THE TENANCY MANAGEMENT PILOT AND SUSTAINING TENANCIES IN SOCIAL HOUSING EVALUATION

FINAL EVALUATION

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ACKNOWLEDGMENTS

We recognise the diversity of Aboriginal and Torres Strait Islander peoples across this country and acknowledge their sovereignty was never ceded.

We pay our respects to Elders past and present, and acknowledge their continued custodianship and care for the many lands and waterways that support life.

We acknowledge the untold histories and the injustices of the past and the present. We respect the value and ongoing contribution that Aboriginal and Torres Strait Islander people make to our communities and to wider Australia.

Art by Emma Walke

LIST OF ACRONYMS AND ABBREVIATIONS

Acronym	Description
ACHRCS	Aboriginal Corporation for Homeless & Rehabilitation Community Services
ASB	Anti-social behaviour
CSO	Client Service Officer
CSV	Client Service Visit
DCJ	Department of Communities and Justice
FACSIAR	Family and Community Services Insights Analysis and Research
HOMES	Housing Operations Management and Extended Services Database
HOSS	Housing and Outcomes Satisfaction Survey
HOST	Homelessness Outreach Support Team
IVY	I Visit You CSV data collection application
KPI	Key Performance Indicator
MD	Murrumbidgee
NCAT	NSW Civil and Administrative Tribunal
NDIS	National Disability Insurance Scheme
OLALC	Orange Local Aboriginal Land Council
PWI	Personal Wellbeing Index
SCSO	Senior Client Service Officer
SHS	Specialist Homelessness Services
SfS	Set for Success
SNSW	Southern New South Wales
SPO	Specific Performance Order
SSESNS	Sydney, South Eastern Sydney, and Northern Sydney
STSH	Sustaining Tenancies in Social Housing
SWS	South Western Sydney
TMP	Tenancy Management Pilot
WNSW	Western New South Wales
WSNBM	Western Sydney Nepean Blue Mountains

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EXECUTIVE SUMMARY

THE SUSTAINING TENANCIES IN SOCIAL HOUSING AND TENANCY MANAGEMENT PILOT PROGRAMS

Sustaining Tenancies in Social Housing (STSH) and Tenancy Management Pilot (TMP) are complementary programs aiming to address the risk of social housing tenancy failure and resulting costs for government through tenants accessing wrap around supports, improving tenants' understanding of their obligations, and improving relationships between the Department of Communities and Justice (DCJ) Housing staff and tenants.

The TMP was developed to test whether investment in additional resourcing in tenancy management teams in two pilot sites Murrumbidgee (MD), and South Western Sydney (SWS) would yield significantly better client outcomes, and long-term economic savings. As part of the TMP, tenancy teams conduct a program of enhanced client service visits (CSVs), identify better ways of doing business including testing the feasibility of a risk-based approach to tenancy management, and make referrals to support providers including STSH and other programs such as Opportunity Pathways.

The STSH program was developed to test whether NGO service providers delivering community outreach, case management and other wrap around supports, to address the complex needs of social housing tenants at risk of tenancy failure, would result in improved outcomes for tenancies and clients. Service providers are supported by DCJ Housing tenancy teams in the referral and client management processes. The program was originally delivered in the two TMP pilot sites (MD, SWS) from January 2019, and in early 2021 was expanded to four further pilot sites: Southern NSW (SNSW), Sydney South Eastern Sydney North Sydney (SSESNS), Western NSW (WNSW) and Western Sydney Nepean Blue Mountains (WSNBM).

THIS EVALUATION

DCJ has engaged ARTD Consultants to conduct a comprehensive evaluation of the TMP and STSH pilots. The purpose of the evaluation is to generate a robust evidence base that can be used by stakeholders to assess the public value delivered from the additional investment in intensive tenancy management and support. This is the fourth and final report of this evaluation. It is preceded by a baseline evaluation of the STSH-TMP pilots covering the two original pilot sites, an interim evaluation of the STSH-TMP pilots covering the two original pilot sites, and a baseline evaluation of the STSH expansion covering the four expansion pilot sites. This report covers both programs, including the delivery of STSH at the original and expansion pilot sites.

This evaluation uses a mixed-methods approach, and a longitudinal design that allows for key outcomes to be tracked across pilot sites and comparison sites where the program was not delivered. The qualitative data sources this report draws on are interviews with DCJ Housing staff (n = 48), service provider staff (n = 38), STSH clients (n = 59), and observations of Client Service Officer (CSO) interactions with clients during client service visits (CSVs). The

quantitative data sources this report draws on are administrative data relating to referrals, engagement with services, tenancy management and outcomes. The economic analysis draws on qualitative and quantitative data sources, as outlined above, as well as costs and benefits data provided by FACSIAR.

