A Future Direction for the Lazarus Centre

May 2013

Prepared for the St Peter's Eastern Hill Charitable Foundation
by Ree Boddé (PhD) in collaboration with the Lazarus Centre Steering Committee

"Everyone has the right to a standard of living adequate for the health and well-being of themselves and their family, including food, clothing, housing and medical care and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond their control."

Universal Declaration of Human Rights

Foreword

Exuberantly one day, an early Saint spoke of how the glory of God is being revealed in a human being fully alive. In the divine providence, we are all meant to flourish! The Creator of all that is, who created this Universe from nothing and made us to carry the divine image, wants nothing less for us all! To prove the truth of this, the Creator incarnated as Jesus and brought shalom – healing and wholeness – to all who asked. Accordingly, ever since, disciples of Jesus, seeking to live in Holy Spirit, try to bring the same blessing to any in need. As a result, programs of practical assistance evolve to meet real needs.

This stirring of the spirit is what we have seen with the breakfast program at St Peter's Eastern Hill. What is now emerging is a further sign of health in the generous spirit of the divine. Namely, to help people better, partnerships have evolved. In this case, between St Peter's Eastern Hill Church, St Peters Eastern Hill Melbourne Charitable Trust, St Paul's Cathedral and Anglicare. Each partner brings distinct gifts. Together more is possible than would occur separately. A desire to really help those in need is bringing unity and purpose to the partnership, thanks be to God! The leaders involved in each entity of this partnership are to be affirmed for their inspiration and generosity. The new Vicar at St Peter's Fr Hugh Kempster and his team, bring great experience and skill to the task.

The second feature of a genuinely good and Godly initiative is that it keeps evolving. It doesn't ossify and become rigid. This is also what we see happening with this project. The underlying need of the homeless for a pathway into affordable housing and durable employment are the evolving focus, through social enterprises. This also makes complete sense as we try to help all people enjoy the fullness of life which is God's plan for all creation, in glorious diversity.

The Rt Rev'd Philip Huggins

Assistant Bishop of the Diocese of Melbourne Chair of the Board of the Brotherhood of St Laurence Member of the Board of St Laurence Community Services

Contents   Page

Abstract

This discussion paper, *A Future Direction for the Lazarus Centre,* reports on a unique opportunity and a great urgency to expand the current Lazarus Centre activities beyond delivering welfare to Melbourne's inner city homeless and toward helping the hardest to employ into paid work. A social enterprise approach creates employment opportunities for those affected by homelessness, and those who may also have limited skills, training and employment history. Three enterprises have been selected for specific comment based on a preference for activities with low capital cost, length of time they have been operational and replication potential. It is worth noting that the social impact of each enterprise has not been proven or evaluated.

Key words: chronic homelessness, social enterprise, replication, employment

Acknowledgments

Acronyms and terminology

ABS   Australian Bureau of Statistics

APTCH   A place to call home

AV   Anglicare Victoria

CH   Chronically homeless

RS   Rough sleepers

CBD   Central Business District

DHS   Department of Human Services

FBO   Faith based organisations

HASS   Homelessness Assistance Service Standards

LC   Lazarus Centre

LCCSC   Lazarus Centre Chaplaincy Steering Committee

NPAH   National Partnership Agreement on Homelessness

TRB   Thames Reach Bondway

VHAP   Victorian Homelessness Action Plan

This discussion paper adopts Chamberlain and MacKenzie's widely cited three-tiered articulation of homelessness (1992)

Primary homelessness
People without conventional accommodation, such as 'people living on the streets, sleeping in parks, squatting in derelict buildings, living in impoverished dwellings (such as sheds, garages or cabins, and using cars or railway carriages for temporary shelter' (Chamberlain and MacKenzie 2008)

Secondary homelessness
People who move frequently from one form of temporary shelter to another. It covers people using emergency accommodation (such as hostels for the homeless or night shelters), teenagers staying in youth refuges, women and children escaping domestic violence (staying in women's refuges), people residing temporarily with other families (because they have no accommodation of their own), and those using boarding houses on an occasional or intermittent basis.

Tertiary homelessness

People who live in boarding houses on a medium to long-term basis. Residents of private boarding houses do not have a separate bedroom and living room; they do not have kitchen and bathroom facilities of their own; their accommodation is not self-contained; and they do not have security of tenure provided by a lease.

Disclaimer

This discussion paper was commissioned by St Peter's Eastern Hill Melbourne Charitable Foundation and prepared as part of the Foundation's discussions. The views, opinions and conclusions expressed in the report do not necessarily represent the views of its members or its project partners, St Peter's Eastern Hill Church, St Paul's Cathedral and Anglicare Victoria.

Executive summary

The Lazaraus Centre Breakfast Program, operating from St Peter's Eastern Hill Anglican Church, has been serving breakfast and providing support to the homeless for 22 years. Throughout 2012 meetings were held with several Lazarus Centre project partners which included St Peter's Eastern Hill Church and Charitable Foundation and Anglicare Victoria to discuss the growing problem of homelessness and new ways to tackle it. They saw it as a matter of urgency to build on the Lazarus Centre welfare activity. A number of future directions were discussed that included providing homeless accommodation and employment. To test the feasibility of these ideas, in March 2013 Dr Ree Boddé was commissioned by the St Peter's Eastern Hill Charitable Foundation.

The key aspects addressed by this discussion paper are (1) situating the work of the Lazarus Centre within the homeless policy context (2) evidence of client characteristics (3) identifying gaps in homeless service provision in inner city Melbourne (4) reporting on employment and training enterprises that may be adapted for an inner city context and (5) identifying the next steps.

The study found a surprising interest by the community sector in Australia and overseas in utilising social enterprise (hereafter enterprise) as a means of responding to the employment and training needs of those excluded from the labour market. There are clear advantages with an enterprise model which releases charities from the grant trap that perpetuates dependence and taps into the rise in the corporate social responsibility programs of companies. An enterprise approach has also been proven to create employment opportunities for those affected by homelessness, and those who may also have limited skills, training and employment history.

The study reports on nine Australian and overseas employment and training enterprises. Three have been selected for specific comment based on a preference for activities with low capital cost, length of time they have been operational and replication potential.

While there is an abundance of commentary on these and other enterprises, there is a dearth of empirical evidence upon which such commentaries are based. In the absence of objective data there is no agreement on one best fit model.

Some common characteristics of enterprises are that:

- there is no one-size-fits-all enterprise business model
- they tend to be small, focussing on a specific locality
- most have commenced their operation through an organic start up business model
- they have a number of wrap around support services
- most have reliance on seeding funding
- the time restricted nature of many funding programs usually do not match the timescales to develop a full operating enterprise
- they generally trade services that provide practical skills
- in kind support such as low rent premises is important to an enterprise development
- there are unique enterprise models, such as, shoe shining and wood recycling

- setting up an enterprise within a larger organisation can be beneficial
- employment enterprises usually have a training component
- financial success is associated with a variety of factors including good management, external linkages and networks and strong local demand
- the research and development process can take at least six to twelve months before start up
- It can take three to four years before the enterprise covers its own cost

Key considerations for moving the discussion forward

Governance

1. The chair of the St Peter's Eastern Hill Charitable Foundation (hereafter chair) will hold consultations with a number of stakeholders to identify interests and issues related to the establishment of a best fit enterprise
2. A memorandum of understanding with each of the Lazarus Centre project partners will be entered into
3. The chair will invite people with enterprise and business expertise to form a project steering committee and agree to terms of reference
4. A best fit enterprise and legal structure will be selected by the project steering committee.
5. A pilot project model should be developed to initially test the idea.

Business plan, budget and timing

6. The project steering committee will develop a clear business plan. This will outline a pathway to sustainability, will provide evidence of a clear and sustainable market opportunity, will present a clearly defined employment model based on evidence of good practice and will show a realistic potential to be financially sustainable within 3-4 years. It will include detail of operations' requirements and realistic timescales to start-up and expandsion.
7. The project steering committee will consider a forecast budget of three years and strategy to attract start- up funding

Personnel

8. The project steering committee will produce a job description for a project co-ordinator and advertise the post.

Partnerships working

9. The project steering committee will secure the active support of mainstream services around development of training, practice and policies and also secure links with accommodation providers.

Data collection

10. The project steering committee will commission the development of a data collection system in order to demonstrate the social impact of the project at a organisational and community level.

Client participation

11. The enterprise will engage homeless people in employment and training initially through its breakfast program, and through gradual engagement with the project.

x

1.   Background

The Lazaraus Centre Breakfast Program, operating from St Peter's Eastern Hill Anglican Church, has been serving breakfast and providing support to the homeless for 22 years.

