by these services were: assistance to access mainstream accommodation (92.9%); referral to other services (92.9%); material aid (82.1%); assistance or advice for family and domestic violence (78.6%); financial information (78.6%); assistance to sustain a tenancy or prevent tenancy failure or eviction (71.4%); and meals, laundry and showers (60.7%). Rates of assistance provided were greater than evident for services generally in the survey sample.

5.2 Funding profile

Almost all surveyed Indigenous-focused services indicated that they drew on external sources of funding (96.4%, Figure 34 below). Roughly a third of services had access to internally generated revenue as a source of funding (32.1%). Indigenous-focused services received lower levels of in-kind support (21.4% of services) and funding allocated by an agency (7.1%) than survey respondents more generally. None of the services reported receiving capital funding. Centralised functional support from an agency was used by 14.3 per cent, and 7.1 per cent of services used joint funding opportunities.

Figure 34: Proportion of Indigenous services with funding by source



Source: *The Australian Homelessness Funding and Delivery Survey*.

Seventeen of the 28 Indigenous-focused services reported the amount of funding they received by source.⁹ In total, these 17 services received AUD\$18,540,145 over the 2013–15 period (6.7% of the total funding received by all surveyed services). External funding obtained from government accounted for 94.3 per cent of the total funding received by Indigenous-focused services (Figure 35 below). NAHA/NPAH funding accounted for 36.1 per cent of the total funding (reported by 11 services, average amount per service which received this funding of \$379,376 and \$208,962 per service, across all services reporting funding amounts). When compared with all SHS services in the sample, Indigenous-specific services received a lower

⁹ Sixteen Indigenous-focused services received funding in 2013–14 and 17 in 2014–15, in total 17 services received funding in at least one of these periods.

proportion of funding from NAHA/NPAH sources and when they did, the amount received per service was below that on average received by survey respondents (see Table 5 above). On the other hand, almost half of all funding (46.6%) was obtained from other state or territory government funding (reported by 8 services, average amount per service which received this funding of \$579,486, and 269,841 per service reporting funding amounts). In the case of those reporting 'other state or territory government', the average amount received for those who reported funding from this source was above that for survey respondents generally. Other Commonwealth Government funding accounted for 11.7 per cent of total funding (reported by three services, average amount per service receiving this source of funding of \$540,250 and \$67,531 per service that reported funding amounts). As in the case of 'other state or territory government', the average amount received for those who reported funding from other Commonwealth Government sources was above that for survey respondents generally. In other words, lower levels of funding from NAHA/NPAH sources appear to be balanced by higher levels of other state and Commonwealth Government funding. There were no reports of funding from independent government agencies or local government funding among surveyed Indigenous services. Across services generally in the survey, funding from these sources was very low but combined represented 5.6 per cent of total funding received in the case of SHSs.

Donations, sponsorship, and philanthropy accounted for 2.9 per cent of the total funding received by Indigenous-focused services; a little below that for SHSs in the survey more generally (see Table 5 above). A relatively large corporate grant or sponsorship was reported by one service (\$220,000; 1.2% of the total funding received by all services). One service reported use of a large individual private donation (\$200,000; 1.1% of total funding). Other funding sources in this category included community member donations (received by two services; average amount per service receiving this funding of \$21,250) and external fundraising events and programs (one service, <\$1,000).

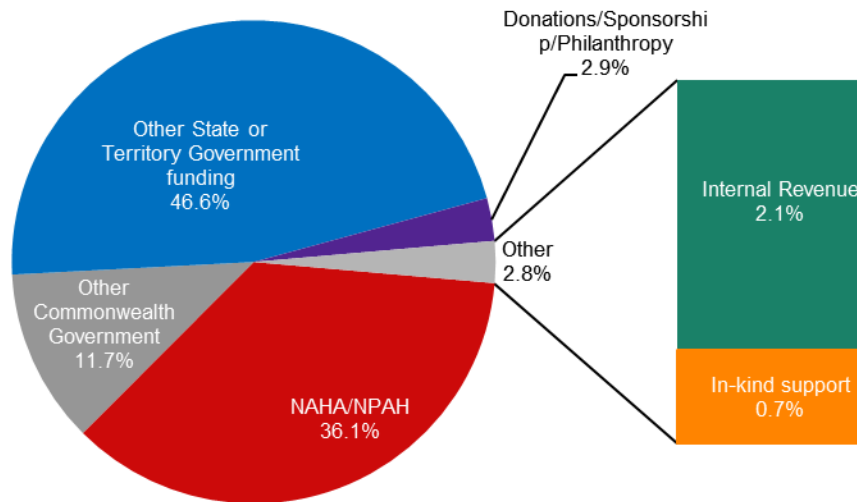
Internally-generated funding sources (i.e. rent) accounted for 2.1 per cent of total funding received by Indigenous services. This type of funding was reported by four services with an average amount generated per service of \$48,230. Internally-generated rent received is in line with estimates from the full sample of SHSs but perhaps lower than one might expect given the importance of the provision of accommodation services in Indigenous-focused services. One service reported receiving funding allocated by the parent agency.

In-kind support accounted for 0.7 per cent of total funding for Indigenous-focused services (reported by four services; average amount per service \$18,717). Other types of in-kind support received by Indigenous services were volunteer hours (reported by three services, average of 1,173 hours over 2013–15) and pro-bono support (1 service, 2 hours)).

In terms of the change in funding when comparing the survey focus period of 2013–15 with the previous two-years, 2011–13, 19.2 per cent of the surveyed Indigenous services reported a significant increase in funding, while 23.1 per cent reported a significant decrease. The increases were attributed to the larger amount of funding obtained from existing funding sources (e.g., NAHA/NPAH, philanthropic support) or access to new funding sources (e.g., government funding, corporate sponsorship, crowd funding). The funding decreases were attributed to less funding sourced from existing sources (e.g., NAHA/NPAH, corporate sponsorship, philanthropic support) or funding removed (e.g., other government funding).

Some services reported dire consequences of decreased funding, such as not being able to provide intensive support to clients with complex needs, staff reduction, and uncertainty about service viability and sustainability.

Figure 35: Proportion of funding sources in funding profile (Indigenous services, 2013–15)

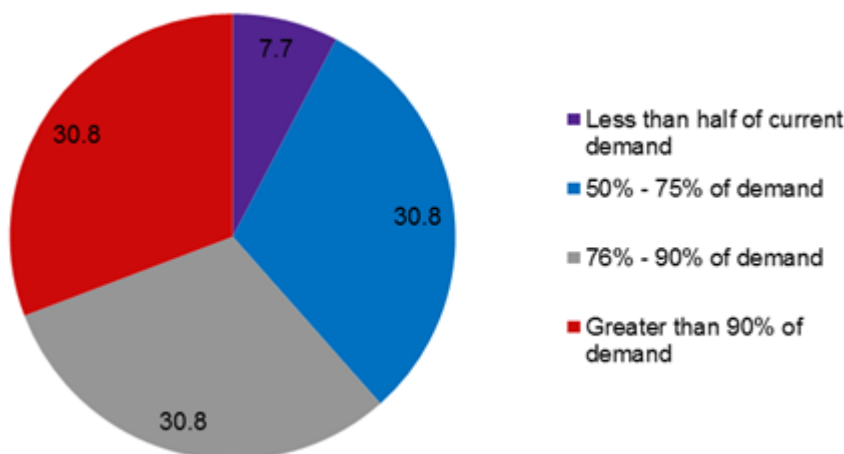


Source: *The Australian Homelessness Funding and Delivery Survey*.