We have sufficient data to answer the key evaluation questions, regarding the implementation and outcomes of both pilot programs. Our confidence in the findings about implementation and outcomes is strengthened through the consistency of findings across multiple datasets, including interviews with DCJ Housing and service provider staff, STSH clients, and administrative data sources.

However, there are some overarching limitations that should be considered. The COVID-19 pandemic resulted in substantial changes to DCJ Housing processes regarding client service visits and tenancy management activities[1]. As a result of this TMP was not able to be implemented as intended for a large proportion of the evaluation period, and the changes to processes regarding breaches and evictions in pilot and comparison sites obscured the impact of the pilots on these metrics. We did not have complete monthly tenancy reports for the STSH expansion sites, and STSH breach data for the WSNBM – Blacktown site, which impacted our ability to accurately examine tenancy outcomes and breaches in the months where this data was not available. There is also limited data on wellbeing collected through the Personal Wellbeing Index (PWI) for STSH clients, particularly in the STSH expansion sites, where the program has been in operation for a significantly smaller amount of time than the original pilot sites. As a result of this the estimates of changes in overall wellbeing for STSH clients were less precise at sites where PWI data was less consistently collected. Additionally, although the comparison sites allow for the impact of TMP and STSH on site level metrics to be examined, there is no matched comparison group for STSH participants within the comparison sites. This means that we are only able to examine client-level metrics (e.g. sustainment within the first 12 months from program intake) for STSH clients.

KEY FINDINGS

WAS THE TMP IMPLEMENTED AS INTENDED?

The implementation of the TMP, which started in February 2019, was impacted by the COVID-19 pandemic. The pilot had just over 12 months of implementation before the COVID-19 pandemic emerged, which resulted in the NSW Government enacting lockdowns, and DCJ Housing making significant changes to policies regarding client service visits and tenancy management activities in response to the COVID-19 pandemic, Despite the substantial changes to the context in which the pilot was being delivered, program activities including the enhanced CSV process, increased CSV coverage, and risk-based approach to

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[1] On 18 March 2020 all scheduled CSVs were cancelled. Between March 2020 and March 2022 districts completed CSVs depending on their risk appetite (number of cases, lockdown locations, availability of staff). From March 2022 most districts CSV processes returned to business as usual. From 25 March 2020 to 10 January 2022, DCJ Housing implemented changes to its policy regarding rent arrears. This included putting all tenancies in arrears on a modest repayment plan and stopping all terminations and possessions for non-payment of rental arrears, with no applications made for termination and possessions.

tenancy management allowed tenancy teams in pilot sites to more effectively identify tenancy risk – particularly risks driven by property care or tenant damage.

As a result of the TMP, tenancy team staff:

- generally had **more time to complete their work**,
- were able to take a more **proactive approach to tenancy management**,
- reported **improved relationships** with tenants.

Tenants' experiences of engaging with DCJ Housing also improved in the pilot sites.

More detail on these findings can be found in Section 3.2 of the report.

DID THE TMP ACHIEVE ITS INTENDED OUTCOMES?

TMP pilot sites had slightly greater reductions in the rate of negative exits, and lower numbers of negative exits, during the evaluation period than comparison sites.

- **Both TMP pilot sites saw small declines in the negative exit rate from baseline to November 2022.**
- In MD, the pilot site negative exit rate declined from 1.9% at baseline to 0.8%. The 1.1 percentage point decline in the pilot site was larger than the 0.6 percentage point decline in the negative exit rate in the MD comparison site.
- In SWS, the pilot site negative exit rate declined from 0.4% at baseline to 0.1% at November 2022. This 0.3 percentage point decline was larger than the 0.2 percentage point decline seen in the SWS comparison site.
- Across the evaluation period, **there were fewer negative exits in the pilot than the comparison site** at MD (MD pilot: N = 56, MD comparison: N = 62), and at SWS (SWS pilot: N = 37, SWS comparison: N = 41).

Because of the disruptions to program delivery and policy changes driven by COVID-19 across the delivery of the TMP, as well as STSH being delivered concurrently in the pilot sites, **it is difficult to attribute changes in rent arrears or identified property care, tenant damage, and antisocial behaviour tenancy risks just to the delivery of the program**.