Throughout 2012 meetings were held with several Lazarus Centre project partners which included St Peter's Eastern Hill Church and Charitable Foundation and Anglicare Victoria to discuss the growing problem of homelessness and new ways to tackle it.

During the course of these conversations it was recognised that there is a great opportunity to build on the Lazarus Centre welfare activity. A number of future directions were discussed that included providing homeless accommodation and employment.

To test the feasibility of these ideas, in March 2013 Dr Ree Boddé was commissioned by the St Peter's Eastern Hill Charitable Foundation.

2.   Purpose

This study was completed within a two month period between mid March to May 2013. Owing to the short time frame, the study has a specific focus to identify:

- types of programs and services currently assisting homeless people in inner city Melbourne
- existing gaps and opportunities for community service provision with respect to supporting Lazarus Centre clients (LC) attending the breakfast program who are rough sleeping chronically homeless in inner city Melbourne[1]
- a best fit enterprise in response to identified need

2.1   Methodology and limitations

The main tasks comprise:

- situating the Lazarus Centre within a homeless policy context
- data collection to develop a demographic profile of LC clients
- a literature review (published and grey) of reports and articles mapping government and faith based organisations presently assisting homeless people in inner city Melbourne
- a literature review (published and grey) of enterprises working in the homeless sector that show replication potential

---

[1] The report uses the concepts of primary homelessness, chronic homelessness and rough sleeping interchangeably. However, the link between the three terms is complex. Chronic homelessness refers to the length of time people are homeless. In contrast, rough sleeping refers to people residing in public places such as the street, in cars, under bridges or in similar arrangements while primary homelessness includes people sleeping rough as well as those in improvised dwellings (Chamberlain, Johnson & Theobald, 2007).

- recommendations to progress a best fit enterprise for an Anglican inner city context

Consistent with the objectives of the report, an action research approach was used. Action research is an iterative process that takes shape as understanding increases. It is evidence based, building on formal research and evidence collated from the grassroots. It also blends quantitative and qualitative research and action (Slater 2002).

There are several areas of limitation to the study. Research undertaken was conducted in a service setting which increases the chance of over-representing the chronically homeless and under-representing those who are homeless for short periods of time. The study also makes use of staff estimates concerning the characteristics of LC clients, which are presumed accurate. It is also important to note that the quality and validity of the information of the three case studies were dependent on secondary sources consequently the identification of one best fit social enterprise was beyond the scope of this study.

3. The policy context: homelessness

3.1 International

The international response to homelessness is guided by the United Nations Human Rights covenants and legislation of which Australia is a signatory. The core tenet of the Human Rights approach is that safe secure housing is central to ensuring social inclusion. Recent responses to homelessness have focussed on the need to end rather than manage homelessness. This approach requires consideration of the underlying issues related to homelessness in different age groups and categories, strengthening prevention initiatives, increasing access to low cost housing and ensuring services and support are integrated with accommodation.

3.2 Commonwealth

In December 2008 the Australian Government released its White Paper on homelessness, *The Road Home* (Commonwealth of Australia 2008) *The Road Home* proposes two goals: 'to halve homelessness by 2020' and to provide 'supported accommodation to all rough sleepers who need it' (Commonwealth of Australia, 2008:p.viii). In so doing, it emphasised the role of early intervention and prevention programs to address homelessness, as well as new programs offering integrated support to those with high and complex needs. To this end the White Paper identified three strategies where further effort and investment was required:

- turning off the tap: where services will intervene early to prevent homelessness
- improving and expanding services which aim to end homelessness
- breaking the cycle: recognises that sustained effort is required to address the problem of people moving in and out of homelessness over a number of years.

To support the achievement of the 2020 goals and interim targets for reducing homelessness, the Council of Australian Governments established a National Partnership

Agreement on Homelessness (NPAH) which has output and outcome measures. Under this Agreement, the Australian Government provided additional funding for homelessness to state and territory governments, who agreed to match the Commonwealth funding to deliver capital and services to reduce homelessness.

3.3   State

The *Victorian Homelessness Action Plan* (VHAP) *2011-2015*, is a state policy which aligns with NPAH and supports new approaches to homelessness (Department of Human Services 2009). The plan focuses on providing support to people early so they don't become homeless, better integrating services and being more flexible in providing support to people according to their needs.

The Action Plan commits a total of $76.7 million for a range of initiatives which includes $10.9 million from the Commonwealth Government. Of this, $25 million over four years will fund Innovation Action Projects across Victoria. These projects are expected to trial new ways of delivering homelessness services in Victoria and focus on creating partnerships between different services. There are eleven Action Projects currently supported by the Victorian Government (Department of Human Services (DHS) 2013). Other Victorian Government initiatives that are underway include three new 40-bed Youth Foyers for young people who are homeless to link accommodation with education, training and employment, and five new Work and Learning Centres located on public housing estates will link tenants with education and training.

The Victorian Auditor General has recently released a report *Addressing Homelessness: Partnerships and Plans.* (Victorian Auditor General 2013). Of the 24 NPAH Victorian Implementation Plan Initiatives, 2, the Assertive Outreach for Rough Sleepers and A Place to Call Home, have demonstrated encouraging results in getting good housing outcomes for people and reducing homelessness. The report also makes clear that a number of state government departments, including DHS, did not effectively measure whether initiatives under the NPAH have had a sustained impact across Victoria and have only evaluated three of the initiatives to date. Responding to the report, Brotherhood of St Laurence executive director Tony Nicholson noted the call for better governance arrangements but said he feared the path recommended would add further to the administrative burden faced by service providers in Victoria (Brotherhood St Lawrence 2013).

3.4   City of Melbourne

The City of Melbourne is addressing homelessness in a number of ways, which include the provision and promotion of social and affordable housing, support for homelessness services and research and developing new support models. In February 2007 Council endorsed the *Homelessness Framework 2007-09.* The framework identified a significant change in policy direction and a move from managing individual's homelessness to end their homelessness. The core objective of the 2007 framework and the more recently undated version The *City of Melbourne Homelessness 2011-2013 Strategy,* seeks to create sustainable pathways out of homelessness. This framework sits within the broader international, federal, state and local government policy arena.

The municipality of the City of Melbourne contains eleven suburbs, including Carlton, Docklands and parts of Port Melbourne and South Yarra. Figure 1 is a boundary map of the municipality of Melbourne.

Figure 1: City of Melbourne statistical local areas and boundary map (Source: City of Melbourne 2012)
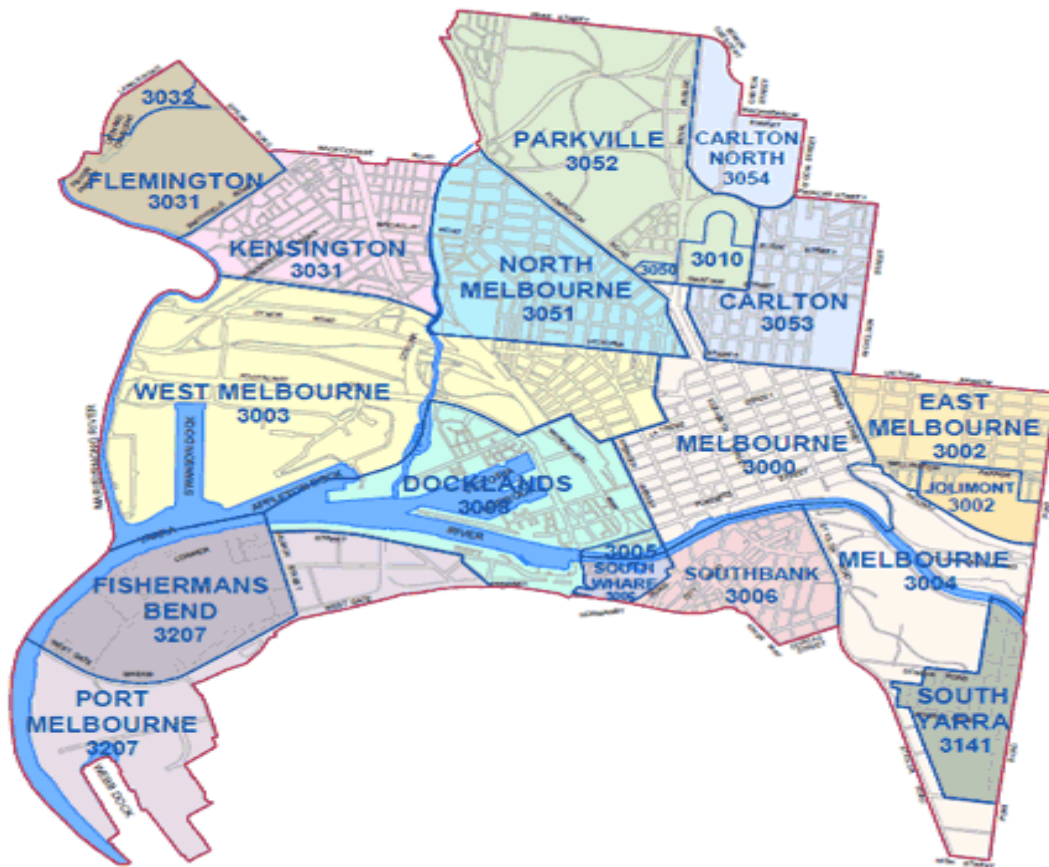
Melbourne has seen a sharp rise in the cost of housing – both purchase prices and rental costs - partially caused by a sustained increase in population over the last 10 years. According to one organisation over 80,000 households in Melbourne are in housing stress (see www.HousingStressed.org.au). The supply of private rooming houses has also steadily declined in inner city areas due to the gentrification of these areas and the redevelopment of many of the rooming houses into high cost accommodation. Smaller and less regulated rooming houses have sprung up across Melbourne to partially fill this gap, but they are often in outer suburban areas.