5.3 Funding and service delivery

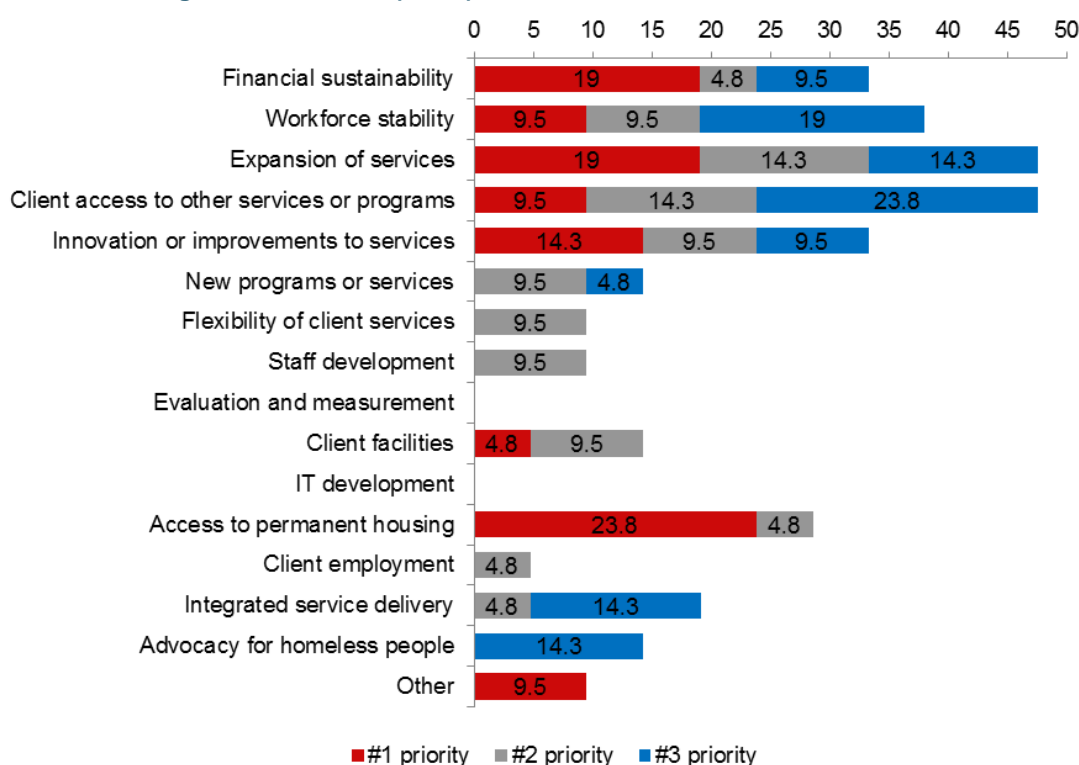
Just under one-third (30.8%) of Indigenous-focused services indicated that their funding enabled them to meet more than 90 per cent of client demand over 2013–15 (Figure 36 below). This is lower than for SHSs generally in the sample (37.2%) (see Figure 23 above). Another third were able to meet 76 to 90 per cent of client demand. A small proportion of services (7.7%) indicated that their funding enabled them to meet less than half of current client demand which is consistent for outcomes of SHSs generally.

Figure 36: Level of client demand met (Indigenous services)



Source: *The Australian Homelessness Funding and Delivery Survey*.

Figure 37: Ranked priority of improvement areas if additional non-NAHA funding is obtained, Indigenous services (N=21)



Source: *The Australian Homelessness Funding and Delivery Survey*.

Finally, 21 of the surveyed Indigenous services indicated up to three improvement areas they would focus on if additional non-NAHA funding were obtained (Figure 37 above). Roughly, a quarter of services (23.8%) indicated their top priority is to improve client access to longer term permanent housing, followed by expanding existing programs or services (19.0%) and improving financial sustainability (19.0%). These are the same top priorities that were most frequently specified across all SHSs.

In terms of second and third priorities, findings suggest a diverse mix of needs among Indigenous services with no clear preference. Overall, improving client access to other external services or programs and expanding existing programs and services were the most frequently mentioned priorities.

5.4 Policy implications: the influence of funding on service delivery

- Policy implications for Indigenous-focused services are similar to those for all services. The main exceptions to this are:
 - Indigenous-focused services are more likely to operate in regional and remote areas than the whole sample, and so are more affected by government policy relating to these areas.
 - Indigenous-focused programs reported a smaller proportion of NAHA/NPAH funding, but this was offset by a larger proportion of other state and territory government funding than the sample as a whole. As discussed previously, this may reflect an inability of services to identify where government funding is obtained under NAHA/NPAH, or it may reflect a difference in government policy in funding these programs.

- No Indigenous services reported funding from independent government agencies or local government. These sources represent a small but not negligible funding source for the whole sample. Due to the small sample size of Indigenous-specific services, further research is required to determine if this is representative of all Indigenous-specific services. If so, these sources represent a potential for additional Indigenous services funding.
- A much larger proportion of Indigenous-focused services provided long-term housing for clients (42.9% of Indigenous-focused services compared with 12% of non-Indigenous). This potentially relates to unavailability or unsuitability of affordable housing for this population outside of the homelessness system.
- A smaller proportion of Indigenous-focused services (61.6%) reported being able to meet greater than 75 per cent of client demand than the sample as a whole (67.5%).
- Priority areas for additional funding were similar to the sample as a whole: access to permanent housing, expansion of existing programs and services, client access to other services or programs, financial stability, and workforce stability.

6 Policy development options

The funding of homelessness services is an issue that has received scant attention in the Australian and international literature. The present study helps to fill this gap. It contributes to homelessness policy by providing evidence from a large scale representative survey on the current funding profile of homelessness services in Australia. The study examines the extent to which funding is able to meet service outcomes, including client demand, steps that services are taking to source additional funding, and priority areas for funding.

In this study, we have provided the evidence base to address fundamental questions concerning the mix and the level of funding for homelessness services. Are homelessness services reliant on too small a range of sources of funds? What is the impact of the current mix and level of funding on the ability of services to meet the demands they face? Does the funding mix provide sufficient flexibility to services? What is required to raise the level of funding and meet the needs of clients not currently met? Are there any adverse consequences from diversifying the mix of funding sources?

These questions are made more relevant in the current budgetary environment with a tightening of overall government spending on homelessness services and lack of certainty in future funding opportunities.

6.1 The policy implications of the mix and current level of funding

This study provides evidence from a large scale national survey, the *Australian Homelessness Funding and Delivery Survey*, that the homelessness sector is largely reliant on government funding. Revenue derived from philanthropic channels (both individual and corporate), or own revenue sources such as rental income and investment income, is important for some SHSs, but, overall, non-government sources of revenue represent a small proportion of the overall funding received by these services. A small number of services outside the SHS umbrella do show high levels of philanthropic grants and own sources of revenue. However, even in the non-SHS sector, government funding is still the dominant source of funding. These findings largely confirm current evidence from much smaller scale studies conducted by the authors of the importance of government funding for homelessness services.