As tenancy teams in the TMP pilot sites reported having more time to pursue actions relating to tenancy risk due to the increased staff resourcing provided by the pilot, the differences in identified risks between pilot and comparison sites may also be driven by differences in tenancy team practices.

The TMP was effective in reducing negative exits from social housing. Across the delivery of the TMP, pilot sites saw a greater reduction in the negative exit rate from baseline to November 2022 than the comparison sites, and pilot sites had fewer negative exits across the evaluation period than comparison sites. Notably, **the proportion of negative exits that were the result of the tenancy being abandoned was substantially lower in pilot sites than comparison sites**. Impacts on breaches were mixed. Pilot sites saw small declines from baseline in the proportion of tenancies with significant breached of their tenancy agreement, however the decrease was only greater than the comparison site in MD. However, as STSH was also operating in the pilot sites, and aimed to provide supports for tenants to address

risks to their tenancy, **it is difficult to attribute these differences in negative exits between pilot and comparison sites exclusively to the TMP pilot**.

Pilot sites saw small declines from baseline in the proportion of tenancies with significant breaches of their tenancy agreement. The MD pilot site saw a slightly larger decline in the rate of significant breaches from baseline than the MD comparison site (MD pilot: .3 percentage point decline, MD comparison: 1.2 percentage point increase), however in SWS the pilot site saw a slightly smaller decline from baseline than the comparison site (SWS pilot: .6 percentage point decline, SWS comparison: .9 percentage point decline). It is important to note that although the TMP aimed to reduce tenancy breaches, the pilot also provided DCJ Housing staff with more capacity to pursue breaches identified during CSVs. As a result of this the magnitude of the impact that the TMP has on addressing and preventing tenancy risks may be obscured by the pilot also allowing for more breaches to be identified.

More detail on these findings can be found in Section 3.4 of the report.

WAS STSH IMPLEMENTED AS INTENDED?

STSH was rolled out in two phases, first in the two original sites (MD, SWS), and subsequently in the four expansion sites (SNSW, SSESNS, WNSW, WSNBM). As with TMP, the implementation of STSH was significantly impacted by the COVID-19 pandemic. COVID-19 restrictions, including NSW Government public health orders and restrictions on movement, and changes to DCJ Housing and service provider policies regarding how staff were able to engage with clients resulted in the pilot being delivered in a different way than was intended. Differences in the structure of DCJ Housing STSH teams (such as whether the DCJ Housing STSH team was co-located with the tenancy teams who refer into the program), lack of clear STSH guidelines and internal processes for DCJ Housing staff, and substantial staff turnover also impacted the ability of DCJ Housing STSH teams in the pilot sites to work effectively with tenancy teams and service providers to understand, communicate and deliver STSH as intended.

Developing **mutual understanding and trust in each other's processes and ways of working** and having **clear and open communication** allowed DCJ Housing and service provider staff to effectively work together to deliver STSH, with DCJ Housing staff identifying and referring tenants into the program, and service providers delivering support to address identified tenancy risks.

Referrals into the program were predominantly for property care risks, and for tenancies assessed as at medium or high risk by DCJ Housing's tenancy risk profiling. Service providers found that the intensity of support that clients referred to the program required to address their tenancy risk, did not align with the targets outlined in the demand management framework service providers were operating under – a substantially larger proportion of clients referred to the program required case management level support than anticipated, which resulted in higher workloads for service provider staff.

Successful implementation of STSH was aided by:

- service provider staff using a **trauma-informed and client-centric approach** to more effectively identify client needs and provide support.

- **the 12 month duration of the support period** (with the potential for re-referrals) allowed service providers to work with clients in more depth to address tenancy risks.
- **DCJ Housing and service providers leveraging their different approaches and available tools** to engage clients in supports and encourage changes in tenancy management, including service providers leveraging their ability to build relationships with clients who may not have positive relationships with DCJ Housing, and DCJ Housing STSH teams using formal actions alongside the delivery of supports to create accountability and encourage clients to engage and address tenancy risks.

Barriers to successful implementation included:

- **DCJ Housing and service providers not always agreeing about the appropriate approach** to supporting clients to address identified tenancy risks.
- **staff turnover in DCJ Housing and STSH providers**, and the subsequent inconsistency in client engagement, which was a challenge for effectively providing support to clients.

More detail on these findings can be found in Section 4.2 of the report.

DID STSH ACHIEVE ITS INTENDED OUTCOMES?