Data released by the Australian Bureau of Statistics (ABS) show that the City of Melbourne has the third highest number of people experiencing homelessness in Victoria. It estimated that 1,232 people in Melbourne were homeless on Census night in 2011. About half of these people are staying in boarding houses, while almost ten per cent are living in improvised dwellings (ABS 2011).

4. Causes of homelessness

Homelessness in inner Melbourne has many causes including long-term unemployment, mental health issues, substance use, failed transitions from state care or prison, family and relationship breakdowns, and family violence (Royal District Nursing Service Homeless person program 1999; Horn and Cook 2001). In 2011, Victorians who sought assistance from homelessness support services mainly did so due to domestic and family violence.

Research also identifies structural determinants for homelessness that include:

- homelessness and housing market conditions. For example, the Victorian Government Rental Report notes that in Melbourne, in the third quarter of 2012, less than half of one per cent of lettings were affordable to a person dependent on Centrelink payments (DHS 20012).

- the disappearance of traditional work for the working class (for example the decline in manufacturing as well as failing to redress the increase in middle class occupations has shifted focus away from the shifting labour market and pathologises the individual who is seen as a 'dole bludger' and that being unemployed is a personal failure (Jamrozik, 2009).

- fiscal, social and public policy causes (such as taxation policy and expenditure on public and community housing, health care, education and vocational training) as contributing to homelessness (Senate Committee 2003; Mission Australia 2003).

Homelessness has a significant impact on both individuals and the community. Homeless people have poorer health, fewer social connections and fewer opportunities for education or employment.

5. The Lazarus Centre and Breakfast Program – background information

The LC was established as a joint initiative of the Order of St Lazarus and, St Paul's Cathedral. This partnership was later expanded to include St Peter's Eastern Hill Charitable Foundation, St Peter's Eastern Hill Church and Anglicare Victoria. The major focal point of its work is the city and, in particular, providing support to homeless people in the central business district (CBD). This is a project that also works in partnership with other agencies and congregations. In 2011, the LC moved all of its operation to St Peter's Church East Melbourne and St Mark's Community Centre in Fitzroy from St Paul's Anglican Cathedral in the CBD.

St Peter's has for 22 years served breakfast to homeless individuals sleeping rough and chronically homeless. Joyce Newton, a former hospital matron, and a volunteer for more than 11 years, along with Jean Henderson, co-ordinator of the breakfast program, recalls its beginnings.

> It all started quite naturally. The homeless came, they needed it, we gave them a cup of tea and something to eat and they gradually took over and we were serving them.

Opening day for breakfast was mid November 1991. Volunteers were on duty at 7.15am, the doors of the then Guild room, located on Albert Street, opened and a handful of mostly older homeless men sleeping rough in the city were served cereal, toast and a cup of tea.

Eight years later the breakfast program was relocated to the Hughes room facing Gisborne Street and, as Joyce recounts, regularly provided breakfast for up to 40 people or more 5 mornings a week. Parish clergy often joined the patrons for breakfast and a chat. Joyce recalls:

> There were many different stories as there were people. Some struggling with health issues and addictions, and some needed support through a period of crisis but we didn't ask them much questions and I don't think Jean did either, but you never felt afraid or threatened. Jean was a great talker and liked to sit down and chat with them they just loved it and they thought the world of her.

In 2001, Anglicare became a project partner and Barry Draper was appointed to manage the breakfast program. The breakfast program now provides a free breakfast for anywhere between 50 and 80 people seven days a week, 365 days a year and is managed by two paid staff working with a team of volunteers from within and outside the parish, and from a diversity of backgrounds and ages. It has recently extended its breakfast program to include a health barbeque lunch on a Friday. This permits an opportunity for LC cliental to link with other allied health services.

Newly appointed Chaplain to the LC, Father Philip Gill notes that most of the LC clients do not engage at all with the chaplaincy services but that it is greatly valued by a number of the staff. Sarah Ward, former Anglicare Community Development Officer, says that during the last 12 months the breakfast program has served more than 22,145 meals. There has also been an increase of 60 per cent in instances of support with clothing, legal services, medical assistance and housing referrals.

Sarah reports that one of the central areas of working with the homeless and turning their lives around is building a strong personal relationship with them.

> Many of the chronic homeless have no one - no family or friends to turn to for support. So the breakfast program helps to fill that role. It becomes their support network. [2]

Sarah admits that the chronically homeless are the hardest to help but present the greatest social return opportunity:

---

[2] These conclusions have been echoed throughout the literature. Bassuk (1994), for example, described 'a personal connection that provides the spark for thejr journey back to a vital and dignified life.' Outreach and engagement, then, do not simply involve providing concrete resources or improving housing status or physical and mental well-being. They also focus on helping people find dignity, hope, and reconnection with others. The human connection between outreach worker and client is the linchpin of this process.

when we keep people in a state of homelessness they end up getting sicker. They wind up with addictions and when they wind up using health services, it's expensive through the emergency room and they stay in hospital much longer. Treating them is much more complex. Sarah cites one example of a homeless man who cost the tax payer $20,000 in utilising emergency services in just one day.

Sarah also recalls one success story of the program over the past year:

last year and spilling over to this one we had a remarkable case which eventuated into housing, a hobby, employment and a stable relationship. What a goal! This was after 12 years of homelessness. But the real point here is that it took a variety of professionals and all of the Anglicare team to support the case. It can be done but its slow and the pace cannot be dictated.

5.1. Client characteristics

Owing to the low level of data collected by the project partners the following information was based on staff estimates in relation to the gender, age, housing status, length of time homeless, income source, and education of clients attending the breakfast program.

Figure 2: Gender breakdown *(n= 80)*
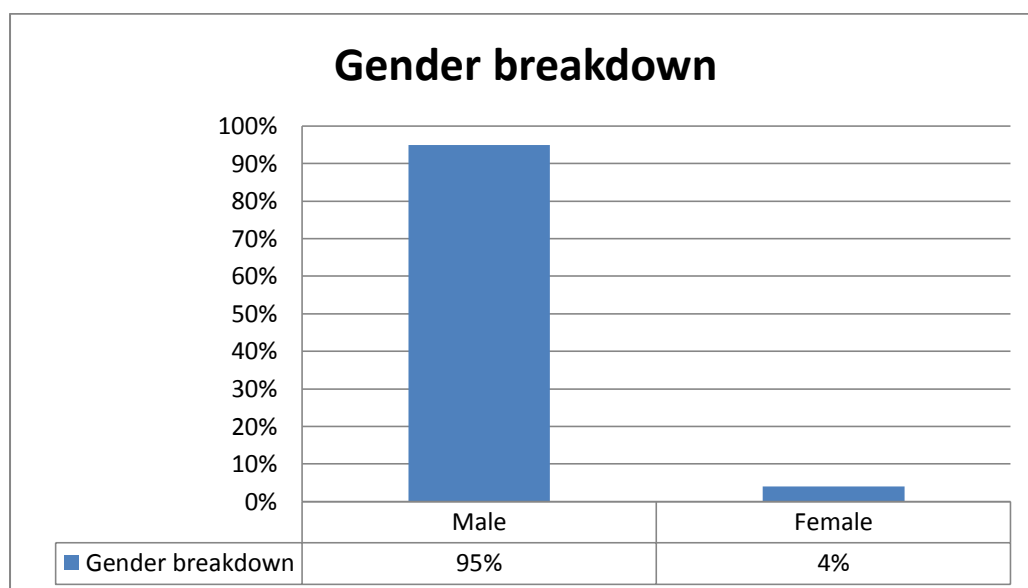
The highest proportion of people accessing the breakfast program are male. 76 are male (95 per cent) and a total of 3 (4 per cent) are female.