SHSs are more reliant on non-agency or external recurrent funding sources, particularly government funding, than non-SHSs. This, together with the high level of government funding to homelessness services, makes the SHS sector more vulnerable to changes in government policy. NAHA/NPAH funding accounts for half of all funding received in the case of SHSs, while other government funding accounted for a further 35 per cent of total funding received. In the case of non-SHSs (non-NAHA/NPAH), state/territory government funding accounted for 56.5 per cent of total funding received. On average, philanthropy and sponsorship represent a sizable funding source for non-SHSs (21.3% of total funding), but not for SHSs (only 3.6% of total funding). However, the important role of philanthropy and sponsorship in the non-SHS sector was driven by a small number of large grants to specific services from philanthropic foundations and trusts and is not uniform across the non-SHS sector. Although a large proportion of services reported philanthropic funding sources, including community donations, corporate grants and sponsorship and large private donations, the small dollar amounts involved mean that these sources of funds do not currently make any sizable contribution to overall funding for most services.

Crowd funding represents a relatively new source of funding for social initiatives and has been used to good effect in recent years. However, the findings from our survey suggest that, at present, crowd funding has yet to be used to full effect by the homelessness service sector. The

evidence for social enterprise income is similar as is that for social impact investment sources of funding. These are new forms of potential funding yet to be fully utilised by the homelessness service system directly. That is not to say that there are no social enterprises operating to support homeless people. Indeed, in Mackenzie, McNelis et al. (2016), *The Funding and Delivery of Programs to Reduce Homelessness: the Case-Study Evidence*, a companion Inquiry report to the present study, we review some successful and some emerging social enterprises operating to support homeless people and to generate income for auspicing agencies. However, they generally operate as entities separate to existing homelessness services and do not contribute funds to the vast majority of homelessness services to support their operation. There is still a significant way to go before the social enterprise world becomes an active part of the operation and funding of homelessness services in Australia.

No SHS or non-SHSs report funding in the *Australian Homelessness Funding and Delivery Survey* from social impact investors or social benefit bonds. These are very new forms of funding and the market structure required to support these types of funding is in its infancy. Government needs to continue development of the market infrastructure required for these funding sources to be developed. These funding sources are typically results based. The current trend towards evaluation of homelessness program outcomes and the associated financial benefits of these programs needs to be appropriately supported to provide the evidence base required by impact investors. However, care must be taken to ensure that a focus on results-based objectives do not become detrimental to the quality of support provided by the sector.

There is limited evidence that SHSs and non-SHSs are currently able to supplement external funding by internally-generated income such as rent, fee for service income, or own-source social enterprise incomes. Although approximately one-third of both SHSs and non-SHSs reported internally-generated income, due to the small dollar amount raised per service it only accounted for a small proportion of total funding, and was predominantly associated with rent charged by accommodation-based homelessness services; around half of accommodation-based services indicated that they received rental income.

Likewise, although a quarter of services overall reported use of in-kind support to supplement other funding, this represented a minor contribution to total funds. The dollar equivalent of volunteer and pro bono services to support specific services was estimated to be relatively low on average. This is not to suggest that volunteers do not make an important contribution to services. It may well be the case that volunteer time was applied more at the auspicing agency level than the service level and that respondents to the survey did not attribute a portion of this time at the service level.

There is evidence that current government policy promoting service integration in human service delivery is being implemented, but this is more likely to occur through the leveraging of non-homelessness services through referral networks than through joint funding of programs. There is limited evidence of formal joint funding of programs.

Capital funding was also limited compared with recurrent funding, and highly concentrated. These findings suggest limited investment in capital projects such as client accommodation in the two-year period of interest. This is significant given the current lack of affordable accommodation, and the level of unmet demand for accommodation services noted in the SHS literature. It is also significant given that only a small proportion of SHSs and non-SHSs identified that service outcomes around client access to permanent access to permanent housing were able to be met with current funding.

The findings of the *Australian Homelessness Funding and Delivery Survey* suggest that services have little discretion on the manner in which they use funding to meet service

objectives. The predominant funding source, government funding, is considered by the majority of services to offer low flexibility in service delivery.

Moreover, current funding levels were seen by services as unable to meet client demand. Interestingly, the higher the proportion of total government funding received by services, the greater the ability of services to meet client demand. Services also reported that current funding levels were not able to meet other service outcome objectives including housing, service innovation, client employment, financial stability of services and IT development. Survey respondents placed lower priority on client employment, client facilities and IT development than other areas where service objectives were not being met. However, addressing these concerns (and their funding implications) should be considered a policy priority for government.

The evidence overwhelmingly suggests that the homelessness sector is largely government funded. There may be calls for the sector to diversify its funding base. We support such calls. However, a number of policy issues exist in relation to the extent to which government should continue to fund the sector, the potential of large-scale sources of non-government funding, the culture and infrastructure required to enable services to source non-government funding, and potential negative consequences of funding diversification.

Many services indicated that they had taken active steps to diversify their funding base. This included targeting a broader range of government sources of funds. To promote further development of this trend into other sources of funds requires supportive action by government and the homelessness sector as a whole to promote a culture and need for giving to homelessness service delivery. Government can provide market mechanisms to assist impact investing initiatives. It can also support outcome measurement and evaluation initiatives in the sector in order to better provide the hard evidence on differential outcomes achieved on which philanthropists and social impact investors can base their decisions.

In considering actions to diversify funding, homelessness services pointed to concerns about potential negative consequences associated with a more diversified funding base. These concerns included implications for increased reporting and excessive output/outcome measurement and a drain on resources, change in focus, and conflict of objectives associated with finding new sources of funding.

Finally, the findings point to a degree of uncertainty in the homelessness service sector around funding. A high degree of funding instability in the homelessness sector was evident, with 22 per cent of services reporting significant changes in funding between 2011–13 and 2013–15. Funding instability was more prominent among non-SHSs than SHSs. There is a need for stable government policy in the homelessness sector, assisting programs to be developed and implemented effectively with a longer term planning horizon.

6.2 Options for policy development

The findings support the following three areas of policy development:

- 1 Government funding of homelessness services provides a strong base for services being better able to meet the immediate needs of their clients. Government funding should be maintained to the homelessness sector and greater certainty should be provided by governments to long-term overall funding of the sector. A focus on innovation and effectiveness in the delivery of client outcomes should be essential features of future funding arrangements.
 - There is a strong indication that additional government funding is required for the sector to meet unmet needs and a broad range of outcome objectives, including adequate access to permanent housing, service innovation, client employment, financial stability of services and IT development. Non-SHSs, with a lower level of government funding, are

less likely to meet service objectives, pointing to the current importance of government funding to enable the sector to meet objectives.