Very few STSH clients negatively exited their tenancy during the 12-month support period

Across the initial 12 months of support:

- **98% of clients sustained their tenancy and did not have a negative exit from housing.** Sites differed in how effectively they were able to support clients to avoid negative exits during their support period.

Across the STSH expansion pilot sites there is limited evidence of the impact on negative exit rates:

- SNSW saw a decline in the negative exit rate from 1% at baseline to 0.3% at November 2022.
- Negative exit rates at all other expansion sites remained steady from baseline across the evaluation period.

Few STSH clients breached their tenancy agreement during the 12-month support period.

- Across all sites, 90% of clients did not have any recorded tenancy breaches in the 12 months from their intake.

The proportion of clients in rent arrears declined over the 12-month support period.

- SWS saw the largest decline in the proportion of clients in rent arrears over the program, with other sites varying in the impact that STSH had on the proportion of clients in rent arrears.

As a result of engaging in the program, clients had a **better understanding of their tenancy agreement**, felt **better able to independently manage their tenancy**, and reported **improved interactions with DCJ Housing** when raising or managing issues.

STSH helped clients to **address property care risks**, however the sustainability of these changes, particularly where property care issues are driven by hoarding behaviours, is not yet clear.

Clients' overall wellbeing increased as a result of engaging with STSH.

On referral to the program, STSH clients frequently reported experiencing complex and ongoing mental health and/or physical issues, and high-levels of experiences of trauma.

- When first engaging with the program clients reported **low levels of overall wellbeing** (PWI overall wellbeing: N = 1,013, Mean = 52). This was **substantially lower than the Australian average** score of 75.
- Clients who completed a PWI after 12 months of support reported **increased overall wellbeing** (PWI overall wellbeing: N = 173, Mean = 68), with average wellbeing **closer to the Australian average** score of 75**.**
- Although overall PWI response rates were low (Initial PWI: 35% of all clients engaged with the program, Final PWI: 13% of all clients who had started the program at least 12 months prior to the end of the evaluation period), the MD – Griffith site had high levels of PWI completion for clients across their engagement with the program (Initial PWI: 76% response rate, Final PWI: 84% response rate).
- In this site there was a **substantial increase in overall wellbeing** reported by clients (Initial: N = 197, Mean = 58; Final: N = 119, Mean = 67).

The improvements in wellbeing observed when response rates were high, supported by the qualitative findings regarding the changes in wellbeing reported by clients and staff across all sites, suggest that it is likely that the program is having a positive impact on client wellbeing despite the limited quantitative evidence in many pilot sites.

More detail on these findings can be found in Section 4.4 and 4.5 of the report.

WHAT IS THE ESTIMATED ECONOMIC IMPACT OF THE TMP AND STSH PILOT PROGRAMS?

A cost-benefit analysis was completed, but it was not possible to meaningfully report the benefits in monetizable terms, due to limited data and high variability in estimated values.

The economic analysis shows that:

- Exogenous factors such as COVID-19 and the availability of services likely suppressed both programs' ability to induce changes in wellbeing and to sustain tenancies, thereby suppressing the potential economic impact.
- Changes in policy as a result of the COVID-19 pandemic (e.g. changes to evictions) induced changes in comparison sites, which limited our ability to observe differences in tenancy sustainment between pilot and comparison sites.
- Key elements and objectives of the programs were not monetizable.
- Potentially monetizable benefits including wellbeing had a high degree of variability between sites due to very limited data being collected by some providers, making it difficult to reliably estimate client changes in wellbeing.

As a result of this we were unable to reliably calculate the monetary value of the benefits and these values have been noted as not available (N/A).

TABLE 1.   COST BENEFIT ANALYSIS OF PROGRAM SUMMARY BY PROGRAM AREA

Program	Benefits	Costs	NPV with upper and lower estimates	BCR with upper and lower estimates
STSH/TMP – Pilot Sites	N/A	$13,429,557.71	N/A	N/A
STSH – Expansion Sites	N/A	$22,103,809.71	N/A	N/A
TOTAL	**N/A**	**$35,533,367.42**	**N/A**	**N/A**

A cost-effectiveness analysis was also completed for both programs, which provided insights into the performance of the programs across different sites and how to target future programs. The analysis found that:

- For TMP, the amount required to deliver incremental changes in visitation rates for tenancies varies based on the initial rate in a given site. This suggests that the approach is most cost effective where there are initially low visitation rates.
- For STSH, the cost of program delivery was $11,371 per client in the pilot sites, and $17,956 per client in the expansion sites. In all sites, this cost was much less than the potential cost to DCJ of a negative exit ($28,179 in 2022 dollars), and **this justifies the rationale for the program.**

More detail on these findings can be found in Sections 3.5 and 4.6 of the report.