Figure 3: Age analysis *(n=80)*

Age analysis
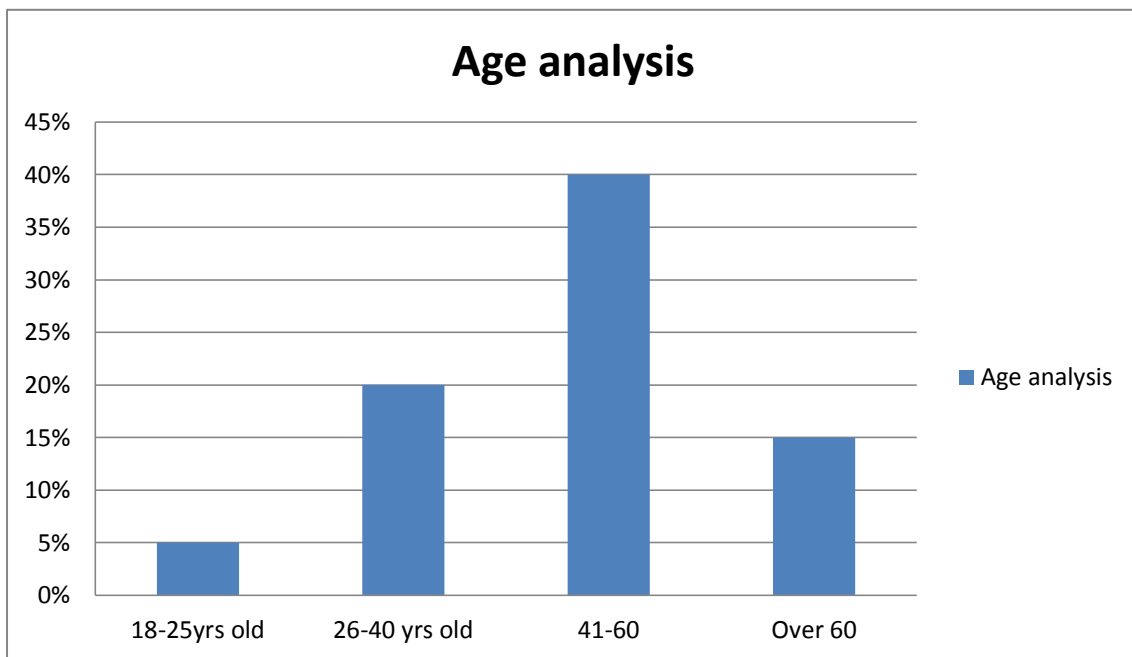
Figure 3 shows that males between 41-60 years old accessed the breakfast program at twice the rate of males between 26-40 years old.

Figure 4: People from Cultural and Linguistically Diverse Backgrounds (*n=80*)

CALD Profile
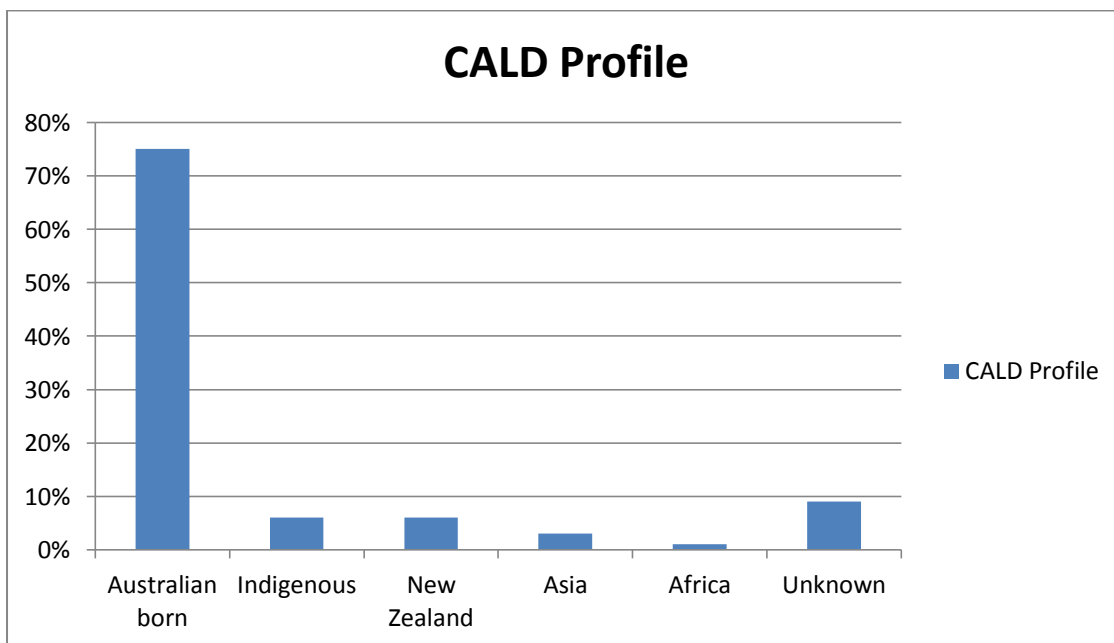
75 per cent of LC clients are born in Australia of which 6 per cent are indigenous. 10 per cent are overseas born. This includes people from New Zealand, Asia and Africa. The remaining 9 per cent was not known.

Figure 5: Type of shelter (*n=69*)

Type of shelter
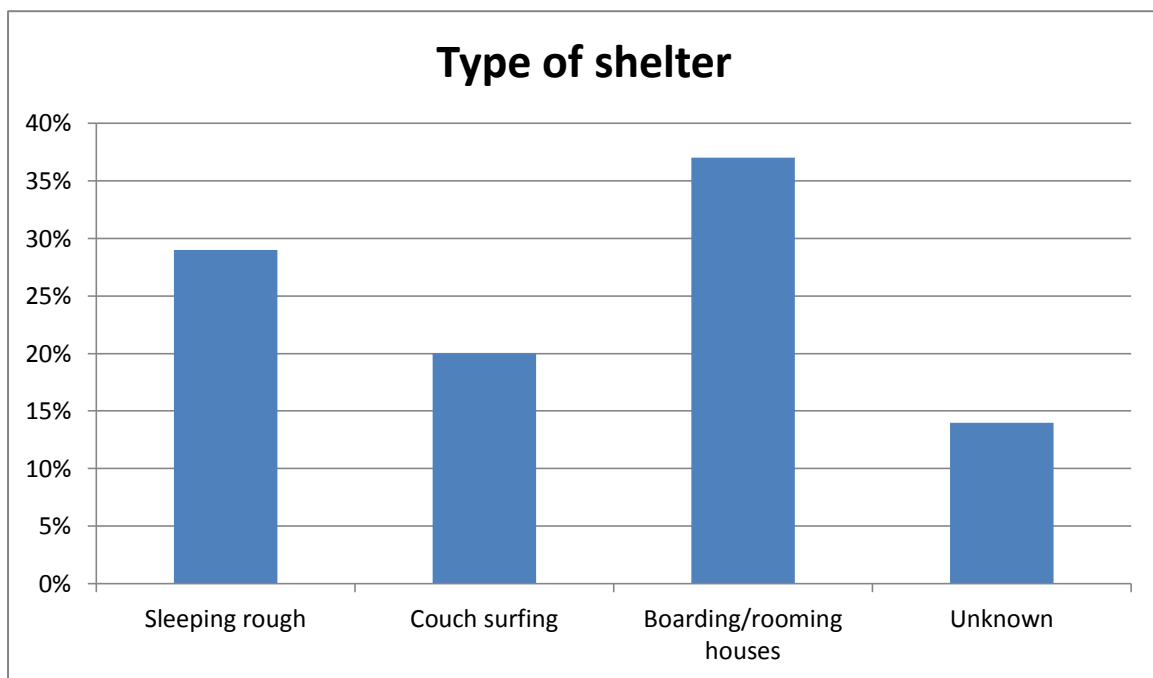
29 per cent of LC clients are reported to sleep rough (in parks, bus stops, church grounds, train stations, toilets, squats); 20 per cent are couch surfing (staying temporarily with friends or relatives, in emergency accommodation) and 37 per cent are reported to live in boarding and rooming houses that do not provide security of tenure. For the remaining 14 per- cent accommodation arrangements are not known.

Figure 6: Length of time homeless *(n 69)*

Length of time homeless

As is clear from figure 6, 94 per cent of the LC clientele are chronically homeless. 25 per cent have been homeless for between 2 and 5 years and 65 per cent, 10 years or longer.