- There has been a relatively high level of volatility in government funding flows to homelessness services and homelessness services have experienced a period of uncertainty around future funding. Greater certainty around future funding flows from government will improve the capacity of services to forward plan.
- 2** Services report that government funding comes with little flexibility and discretion. It is possible to see greater flexibility in funding developing as governments move towards a more focused performance-based funding framework. If funding does become more performance-based and more flexible then government infrastructure around outcomes data collection and reporting needs to be improved at both the Commonwealth and state and territory level, together with capacity building in the homelessness sector on outcomes measurement.
 - 3** Homelessness services and their parent agencies should consider increasing their level of external funding from sources other than government. To enable significant large-scale non-government funding, governments should consider further supportive measures to address barriers to an expansion of philanthropic giving, sponsorship and donations in Australia. Governments should provide a supportive environment for agencies to develop social enterprise options, crowd funding opportunities, and foster the development of impact investment opportunities. At the same time, homelessness services and their agencies need to collectively and individually intensify efforts to increase the level of non-government external funding and extend options to raise funds through internal means.
 - Philanthropic grants, sponsorship and donations represent the primary source of large-scale non-government funding. However, only a small proportion of services reported this type of funding. Among those services or agencies that attempted to increase funding from this source, few were successful in achieving significant levels of funding. Fundraising activity was higher, but new forms of fundraising such as crowd funding were rarely used.
 - There is a low level of social enterprise activity in the homelessness service sector and low level of distribution of social enterprise revenue to the sector. Governments should consider options to further support the development of social enterprises both as a means of revenue raising and meeting the employment needs of clients in concert with agencies and homelessness services.
 - A small proportion of homelessness services have taken active steps in relation to impact investing, predominantly at the preliminary exploration stage. Development of impact investing has significant potential for large-scale non-government funding, but requires government support of market infrastructure development. Impact investing options require strong outcome measurement and robust evaluation. Governments can be supportive of impact investing markets and develop awareness and capacity around impact investing among homelessness services and agencies. Impact investment options should be seen as providing new opportunities for funding rather than substitutes for existing funding.
 - 4** Government policy around funding diversification needs to address the significant concerns reported by services around issues of over-reporting, change of service culture, draining of resources and conflict of interest.
 - Diversified funding can affect the ability and motivation of services to meet policy objectives in the sector given higher costs of reporting and higher transaction costs. Greater collaboration is required among funders in relation to outcomes measurement and reporting requirements for services. Shared measurement platforms and common

evaluation reviews can help ease the administrative burden surrounding diversification of funding.

- 5 Joint funding of services to achieve common goals should be considered as a means of supporting greater collaboration among services. More can be done to systemically facilitate this by governments.

The above policy discussion is further strengthened in forthcoming reports: *The funding and delivery of programs to reduce homelessness: the case-study evidence* (MacKenzie, McNelis et al. 2016 forthcoming) and *The impact of mixed funding sources on homelessness support for Indigenous Australians* (Spinney, Habibis et al. 2016 forthcoming) and in the Final Inquiry Report, *The AHURI Inquiry on Homelessness Funding in Australia* (Flatau, Zaretsky et al. 2016 forthcoming)

In *The funding and delivery of programs to reduce homelessness: the case study evidence* (MacKenzie, McNelis et al.), we consider the role of early intervention and prevention strategies; integrated cross-sectoral and cross-department funding packages; government and philanthropic/corporate co-funding projects; and rigorous experimental trials of social impact bonds. *The impact of mixed funding sources on homelessness support for Indigenous Australians* (Spinney, Habibis et al. 2016 forthcoming) considers further whether Indigenous Australians, who experience rates of homelessness well above the Australian average, are receiving the kinds of support best suited to them, and whether the support they receive is culturally appropriate.

In the Inquiry's Final Report, *The AHURI Inquiry on Homelessness Funding in Australia* (Flatau, Zaretsky et al. 2016 forthcoming), we address a set of additional policy issues beyond the scope of the present study including continuity in funding, the role of competitive funding and contestability in funding, individualised funding, performance-based funding (contract renegotiation) and place-based funding options.

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Appendix 1: Total clients assisted per year

	Homeless clients	Non-homeless clients	Total
<i>SHS (N = 275)</i>			
2013–14	106,238	189,281	295,519
2014–15	111,628	190,137	301,765
<i>Non-SHS (N = 19)</i>			
2013–14	20,764	16,697	37,461
2014–15	31,173	17,405	48,578
<i>All (N = 294)</i>			
2013–14	127,002	205,978	332,980
2014–15	142,801	207,542	350,343

Source: *The Australian Homelessness Funding and Delivery Survey.*

Appendix 2: Main and key clients by service

		SHS	Non-SHS	All
Young people (under 25)	Main client group (%)	22.5	9.5	21.6
	<i>Key client group (%)¹</i>	<i>54.7</i>	<i>71.4</i>	<i>55.8</i>
Aboriginal or Torres Strait Islander	Main client group (%)	6.7	4.8	6.6
	<i>Key client group (%)¹</i>	<i>53.0</i>	<i>81.0</i>	<i>54.9</i>
Women and children experiencing domestic and family violence	Main clients (%)	20.1	9.5	19.4
	<i>Key clients (%)</i>	<i>54.7</i>	<i>71.4</i>	<i>55.8</i>
Families	Main client group (%)	11.4	9.5	11.3
	<i>Key client group (%)¹</i>	<i>44.6</i>	<i>71.4</i>	<i>46.4</i>
Outreach for rough sleepers	Main client group (%)	1.3	9.5	1.9
	<i>Key client group (%)¹</i>	<i>17.8</i>	<i>47.6</i>	<i>19.7</i>
People exiting mental health facilities	Main client group (%)	2.0	0.0	1.9
	<i>Key client group (%)¹</i>	<i>25.2</i>	<i>47.6</i>	<i>26.6</i>
People from culturally and linguistically diverse backgrounds	Main client group (%)	2.0	0.0	1.9
	<i>Key client group (%)¹</i>	<i>44.0</i>	<i>71.4</i>	<i>45.8</i>
LGBTIQ	Main client group (%)	0.3	0.0	0.3
	<i>Key client group (%)¹</i>	<i>25.2</i>	<i>38.1</i>	<i>26.0</i>
People exiting correctional institutions/prison	Main client group (%)	2.3	4.8	2.5
	<i>Key client group (%)¹</i>	<i>27.9</i>	<i>66.7</i>	<i>30.4</i>
Survivors of trauma	Main client group (%)	1.0	0.0	.9
	<i>Key client group (%)¹</i>	<i>34.9</i>	<i>47.6</i>	<i>35.7</i>
People experiencing mental health problems	Main client group (%)	1.7	4.8	1.9
	<i>Key client group (%)¹</i>	<i>44.0</i>	<i>71.4</i>	<i>45.8</i>
Older people	Main client group (%)	0.7	9.5	1.3
	<i>Key client group (%)¹</i>	<i>26.5</i>	<i>66.7</i>	<i>29.2</i>
Single men	Main client group (%)	3.0	19.0	4.1
	<i>Key client group (%)¹</i>	<i>36.2</i>	<i>66.7</i>	<i>38.2</i>
Single women	Main client group (%)	3.4	0.0	3.1
	<i>Key client group (%)¹</i>	<i>46.3</i>	<i>76.2</i>	<i>48.3</i>
General/mixed	Main client group (%)	16.8	19.0	16.9
	<i>Key client group (%)¹</i>	<i>33.9</i>	<i>52.4</i>	<i>35.1</i>
Other	Main client group (%)	4.7	0.0	4.4
	<i>Key client group (%)¹</i>	<i>10.4</i>	<i>9.5</i>	<i>10.3</i>

Note: ¹ Selection of multiple answer options was allowed, therefore percentages do not add up to 100.

Source: The Australian Homelessness Funding and Delivery Survey.