RECOMMENDATIONS

As a result of the evidence gathered as part of the final evaluation, as well as ARTD's previous evaluations of TMP and STSH, we have identified recommendations based on lessons learned from both programs, with implications for future commissioning of housing and homelessness services.

RECOMMENDATIONS RELATING TO THE TMP

1. DCJ Housing should ensure new staff are appropriately informed and trained regarding policies and procedures of programs delivered in their teams.
2. DCJ Housing should consider making changes to the enhanced CSV checklist, through automatic population of responses or reduction in questions where data can be drawn from other places.
3. DCJ Housing should consider the staffing levels and portfolio sizes within tenancy teams, such that tenancy staff have the time available to deliver intensive tenancy management services and increase CSV coverage.
4. DCJ Housing should consider approaches to more effectively coordinate with LAHC to address the maintenance concerns of tenants.

RECOMMENDATIONS RELATING TO STSH

RECOMMENDATIONS REGARDING STAFFING FOR DCJ HOUSING AND SERVICE PROVIDER STSH TEAMS

5. DCJ Housing should consider knowledge of DCJ Housing policies and experience working with clients with complex issues when staffing and training DCJ Housing STSH team roles.
6. DCJ Housing should co-locate DCJ Housing STSH team members with tenancy teams in an embedded or dispersed structure.
7. Service providers should consider staff experience and knowledge of DCJ Housing policies when staffing and training service provider STSH team roles.
8. Service providers should consider the complexity and intensity of support that STSH clients are likely to require in the position level/role descriptions for STSH staff.
9. Service providers should consider the value of having a diverse mix of STSH staff when recruiting and staffing the team.

RECOMMENDATIONS REGARDING STSH PROGRAM GUIDELINES, POLICIES AND PROCEDURES

10. DCJ Housing and service providers should ensure program guidelines, processes and procedures are well documented, and that new staff are aware of and able to access relevant program documentation.
11. DCJ Housing should clearly outline the core aspects of the STSH program guidelines that are required to be delivered consistently across sites, and the aspects that are able to be adapted by staff to suit their local context.
12. DCJ Housing should clarify processes and guidelines regarding client eligibility and referrals into the program.
13. DCJ Housing should more clearly outline the distinction between roles and responsibilities of DCJ Housing STSH staff and DCJ Housing tenancy teams for tenants referred into STSH.
14. DCJ Housing and service providers should support their staff to better understand the processes and ways of working of the other organisation.

RECCOMENDATIONS REGARDING COMMUNICATION BETWEEN DCJ HOUSING AND SERVICE PROVIDER TEAMS

15. DCJ Housing and service providers should ensure STSH staff meet and communicate regularly regarding referrals and clients.
16. DCJ Housing and service provider STSH staff should regularly discuss service provider capacity for accepting new referrals at the levels of support outlined in the demand management framework.

RECOMMENDATIONS REGARDING REFERRALS INTO STSH

17. DCJ Housing should more clearly distinguish between the types of property care issues driving tenancy risk when making referrals into the program and supporting clients to address these risks.
18. DCJ Housing should consider training CSOs in tenancy teams to understand less visible factors that can contribute to tenancy risks.
19. DCJ Housing should more clearly communicate to tenancy team staff the types of tenancy issues that are appropriate or not appropriate for referral into STSH.
20. DCJ Housing should support CSOs to understand the program so that they are able to explain STSH clearly and accurately to clients at the point of referral.

RECOMMENDATIONS REGARDING HOW DCJ HOUSING AND SERVICE PROVIDERS WORK TOGETHER TO PROVIDE SUPPORT TO AT-RISK TENANCIES

21. DCJ Housing and service providers should develop a clear and shared understanding of the distinction between property care issues driven by hoarding behaviours and other property care issues.
22. DCJ Housing and service providers should develop a shared understanding of processes and considerations when working with clients with hoarding behaviours.
23. DCJ Housing and service providers should consider approaches to deliver and/or facilitate specialist supports to address common issues for clients (e.g. hoarding, living skills).
24. Where practical, service providers should consider clients having relationships with two workers, to minimise the potential disruption caused by staff turnover or unavailability.