Figure 7: Income type *(n 80)*

Income type
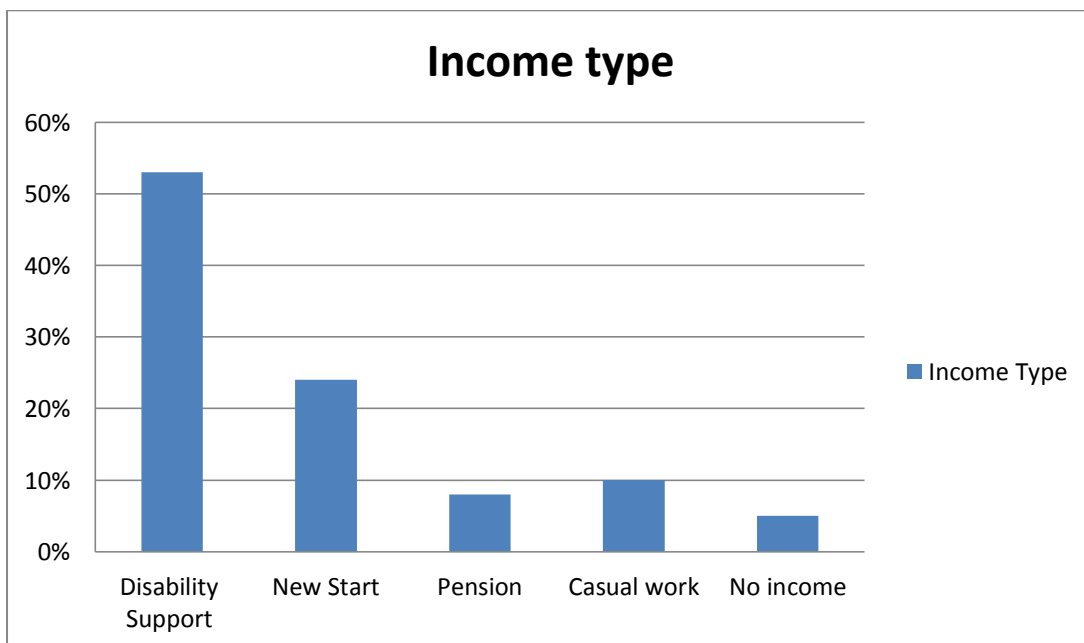
The majority of LC clients receive some sort of Centrelink income support benefit with 53 per cent on a Centrelink Disability Support Pension, 24 per cent on Newstart and 8 per cent on an aged pension. 10 per cent are currently in casual employment and 5 per cent receive no income at all.

Figure 8: Education *(n = 80)*
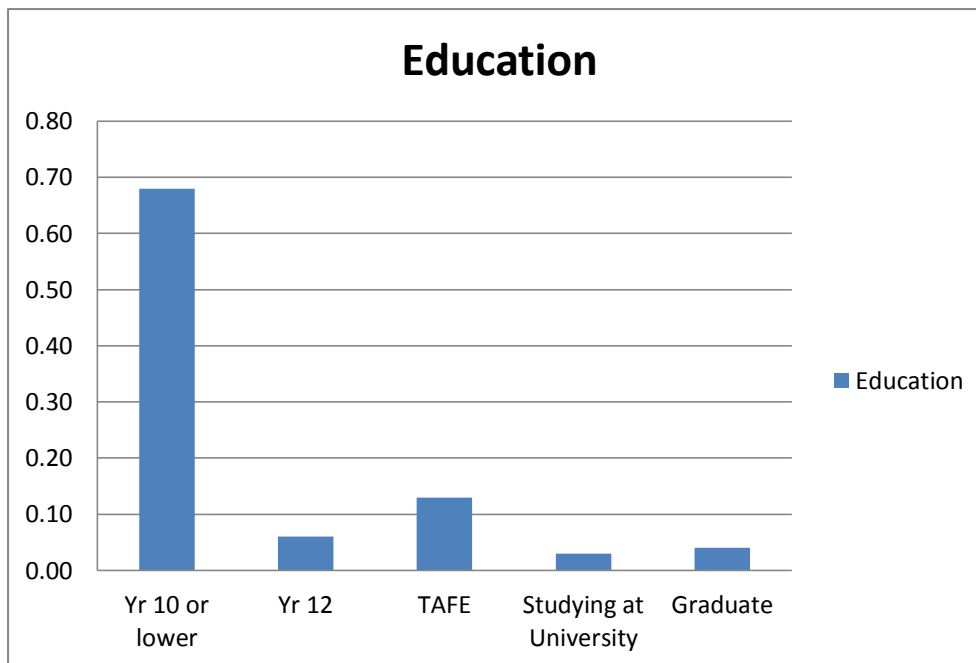
Education

Most LC clients have not completed secondary education with 68 per cent having completed Year 10 or lower. 6 per cent of LC clients had completed year 12, 13 per cent had a TAFE qualification and 4 per cent had a university education or were currently studying at university.

5.2   Summary of key findings

LC clientele experiencing homelessness in the city of Melbourne are likely to be:

- chronically homeless (i.e. 2 years or more)
- have experienced a range of living situations including sleeping rough, crisis accommodation and staying in sub-standard rooming and or boarding houses
- have low skills and education levels, as well as limited work experience
- have severe difficulty accessing and/or maintaining employment
- anecdotal evidence suggests also that they have multiple and complex needs requiring a range of service interventions including drug and alcohol addiction, mental illness, experience of physical emotional and sexual abuse, experience of institutions such as prison and psychiatric hospital

6.   Homeless support services – an analysis

To identify potential gaps in homeless support services, a Google search of grey literature which map the number and capacity of services whose primary role is to assist rough sleepers and chronically homeless, was undertaken. Search terms were 'homeless', or 'homelessness', 'service', Melbourne' and 'map.' This search process yielded 22 articles. Through a review of title the following inclusion criteria were applied:

- service mapping of Melbourne must be the primary focus of the article

- the article must be published within 2 years
- the principal population served must be homeless

The criteria identified three web based directories describing service provision to the inner city and two reports describing the need for better data collection to provide the context for assessing what works and what doesn't. One published article was also found mapping homeless service provision across Australian cities.

6.1 Government funded homeless services

Figure 9 presents all the mental health and homelessness services that were identified by Inways in August 2011.

Figure 9: Location of homeless services in the inner city Melbourne (Source: Inways 2011).
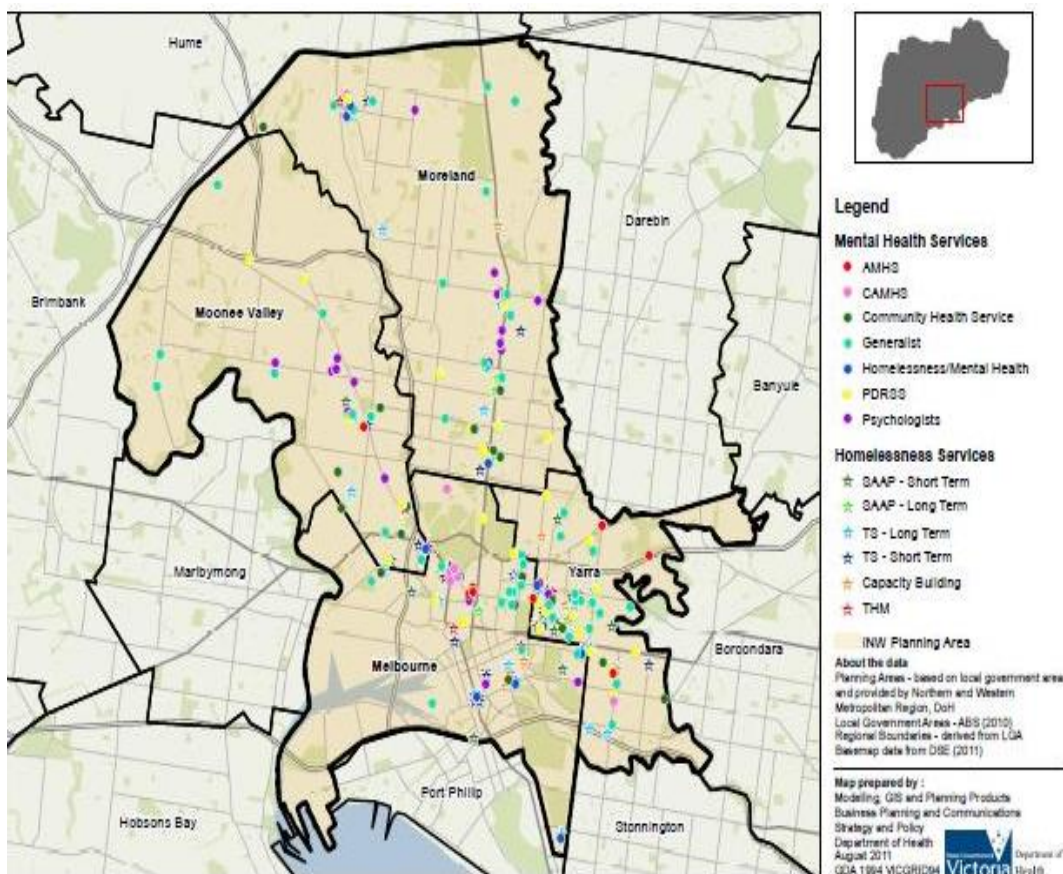
TS Long Term – Transitional Support
TS Short Term – Transitional Support
SAAP Long Term – Supported Accommodation Assistance Program
SAAP Short Term – Supported Accommodation Assistance Program
THM: Transitional Housing Management Program
Capacity Building: Assists with living skills designed to aid in independent living.