Appendix 3: Total funding amount received in 2013–15 by funding source

Funding source	SHS \$	Non-SHS \$	All \$
External funding			
<i>Government</i>			
NAHA/NPAH	124,986,385	486,000	125,622,385
Other Commonwealth Government funding	11,711,433	150,842	11,862,275
Grants from independent government agencies	8,550,532	317,000	8,867,532
Local government funding	5,488,400	16,000	5,504,400
Other state or territory government funding	62,868,097	13,108,400	76,126,497
<i>Total External funding: Government</i>	<i>213,604,847</i>	<i>14,228,242</i>	<i>227,833,088</i>
<i>Donations/Sponsorship/Philanthropy</i>			
Corporate grants or sponsorships	1,895,769	57,000	1,952,769
Philanthropic Foundations or Trusts	4,137,476	3,600,000	7,737,476
Large individual private donations (including bequests)	759,520	158,000	917,520
Crowd funding	30,840	0	30,840
Fundraising events and programs (external)	402,909	24,000	429,409
Community member donations	1,794,017	1,098,500	2,892,517
Other	66,363	67,593	133,956
Total External funding: Donations/Sponsorship/Philanthropy	9,089,394	5,005,093	14,094,487
<i>Other sources</i>			
Social enterprise funds	183,861	0	183,861
Social impact investor funds	0	0	0
Social Benefit Bond (Social Impact Bond)	0	0	0
Debt financing (e.g. loan)	0	101,056	101,056
Workplace giving schemes (e.g. payroll dedications)	4,000	0	4,000
Retail donations schemes (e.g. donation from each purchase)	0	0	0
Other	268,400	0	268,400
<i>Total External funding: Other sources</i>	<i>456,261</i>	<i>101,056</i>	<i>557,317</i>
Total External Funding	223,150,501	19,334,391	242,484,892

Funding source	SHS \$	Non-SHS \$	All \$
Internally-generated revenue			
Rent	6,084,687	18,504	6,103,191
Fee for service income	213,909	28,091	242,000
Vending machines	0	0	0
Social enterprise	86,480	157,000	243,480
Internal fundraising	76,082	2,000	78,082
Other revenue	148,159	2,164	150,323
<i>Total Internally-generated revenue</i>	<i>6,609,317</i>	<i>207,759</i>	<i>6,817,076</i>
Funding allocated by agency			
Government funding	13,230,300	0	13,230,300
Non-government funding	6,820,800	774,000	7,594,800
Revenue generated by agency	91,000	306,000	397,000
<i>Total Funding allocated by agency</i>	<i>20,142,100</i>	<i>1,080,000</i>	<i>21,222,100</i>
In-kind support			
Donation of goods	779,600	634,650	1,414,250
Other (dollars)	0	44,332	44,332
<i>Total In-kind support</i>	<i>779,600</i>	<i>678,982</i>	<i>1,458,582</i>
Capital funding			
<i>Government</i>			
NAHA	966,504	0	966,504
Non-NAHA	0	219,921	219,921
Grants from independent government agencies	356,000	1,855,000	2,211,000
<i>Total Capital funding: Government</i>	<i>1,322,504</i>	<i>2,074,921</i>	<i>3,397,425</i>
<i>Donations/Sponsorship/Philanthropy</i>			
Corporate/philanthropic funding	378,000	7,609	385,609
Donations or fundraising	24,500	0	24,500
<i>Total Capital funding: Donations/Sponsorship/Philanthropy</i>	<i>402,500</i>	<i>7,609</i>	<i>410,109</i>
<i>Other sources</i>			
Social enterprise funds	0	0	0
Social Benefit Bonds/Social Impact Bonds	0	0	0
Debt financing	0	101,056	101,056
<i>Total Capital funding: Other sources</i>	<i>0</i>	<i>101,056</i>	<i>101,056</i>
Total Capital Funding	1,725,004	2,183,586	3,908,590
Total All funding	252,406,522	23,484,718	275,891,240

Source: *The Australian Homelessness Funding and Delivery Survey.*

Appendix 4: Funding sources (all services, 2013–15)

Funding source	% of services with funding	Average amount of funding per service with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of category funding from source	% of total funding from source
External funding					
<i>Government</i>					
NAHA/NPAH	63.9	454,751	291,796	51.7	45.5
Other Commonwealth Government funding	9.4	319,096	27,587	4.9	4.3
Grants from independent government agencies	8.2	333,332	20,622	3.7	3.2
Local government funding	7.3	189,142	12,801	2.3	2.0
Other state or territory government funding	35.2	493,049	177,038	31.4	27.6
Total Government				94.0	82.6
<i>Donations/Sponsorship/Philanthropy</i>					
Corporate grants or sponsorships	7.3	71,026	4,541	0.8	0.7
Philanthropic Foundations or Trusts	17.2	113,261	17,994	3.2	2.8
Large individual private donations (including bequests)	5.2	44,325	\$2,134	0.4	0.3
Crowd funding^	1.7	7,710	\$72	0.0	0.0
Fundraising events and programs (external)	10.7	10,179	\$999	0.2	0.2
Community member donations	20.6	32,864	\$6,727	1.2	1.0
Other	2.6	13,013	312	0.1	0.0
Total Donations/Sponsorship/Philanthropy				5.8	5.1
<i>Other sources</i>					
Social enterprise funds	0.4	91,931	428	0.1	0.1
Social impact investor funds	0.0	0	0	0.0	0.0
Social Benefit Bond (Social Impact Bond)	0.0	0	0	0.0	0.0
Debt financing (e.g. loan)	0.4	50,528	235	0.0	0.0
Workplace giving schemes (e.g. payroll dedications)^	0.4	2,000	9	0.0	0.0
Retail donations schemes (e.g. donation from each purchase)	0.0	0	0	0.0	0.0
Other	1.7	44,733	624	0.1	0.1
Total Other				0.2	0.2
Total External Funding				100.0	87.9

Funding source	% of services with funding	Average amount of funding per service with this funding 2013–15 (\$)	Average amount of funding per services with funding 2013–15 (\$)	% of category funding from source	% of total funding from source
Internally-generated revenue					
Rent	24.9	54,847	14,194	89.5	2.2
Fee for service income	3.9	14,011	563	3.5	0.1
Vending machines	0.0	0	0	0.0	0.0
Social enterprise	1.3	40,580	566	3.6	0.1
Internal fundraising	2.1	8,411	182	1.1	0.0
Other revenue	3.9	8,351	350	2.2	0.1
Total Internal Funding				100.0	2.5
Funding allocated by agency					
Government funding	3.9	930,041	30,768	62.3	4.8
Non-government funding	7.7	246,387	17,662	35.8	2.8
Revenue generated by agency	1.7	99,500	923	1.9	0.1
Total allocated by Agency				100.0	7.7
In-kind support					
Donation of goods	22.3	14,620	3,289	97.0	0.5
Other (dollars)	1.2	9,215	103	3.0	0.0
Total In-Kind				100.0	0.5
Capital funding					
<i>Government</i>					
NAHA	1.3	199,543	2,248	24.7	0.4
Non-NAHA	0.9	57,711	511	5.6	0.1
Grants from independent government agencies	0.9	552,750	5,142	56.6	0.8
Total Government				86.9	1.2
<i>Donations/Sponsorship/Philanthropy</i>					
Corporate/philanthropic funding	1.3	64,839	897	9.9	0.1
Donations or fundraising	0.9	6,125	57	0.6	0.0
Total Donations/Sponsorship/Philanthropy				10.5	0.1
<i>Other sources</i>					
Social enterprise funds	0.0	0	0	0.0	0.0
Social Benefit Bonds/Social Impact Bonds	0.0	0	0	0.0	0.0
Debt financing	0.9	50,528	235	2.6	0.0
Total Other				2.6	0.0
Total Capital Funding				100.0	1.4

Note: ^ Funding only reported in one of the surveyed periods (i.e., either 2013–14 or 2014–15), thus, average amount of funding per services with funding represents an average for one period.

Source: The Australian Homelessness Funding and Delivery Survey.

Appendix 5: Funding sources (all services)

Funding source	% of services with funding		Average amount of funding per service with this funding 2013–15 (\$)		Average amount of funding per services with funding 2013–15 (\$)		% of category funding from source		% of total funding from source	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
External funding										
<i>Government</i>										
NAHA/NPAH	60.9	67.4	457,530	451,972	278,774	304,818	52.8	50.8	48.0	43.4
Other Commonwealth Government funding	8.4	8.8	263,368	374,824	22,049	33,124	4.2	5.5	3.8	4.7
Grants from independent government agencies	6.0	7.4	599,701	66,963	36,261	4,983	6.9	0.8	6.2	0.7
Local government funding	7.0	6.5	208,433	169,850	14,542	11,060	2.8	1.8	2.5	1.6
Other state or territory government funding	33.5	38.1	473,356	512,742	158,519	195,558	30.0	32.6	27.3	27.8
<i>Donations/Sponsorship/Philanthropy</i>										
Corporate grants or sponsorships	6.0	6.5	35,966	106,087	2,175	6,908	0.4	1.2	0.4	1.0
Philanthropic Foundations or Trusts	13.5	16.7	59,616	166,906	8,041	27,947	1.5	4.7	1.4	4.0
Large individual private donations (including bequests)	4.2	5.1	28,811	59,838	1,206	3,062	0.2	0.5	0.2	0.4
Crowd funding	0.0	1.9	0	7,710	0	143	0.0	0.0	0.0	0.0
Fundraising events and programs (external)	9.3	10.2	9,234	11,124	859	1,138	0.2	0.2	0.1	0.2
Community member donations	19.5	20.9	21,755	43,973	4,250	9,204	0.8	1.5	0.7	1.3
Other	1.9	2.8	11,099	14,927	207	417	0.0	0.1	0.0	0.1

Funding source	% of services with funding		Average amount of funding per service with this funding 2013–15 (\$)		Average amount of funding per services with funding 2013–15 (\$)		% of category funding from source		% of total funding from source	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
<i>Other sources</i>										
Social enterprise funds	0.5	0.5	92,331	91,530	429	426	0.1	0.1	0.1	0.1
Social impact investor funds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social Benefit Bond (Social Impact Bond)	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Debt financing (e.g. loan)	0.5	0.5	51,830	49,226	241	229	0.0	0.0	0.0	0.0
Workplace giving schemes (e.g. payroll dedications)	0.0	0.5	0	4,000	0	18.6	0.0	0.0	0.0	0.0
Retail donations schemes (e.g. donation from each purchase)	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Other	1.4	1.4	42,000	47,467	586	662	0.1	0.1	0.1	0.1
Internally-generated revenue										
Rent	24.7	27.0	51,818	57,877	12,774	15,613	90.6	88.6	2.2	2.2
Fee-for-service income	3.7	4.2	10,198	17,824	380	746	2.7	4.2	0.1	0.1
Vending machines	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social enterprise	1.4	1.4	35,237	45,923	492	641	3.5	3.6	0.1	0.1
Internal fundraising	1.9	2.3	6,029	10,794	112	251	0.8	1.4	0.0	0.0
Other revenue	4.2	4.2	8,064	8,639	338	362	2.4	2.1	0.1	0.1
Funding allocated by agency										
Government funding	2.3	3.7	550,120	1,309,963	12,794	48,743	42.1	71.4	2.2	6.9

Funding source	% of services with funding		Average amount of funding per service with this funding 2013–15 (\$)		Average amount of funding per services with funding 2013–15 (\$)		% of category funding from source		% of total funding from source	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
Non-government funding	6.5	7.9	260,786	231,988	16,981	18,343	55.9	26.9	2.9	2.6
Revenue generated by agency	0.5	1.9	133,000	66,000	619	1,228	2.0	1.8	0.1	0.2
In-kind support										
Donation of goods	21.9	22.8	9,266	19,975	2,026	4,552	95.2	97.8	0.3	0.6
Other (dollars)	0.9	1.4	10,958	7,472	102	104	4.8	2.2	0.0	0.0
Capital funding										
<i>Government</i>										
NAHA	0.9	1.4	230,752	168,333	2,147	2,349	39.6	18.4	0.4	0.3
Non-NAHA	0.9	0.5	104,500	10,921	972	51	17.9	0.4	0.2	0.0
Grants from independent government agencies	0.9	0.9	213,000	892,500	1,981	8,302	36.5	65.1	0.3	1.2
<i>Donations/Sponsorship/Philanthropy</i>										
Corporate/philanthropic funding	0.9	1.4	3,422	126,255	32	1,762	0.6	13.8	0.0	0.3
Donations or fundraising	0.9	0.9	6,500	5,750	61	54	1.1	0.4	0.0	0.0
<i>Other sources</i>										
Social enterprise funds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social Benefit Bonds/Social Impact Bonds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Debt financing	0.5	0.5	49,226	51,830	229	241	4.2	1.9	0.0	0.0

Source: *The Australian Homelessness Funding and Delivery Survey.*

Appendix 6: Funding sources (SHS)

Funding source	% of services with funding		Average amount of funding per service with this funding over 2013–15 (AU\$)		Average amount of funding per services with funding over 2013–15 (AU\$)		% of funding from this source		% of total funding	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
External funding										
<i>Government</i>										
NAHA/NPAH	65.0	72.5	457,311	451,972	297,252	327,680	56.1	55.9	51.2	48.1
Other Commonwealth Government funding	8.5	9.0	274,223	391,647	23,309	35,248	4.4	6.0	4.0	5.2
Grants from independent government agencies	5.5	6.5	697,466	67,570	38,361	4,392	7.2	0.7	6.6	0.6
Local government funding	6.0	6.5	259,542	182,608	15,573	11,870	2.9	2.0	2.7	1.7
Other state or territory government funding	33.0	37.5	416,602	471,631	137,479	176,862	25.9	30.2	23.7	26.0
<i>Donations/Sponsorship/Philanthropy</i>										
Corporate grants or sponsorship	6.0	6.0	36,880	121,101	2,213	7,266	0.4	1.2	0.4	1.1
Philanthropic Foundations or Trusts	14.0	17.0	59,960	72,312	8,394	12,293	1.6	2.1	1.4	1.8
Large individual private donations (including bequests)	3.5	4.5	27,329	63,136	957	2,841	0.2	0.5	0.2	0.4
Crowd funding	0.0	2.0	0	7,710	0	154	0.0	0.0	0.0	0.0
Fundraising events and programs (external)	9.5	10.5	9,194	10,987	873	1,154	0.2	0.2	0.2	0.2
Community member donations	18.5	19.5	23,533	23,674	4,354	4,617	0.8	0.8	0.7	0.7
Other	1.5	2.5	6,667	9,273	100	232	0.0	0.0	0.0	0.0