This map shows a total of eighteen government funded homelessness service and program providers in inner Melbourne. They cover a range of needs including supported accommodation (8 programs), transitional services that provide accommodation for up to twelve months (4) and 9 capacity building programs, which assist with living skills designed to aid in independent living, were identified.

Wylie and Johnson (2012) conducted a similar assessment and identified seventeen government funded service providers in inner Melbourne. These included eight supported accommodation programs and seven capacity building programs. The Victoria Auditor General's Office (2013) identified an additional four Melbourne homeless support services. They include: three capacity building programs and one supported accommodation program. The table below combines the three data collections.

Figure 10: Number and homelessness services usage in the LGA of Melbourne
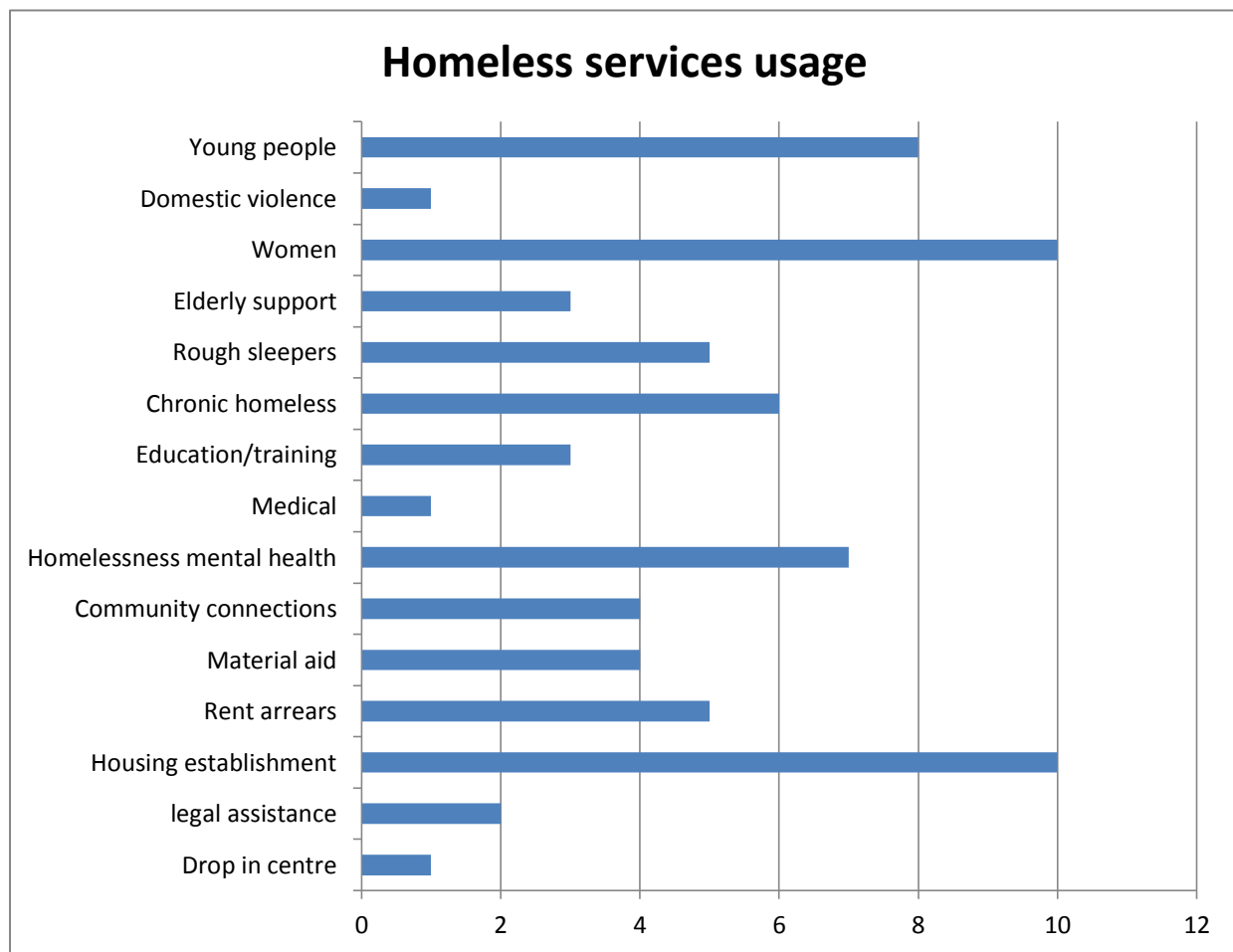
Figure 10 shows that of the 38 government funded homeless services and programs in the inner city of Melbourne, 26 per cent target women, 21 per cent youth, 16 per cent the chronically homeless; 13 per cent rough sleepers, 8 per cent elderly, 42 per cent did not specify. Of the 38 government funded homeless services, 54 per cent focus on housing support, 18 per cent deliver services for homeless people with mental health needs, 11 per cent provide material aid and 5 per cent provide general advocacy services.

The table also shows that there is no reference to employment programs for people who have been homeless long-term and limited linkages to employment such as training (less than 3 per cent).

6.2   Faith based homeless service provision – an analysis

The three Melbourne City web based directories *Helping out booklet with you in mind* (2012)*, Crisis help network*(2012) and *Infoxchange* (2012) show a total of 13 FBOs offering homeless services to the inner city. To avoid duplication those FBOs listed under government funded service provision were excluded.

Table 1 provides a description of the FBOs contribution to homeless service provision as described by the three directories.

Table 1:   Faith based homeless service provision

Program (service provider)	Primary Target Group CH or RS	Catchment area	Hours of operation	Service/ program description
LC Breakfast program (St Peter's with Anglicare)	Chronic homeless (CH) and rough sleepers (RS)	Inner Melbourne	7.30am to 9.00 am, Mon-Sun	Breakfast Material aid and Food parcels shower voucher, phone cards, referrals
Coolibah Centre Day centre (Brotherhood of St Lawrence)	Client base only	Inner Melbourne		Breakfast free lunch $3, afternoon tea 20c showers health services accommodation referral psychiatric referral optometry once a month
Day Centre (St Mark's, Fitzroy with Anglicare)	General homeless	City of Yarra	11.30am3 pm Mon-Fri	Lunch showers, washing machine and dryers, food parcels travel cards, phone cards, clothing voucher and referrals
Day Centre Mental health programs (St Mary's House of welcome)	General homeless	Fitzroy	8.30-1.30 Mon, Tues, Thurs, Fri Wed & Sat 8.30-1.30	Food showers accommodation referral drug and alcohol referral women's health clinic men's health clinic psychiatric social

				rehabilitation program
Drop in Centre (Church of All Nations)	General homeless	Carlton	10am-12pm Tues-Thurs	Recreational activities Food pantry
Dinner (Hare Krishna Temple)	Generic		5pm Mon Fri; 6pm Sat	Dinner
(St Francis Pastoral Centre)	Generic		10.30am - 2pm Wed-Fri-Sat	Tea/Coffee and biscuit for $1.00 donation
Centra Care: (Mary of the Cross Centre)	Generic		9-5pm Mon-Fri	referral drug education counselling group support outreach multicultural support families with drug and alcohol issues spiritual support HIV/AIDS ministry
Food program (St Stephen's Church)	Generic	Richmond		Food parcels
(Wesley Mission Melbourne)	Generic	Inner		Food vouchers, material aid, accommodation assistance, tram tickets
Evening meal and breakfast (Missionaries of Charity)	General homeless	Fitzroy	5pm	Emergency accommodation for men

6.3   Summary of key findings

- The 12 FBO homeless service activities described above show they tend to be local and small.
- Most are on the front line, wrapping services around people being sheltered or living on the streets with everything from alcohol and drug rehabilitation, mental health services, meals, social activities and innumerable nights of shelter. This is the first invaluable step toward permanent supportive housing.