Funding source	% of services with funding		Average amount of funding per service with this funding over 2013–15 (AU\$)		Average amount of funding per services with funding over 2013–15 (AU\$)		% of funding from this source		% of total funding	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
<i>Other sources</i>										
Social enterprise funds	0.5	0.5	92,331	91,530	462	458	0.1	0.1	0.1	0.1
Social impact investor funds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social Benefit Bond (Social Impact Bond)	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Debt financing (e.g. loan)	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Workplace giving schemes (e.g. payroll dedications)	0.0	0.5	0	4,000	0	20	0.0	0.0	0.0	0.0
Retail donations schemes (e.g. donation from each purchase)	0.0	0.0	0	0	0	0.0	0.0	0.0	0.0	0.0
Other	1.5	1.5	42,000	47,467	630	712	0.1	0.1	0.1	0.1
Internally-generated revenue										
Rent	25.0	27.5	54,745	60,863	13,686.2	16,737.2	93.4	91.0	2.4	2.5
Fee for service income	2.5	3.0	13,706	24,230	343	727	2.3	4.0	0.1	0.1
Vending machines	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social enterprise	1.0	1.0	15,356	27,884	154	279	1.0	1.5	0.0	0.0
Internal fundraising	1.5	2.0	7,705	13,242	116	265	0.8	1.4	0.0	0.0
Other revenue	4.0	4.0	9,031	9,489	361	380	2.5	2.1	0.1	0.1
Funding allocated by agency										
Government funding	2.5	4.0	550,120	1,309,963	13,753	52,399	45.0	74.7	2.4	7.7
Non-government funding	6.0	7.0	280,000	247,200	16,800	17,304	55.0	24.7	2.9	2.5
Revenue generated by agency	0.0	1.5	0	30,333	0	455	0.0	0.6	0.0	0.1

Funding source	% of services with funding		Average amount of funding per service with this funding over 2013–15 (AU\$)		Average amount of funding per services with funding over 2013–15 (AU\$)		% of funding from this source		% of total funding	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
In-kind support										
Donation of goods	19.5	21.0	9,346	9,883	1,823	2,076	100.0	100.0	0.3	0.3
Other (dollars)	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Capital funding										
<i>Government</i>										
NAHA	1.0	1.5	230,752	168,333	2,308	2,5250	57.4	54.8	0.4	0.4
Non-NAHA	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Grants from independent government agencies	0.5	0.5	326,000	30,000	1,630	150	40.6	3.3	0.3	0.0
<i>Donations/Sponsorship/Philanthropy</i>										
Corporate/philanthropic funding	0.5	1.0	3,000	187,500	15	1,875	0.4	40.7	0.0	0.3
Donations or fundraising	1.0	1.0	6,500	5,750	65	58	1.6	1.2	0.0	0.0
<i>Other sources</i>										
Social enterprise funds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social Benefit Bonds/Social Impact Bonds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Debt financing	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0

Source: *The Australian Homelessness Funding and Delivery Survey.*

Appendix 7: Funding sources (Non-SHS)

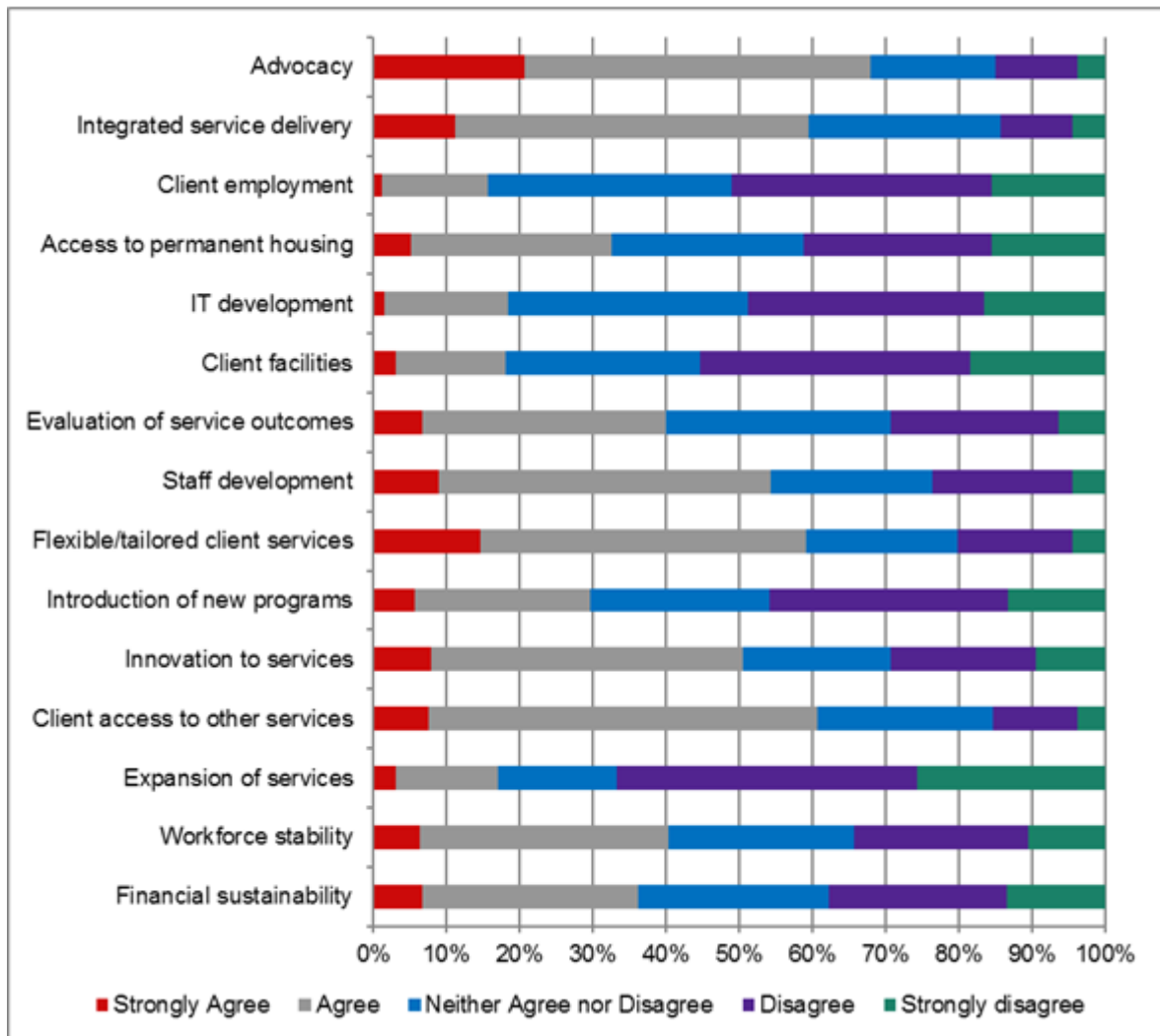
Funding source	% of non-SHSs with funding		Average amount of funding per service with this funding 2013–15 (\$)		Average amount of funding per services with funding 2013–15 (\$)		% of category funding from this source		% of total funding from this source	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
External funding										
<i>Government</i>										
NAHA/NPAH	6.7	0.0	486,000	0	32,400	0	6.4	0.0	5.7	0.0
Other Commonwealth Government funding	6.7	6.7	78,842	72,000	5,256	4,800	1.0	0.6	0.9	0.5
Grants from independent government agencies	13.3	20.0	62,000	64,333	8,267	12,867	1.6	1.6	1.5	1.3
Local government funding	20.0	6.7	4,000	4,000	800	267	0.2	0.0	0.1	0.0
Other state or territory government funding	40.0	46.7	1,097,649	953,215	439,060	444,834	87.1	56.7	77.2	44.6
<i>Donations/Sponsorship/Philanthropy</i>										
Corporate grants or sponsorships	6.7	13.3	25,000	16,000	1,667	2,133	0.3	0.3	0.3	0.2
Philanthropic Foundations or Trusts	6.7	13.3	50,000	1,775,000	3,333	236,667	0.7	30.1	0.6	23.7
Large individual private donations (including bequests)	13.3	13.3	34,000	45,000	4,533	6,000	0.9	0.8	0.8	0.6
Crowd funding	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Fundraising events and programs (external)	6.7	6.7	10,000	14,000	667	933	0.1	0.1	0.1	0.1
Community member donations	33.3	40.0	8,600	175,917	2,867	70,367	0.6	9.0	0.5	7.1
Other	6.7	6.7	24,396	43,197	1,626	2,880	0.3	0.4	0.3	0.3