- Employment and training the long-term homeless with complex needs and linkages to it, such as education and training, are not a focus of current faith based service provision.

7. Service gaps and future directions

While there is considerable homeless service provision in inner city Melbourne results show that insufficient attention has been paid to providing employment (or self-employment) to the chronically homeless and/or training opportunities.

Employment is a fundamental component of our daily lives. In Australia it is often how we define ourselves and it provides us with the resources to help us become self-sufficient, and ideally, economically independent. In a 2007 study of individuals who are homeless with mental illness, participants clearly defined the key elements needed for their recovery: a place to live and a job (Putnam et.al. 2007). On a societal level, increasing the earning power of people overcoming or seeking to avoid homelessness is critical to stretch scarce resources in the effort to end homelessness. Studies also find homeless people want to work, and do work (Shaheen 2003; Theodore 2000).

In Australia and overseas there is considerable interest in enterprises to tackle homelessness and there are a number of reasons why enterprises are suited to work with this client group. Enterprise models enable organisations to receive a greater proportion of their total income from earned income, as opposed to grants or donations. Making a profit also releases charities from the grant trap that perpetuates dependence and taps into the rise in the corporate social responsibility programs of companies. Importantly, the adoption of an enterprise approach has been proven to create employment, to broaden training and development opportunities and to build the self-esteem of people working in social enterprises (Barrakett et al. 2010; Spark 2010).

Enterprises are organisations that:

- are led by an economic, social, environmental or cultural mission that results in public or community benefit
- trade to fulfil their mission
- derive a substantial portion of income from trade and reinvest the majority of profits to fulfil their mission(Barrakett et al. 2010 p. 16).

Consistent with the broad definition of an enterprise described above, in Australia they generally fall into three groups, based on their reason for establishment:

- enterprises that provide employment, training and support for members of the community that are marginalised from employment and economic participation, such as people with a physical or intellectual disability, those with mental illness, disadvantaged young people and the long-term unemployed.

- enterprises that create or retain services in direct response to social or economic needs in the community, such as community childcare, community banking and social enterprises developed to respond to issues such are rural and regional decline.
- enterprises that generate profits to support other community or not-for-profit organisational activities.

In 2010 an attempt was made to estimate the size of the Australian social enterprise sector. From 4000 organisations approached, 365 were surveyed and, of these, less than a quarter identified providing meaningful employment as one of their main goals (Barrakett et al. 2010). Fewer again provided employment to disadvantaged job seekers. This suggests that work focused enterprises are only a small proportion of all enterprises.

Some of the difficulties and pitfalls that enterprises working with the homeless face are well known (Mavra 2011, TSA Consultancy 2012; Davis et al. 2011, Teasdale 2009). Teasdale notes, for example, a tension between the income generating and social objectives of social enterprises. Often, in order to break even, an enterprise may have to 'skim off' those closest to the labour market and leave those furthest away. In so doing, the enterprises main function of supporting vulnerable homeless people is diluted (Teasdale 2009). Enterprises can be perceived as amateur community projects which consumers would be reluctant to engage with (Mavra 2011).

8. Case study profiles

A sample of Australian and overseas employment and training enterprises, whose core remit is to assist people who are hard to help move toward employment, are shown in Table 2. This sample was developed from a search of online documents. Discussion with key people helped widen the scope of the search.

Table 2: Employment and training social enterprises

Employment provider	Example	Description	Location	Reports and evaluations
Big Issue	Big Issue	Magazine sales	VIC/National	None found
Cara Program	Clean Slate and 180 Properties	Sweeping the streets, and picking up trash (Clean slate) Properties maintenance (180 Properties)	Chicago	Quarterly performance update

Brighton and Hove Wood Recycling Project	Brighton and Hove Wood	Conservation and Recycling	UK	None found Case study
WISE Employment	Clean force	Commercial cleaning	Melbourne's Western suburbs	2011 annual review
WISE Employment	Incito	Property maintenance	Melbourne	2011 annual review
Streat William Angliss Institute and Federation Square	Streat Café	Serves coffee and pastries	Melbourne	None found 2012 case study
Wesley Mission Melbourne	Last Cuppa Catering	Catering for functions	Melbourne	None found Case study in Uniting Care 2009 e-bulletin
Thames Reach Bondway (TRB), St Mungo's and the Big Issue	StreetShine	Shoe shining and repair service	London	None found Case study
Living Furniture Project	The Living Furniture Project	Furniture restorer	London	None found

All nine enterprises have been established within the last 20 years, some in the 90s and others as recent as 2012 (Living Furniture) and all have responded pragmatically to external market constraints. It is worth noting that their social impact at an organisational and community level have not been proven and evaluated. Little is also known about their legal arrangements or process, systems, training and procedures developed for delivery and ensuring quality.

Of the nine, three enterprises have been selected for specific comment based on a preference for activities with low capital cost, length of time they have been operational and that they show replication potential.

8.1   Social enterprise as a route to labour market participation

Cleaning and Property Maintenance

Clean Slate was launched in 2005 and 180° Properties in 2009. Both projects offer transitional and permanent employment opportunities to individuals with higher obstacles to employment and provide neighborhood beautification and property preservation services.

The web site reports a number of significant social impacts of the enterprises. There were, for example, 232 job placements in 2011 and 3,250 placements since 1991. Wages paid were significantly higher: $10.50/hour plus benefits (compared to Illinois' minimum wage of $8.25). Retention was 77 per cent in initial job at one year (in comparison, U.S. companies have a 49.9 per cent employee retention rate during a 12-month period.

Annual employed student earnings were $4,900,891 in 2011. $735,134 were paid in taxes by employed students in 2011. In terms of community impact nearly 700 individuals were served in 2011. For example, 905 tons of garbage and 236 tons of recyclables collected by Clean Slate in 2011 in 20 Chicago neighborhoods and 38,098 property maintenance to homes in foreclosure (i.e. board ups, lock changes, inspections, snow removal and more) since 2009 by 180° Properties.

The revenue sources of these two enterprises are diverse. The breakdown of revenue includes 43.1 per cent fundraising events, 3.2 per cent Government, 23.9 per cent Cleanslate Business Contracts, 22.8 per cent non cash contributions and 7 per cent other.

Conservation and Recycling

Brighton and Hove Wood Recycling Project was the original organisation established by Richard Mehmed in 1998. The enterprise was set up to rescue and re-use some of the vast quantity of timber in the Brighton area that was being land filled. As there was no wood recycling service in the Brighton area, the organisation set out to find if there was enough waste timber worth saving; where it came from, how it could be collected and what could be done with it once it had been collected.

It was discovered that a significant level of waste timber was diverted, primarily from builders but also from a range of other sources including joinery and furniture workshops, companies with wood packaging and pallets to dispose of as well as consumers. A commitment by the project to take anything that was wood, stick to a pickup schedule and charge less than a skip enabled it to build a loyal customer base. Uplifted wood is categorised into three grades on the basis of its potential use: Grade 1 (around 5 per cent-10 per-cent of wood collected) is reusable and is sold back to the community for DIY, Grade 2 (around 20 per cent of wood collected) is good wood but too small for public sale and so is used to make a range of products ranging from compost bins to high quality furniture,

Grade 3 (around 70 per cent of wood collected) is cut up and bagged for firewood and kindling, passed on to be chipped for re-manufacture into chipboard or used as fuel at a power station. The company aims to create volunteering and training opportunities for disadvantaged people, some of whom might later be employed (Higgins et al. 2008). This has resulted in more than 8,000 volunteering and training days being provided by the 20 wood recycling projects that have been set up as well as the creation of 70 full/part-time jobs throughout all of the projects. The projects are financially self-sustaining on income from uplift charges and wood sales, after the contribution of volunteers is factored in.

Shoe Shining

StreetShine was founded by Nick Grant, who had seen the popularity of shoe shining in the U.S. and thought the service might provide an ideal first step into work for homeless people in London. Grant approached homelessness agency Thames Reach Bondway (TRB) for advice, and StreetShine was initiated in March 2004 as a joint venture social enterprise.

StreetShine provides a professional shoe care service in offices around London, comprising shoe shining, pick up/ drop-off shoe repairs, and shoe accessories. Host companies, which include City banks, accountants and law firms, allow shiners 'desk-to-desk' access on a stipulated day of the week and customers pay £3.75 for the service.

The key social aim is to provide homeless people with an opportunity to break into the labour market and the means to earn a regular income. To equip homeless people with new skills to enable them to gain greater independence, self-confidence and future long term employment. To contribute to social cohesion generally and enhance public perceptions of homelessness.

Trainee shiners are recruited through homelessness organisations such as Thames Reach Bondway, St Mungo's and the Big Issue and are usually people who have moved off the street and into hostel accommodation. Shiners undertake a month's training (less than 16 hours a week, to preserve their housing benefit) in shoe shining, from specialist leather care and product use to repairs. Shiners also receive training in customer service and team building. In return, they receive a regular full-time income of £175 a week (which can swell to £300 with bonuses and tips), a bank account, and help through StreetShine on benefits and housing issues. Most shiners begin by working part time; as they gain self-confidence and work skills, they can progress to full-time employment. For those who want it, StreetShine also offers the chance to start their own franchise.

From two shiners at financial services consultants KPMG in 2004, the service has now expanded to 23 companies hosting eight shiners (five full-time), usually for one day a week. StreetShine's first hotel site - the Thistle, at Marble Arch, central London - has a permanent shoe shine point five days a week and there are plans to expand.

StreetShine received start-up funding of £50,000, and the same figure in loan funding, from the Glimmer of Hope UK trust. It recently won an £80,000 business development grant from the Esmée Fairbairn Foundation. The business sector has given pro bono support: global information company Reuters delivers customer care training, KPMG undertakes the

payroll, and law firm Lovells has provided legal advice. Half of StreetShine's costs are currently covered by revenue.

8.2   Summary of findings

In the absence of objective data there is no agreement on one best fit enterprsie model, though some common characteristics are that:

- there is no single business model
- they tend to be small, focussing on a specific locality
- most have commenced their operation through an organic start up business model
- they have a number of wrap around support services
- most have reliance on seeding funding
- generally trade services provide practical skills
- there are a number of unique enterprise models e.g. StreetShine
- setting up an enterprise within a larger organisation can be beneficial
- employment enterprises usually have a training component
- financial success is associated with a variety of factors including good management, external linkages and networks and strong local demand
- the research and development process can take at least six to twelve months before start up
- It can take three to four years before it covers its own cost

9.   Conclusion

There is considerable homeless service provision in inner city Melbourne (both government and faith based). Findings also point to insufficient attention paid to providing employment and training opportunities particularly for rough sleepers and chronically homeless.

The four case studies of employment and training enterprises, developed specifically for the homelessness sector, provide a route to labour market participation and show some potential for replication in Victoria and across Australia.

The eleven recommendations, offered in the executive summary, outline the next steps needed to move the discussion forward.

9. Works Cited

Australian Bureau of Statistics (2011).'2049.0 - Census of Population and Housing: Estimating homelessness, 2011', Available at: http://abs.gov.au/ausstats/abs@.nsf/Latestproducts/2049.0Main%20Features22011

Batterham B (2012). *The structural drivers of homelessness: exploring the relationships between housing market, labour market, demographics, service availability and homelessness in Victoria.* RMIT, University of Adelaide

Barraket J, Collyer N, O'Connor M and Anderson H (2010). Finding Australia's social enterprise sector: Final Report. Social Traders & Australian Centre for Philanthropy. Available at: http://www.academia.edu/257421/Finding_Australias_Social_Enterprise_Sector_final_repo rt.>

Bassuk E (1994). Community care for homeless clients with mental illness, substance abuse, or dual diagnosis. Newton, MA: The Better Homes Fund 1994.

Brotherhood of St Lawrence (2013). 'Don't overburden homeless services with administrative demands.' Available at: <http://www.bsl.org.au/Media-centre/Media-Releases?id=1005.

Burkett (2010). *Financing social enterprise: understanding needs and realities*, Foresters Community Finance

Chamberlain and MacKenzie (2008). *Counting the homeless*, Australian Census Analytic Program, Australian Bureau of Statistics, Canberra.

Chamberlain, C, Johnson, G and Theobald, J (2007). *Homelessness in Melbourne*, RMIT Publishing, Informit E-Library.

Chamberlain, C & MacKenzie, D (1992). 'Understanding contemporary homelessness: issues of definition and meaning', *Australian Journal of Social Issues*, vol. 27(4), pp. 274–297.

Clarke, A., Markkanen, S., & Whitehead, C. (2008). *Emmaus: sharing in success: An economic evaluation of Emmaus Village Carlton.* Cambridge: Cambridge Centre for Housing and Planning Research, University of Cambridge.

Commonwealth Advisory Committee on Homelessness (2003). *Working towards a national homelessness strategy – a response to consultations.*Canberra, Department of Family and Community Services.
Commonwealth of Australia (2008). *The Road Home,* Canberra. Available at: <http://www.fahcsia.gov.au/sites/default/files/documents/05_2012/the_road_home.pdf>.

Department of Human Services, *The Victorian Homeless Action Plan 2011-2015*. Available at: <http://www.dhs.vic.gov.au/__data/assets/pdf_file/0007/661633/Victorian_Homelessness _Action_Plan.pdf.>

_____ (2013). Homelessness Innovation Action Projects. Available at: <http://www.dhs.vic.gov.au/about-the-department/funding,-grants-and-tenders/homelessness-innovation-action-projects.>

_____ (2012). Victorian Government Rental Reports September Quarter. Available at: <http://www.dhs.vic.gov.au/about-the-department/documents-and-resources/research,-data-and-statistics/rental-reports-2012>

Davies M, Franceschelli M, Riley T (2011). Evaluation of the single homeless enterprise project.' Available at: <http://www.mungos.org/homelessness/publications/housing>

Higgins G, Smith K and Walker R (2008) Social enterprise business models: an introduction to replications and franchising. Available at: <http://www.ceis.org.uk/downloads/Resources%20and%20Publications/Enterprise%20and %20Communities/CEiSBusinessModelsReport-June2008.pdf>

Horn M, and M. Cooke (2001). *A question of begging: a study of the extent and nature of begging in the City of Melbourne.*

Inways (2011), *Service mapping*. Available at: < http://www.inwpcp.org.au/node/130>

Johnson, G and Chamberlain, C (2008). 'From youth to adult homelessness', *Australian Journal of Social Issues*, 43(4), 563–582.

Jamorzik, J (2009). 'The labour market and industrial relations.' *Social Policy in the Post Welfare State: Australian) Society in a Changing World* (3rd Ed) Pearson Education Australia Frenchs Forest Chapter 7

Mavra L (2011). Growing social enterprise research into social replication: a report from the Social Enterprise Coalition. Available at: <http://www.socialenterprise.org.uk/uploads/editor/files/Publications/Growing_Social_Ent erprise_report.pdf>

McNaughton, C. (2005). *Crossing the continuum: Understanding routes out of homelessness and examining 'what works'.* Glasgow: Simon Community.

Mestan, K. and Scutella, R. with Allens Consulting Group (2007). *Investing in people: intermediate labour markets as pathways to employment*, Brotherhood of St Laurence, Fitzroy. Available at: <http://www.bsl.org.au/pdfs/Investing_in_people_ILMs_summary.pdf.>

Mission Australia (2003). Another side to the poverty debate – families in poverty *Snapshot Series*, Sydney.

Royal District Nursing Service Homeless Persons Program (1999), *A framework: improving health outcomes for people experiencing homelessness in Victoria*.

Shaheen, G., Williams, F., and Dennis D (2003). *Work as a priority: a resource for employing people who have a serious mental illness and who are homeless*. Editors. DHHS Rockville Center for Mental Health Services, Substance Abuse and Mental Health Services Administration.

Social Ventures Capital (2012). *A business planning guide for social enterprises: putting the pieces together*. Available at: <http://www.socialventures.com.au/wp-content/uploads/2010/08/Business_Planning_Guide_for_Social_Enterprise2.pdf>

TSA Consultancy (2010), Evaluation of the Spokes Program. Available at: <http://www.focusireland.ie/files/publications/Spokes%20-%20full.pdf>

Teasdale S (2009). *Innovation in the homeless field: how does social enterprise respond to the needs of homeless people?* Third Sector Research Centre in 2009. Available at: <http://www.tsrc.ac.uk/Research/SocialEnterprise/Innovationinthehomelessfield/tabid/522/Default.asp]>

Theodore, Nik. (2000). *Homeless who can't make enough to get ahead*. Chicago: Day Labour Project, Chicago Coalition for the Homeless.

Victorian Auditor General's Office (2013). Addressing homelessness; partnerships and plans. Available at: <http://www.audit.vic.gov.au/publications/20130206-Homelessness/20130206-Homelessness.pdf>

Wylie and Johnson (2012). Mapping services for rough sleepers in Hobart, Canberra and Melbourne. RMIT University, Melbourne. Available at: <https://homelessnessclearinghouse.govspace.gov.au/files/2012/06/Report-9-Mapping-services-for-Rough-Sleepers.pdf>