Funding source	% of non-SHSs with funding		Average amount of funding per service with this funding 2013–15 (\$)		Average amount of funding per services with funding 2013–15 (\$)		% of category funding from this source		% of total funding from this source	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
<i>Other sources</i>										
Social enterprise funds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social impact investor funds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social Benefit Bond (Social Impact Bond)	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Debt financing (e.g. loan)	6.7	6.7	51,830	49,226	3,455	3,282	0.7	0.4	0.6	0.3
Workplace giving schemes (e.g. payroll dedications)	0.0	0.5	0	0	0	0	0.0	0.0	0.0	0.0
Retail donations schemes (e.g. donation from each purchase)	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Other	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Internally-generated revenue										
Rent	20.0	20.0	3,0390	3,1290	608	626	9.3	8.6	0.1	0.1
Fee for service income	20.0	20.0	4,351	5,012	870	1,003	13.3	13.8	0.2	0.1
Vending machines	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social enterprise	6.7	6.7	75,000	82,000	5,000	5,467	76.1	75.0	0.9	0.5
Internal fundraising	6.7	6.7	1,000	1,000	67	67	1.0	0.9	0.0	0.0
Other revenue	6.7	6.7	326	1,838	22	123	0.3	1.7	0.0	0.0
Funding allocated by agency										
Government funding	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0

Funding source	% of non-SHSs with funding		Average amount of funding per service with this funding 2013–15 (\$)		Average amount of funding per services with funding 2013–15 (\$)		% of category funding from this source		% of total funding from this source	
	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15	2013–14	2014–15
Non-government funding	13.3	20.0	145,500	161,000	19,400	32,200	68.6	73.6	3.4	3.2
Revenue generated by agency	6.7	6.7	133,000	173,000	8,867	11,533	31.4	26.4	1.6	1.2
In-kind support										
Donation of goods	53.3	46.7	8,875	80,521	4,733	37,577	76.4	96.2	0.8	3.8
Other (dollars)	13.3	20.0	10,958	7,472	1,461	1,494	23.6	3.8	0.3	0.1
Capital funding										
<i>Government</i>										
NAHA	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Non-NAHA	13.3	6.7	104,500	10,921	13,933	728	57.7	0.6	2.4	0.1
Grants from independent government agencies	6.7	6.7	100,000	1,755,000	6,667	117,000	27.6	96.3	1.2	11.7
<i>Donations/Sponsorship/Philanthropy</i>										
Corporate/philanthropic funding	6.7	6.7	3,844	3,765	256	251	1.1	0.2	0.0	0.0
Donations or fundraising	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
<i>Other sources</i>										
Social enterprise funds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Social Benefit Bonds/Social Impact Bonds	0.0	0.0	0	0	0	0	0.0	0.0	0.0	0.0
Debt financing	6.7	0.5	49,226.0	51,830.0	3,281.7	3,455.3	13.6	2.8	0.6	0.3

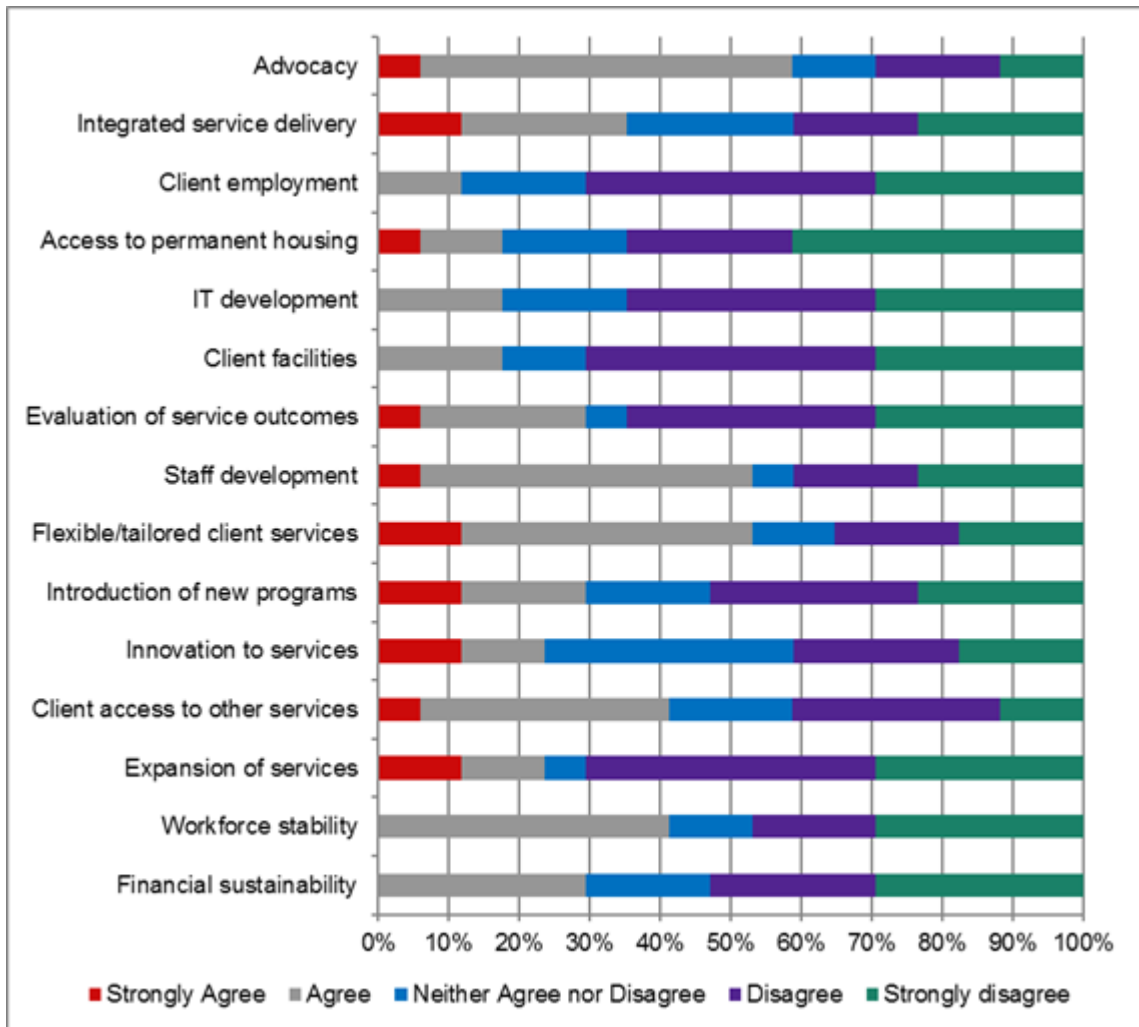
Source: *The Australian Homelessness Funding and Delivery Survey.*

Appendix 8: Funding outcomes achieved (SHS)



Source: *The Australian Homelessness Funding and Delivery Survey*.

Appendix 9: Funding outcomes achieved (non-SHS)



Source: *The Australian Homelessness Funding and Delivery Survey*.

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