OVERARCHING RECOMMENDATIONS AND LESSONS LEARNED

RECOMMENDATIONS FOR THE IMPROVED IDENTIFICATION OF AT-RISK TENANCIES

25. DCJ Housing should consider expanding the use of the tenancy risk assessments across all districts.
26. DCJ Housing should revise the criteria incorporated in the tenancy risk assessment used in the TMP to remove criteria that are not driven by tenant actions (i.e. recency of last CSV).
27. DCJ Housing should consider if other criteria associated with tenancy risk should be added to the tenancy risk assessment calculation, and if existing data regarding tenancy risk could be better used in this assessment.
28. DCJ Housing should consider the added value of combining intensive tenancy management programs delivered by DCJ Housing (TMP or other models of intensive tenancy management programs) when identifying at-risk tenancies to refer to NGO service providers for additional supports.

RECOMMENDATIONS REGARDING SUPPORTING AT-RISK TENANCIES THROUGH FUTURE INITIATIVES

29. DCJ Housing should identify tenancy contexts where additional expertise in working with individuals with complex issues is required, and consider engaging NGO service providers to deliver specialist supports to tenants.
30. DCJ Housing should consider supporting tenancy teams to deliver intensive tenancy management activities in parallel with NGO service providers delivering specialist supports to at-risk tenants.
31. DCJ Housing should consider the importance of referring at-risk tenancies to capacity building and/or early intervention supports, which can allow tenants to address issues before they develop into significant risks.
32. DCJ should consider the high need for intensive case management supports for tenants when commissioning future services with supports delivered by NGO service providers, and ensure that the program referral numbers and proposed caseloads for service provider staff reflect the additional time it takes to deliver support at this intensity.

RECOMMENDATIONS REGARDING MEASURING OUTCOMES FOR FUTURE PROGRAMS

33. When using the PWI as an outcomes measure as part of future program delivery, staff administering the PWI should receive adequate training, understand the value of using the PWI to assess outcomes for clients, and feel comfortable using the PWI with clients.
34. DCJ Housing should re-consider the use of tenancy management actions as indicators of risk when assessing program outcomes in future evaluations. Where programs result in changes in staff capacity to pursue actions relating to tenancy risks, using metrics such as NCAT actions or ASB strikes to understand changes in tenancy risk is problematic as it is difficult to disentangle the impact of the changes in staff actions and changes in the underlying risk of tenancies.

1. INTRODUCTION

1.1 THE POLICY CONTEXT

The NSW Homelessness Strategy 2018–2023 was launched to guide homelessness prevention and early intervention activities in NSW. It highlights sustaining tenancies in social housing as a key action to address risks of homelessness in the population[2]. The programs outlined below were developed in response to the Strategy, focusing on improved tenancy management and sustainment in social housing to prevent homelessness.

1.2 SUSTAINING TENANCIES IN SOCIAL HOUSING AND TENANCY MANAGEMENT PILOT PROGRAMS

1.2.1 TENANCY MANAGEMENT PILOT

The Tenancy Management Pilot (TMP) was developed in response to a 2017 review of the DCJ Housing tenancy management model. The review identified that DCJ Housing tenancy management expenditure per tenancy per annum was less than half that of community housing providers, which exposed DCJ Housing to several risks associated with property management and tenancy sustainment.

The TMP was originally funded as a $3.2 million investment into additional positions for 2 tenancy teams over 18 months to enhance tenancy management. It was then extended in line with STSH extensions in MD and SWS and is currently set to end in 2024. See Table A2 in Appendix 4 for details about additional positions funded in pilot site tenancy teams under the program.

PROGRAM ACTIVITIES

As part of the TMP activities, tenancy teams in the pilot sites were to:
- conduct a program of enhanced Client Service Visits (CSVs), including visits to all tenancies in a 12-month time period, and visits at 8 weeks after commencement of all new tenancies. High-risk tenancies would receive up to 4 visits per year. The teams would do this using:
  - o a new booking system with one-hour windows for visits at times convenient to the tenant and SMS reminders
  - o An enhanced interview and inspection protocol, including checking all rooms (indoor and outdoor) in a tenancy.

- identify better ways of doing business, including:
  - o testing the feasibility of a risk-based approach to tenancy management
  - o identifying cost-effective approaches to mitigating risks and improving outcomes

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[2] Department of Communities and Justice (2018). *NSW Homelessness Strategy 2018–2023*, 30.

- make referrals to support providers, including:
  - o linking clients at risk with Sustainable Tenancies in Social Housing providers
  - o linking clients with the capacity for work, training or study with Opportunity Pathways.

PROGRAM OBJECTIVES

The TMP objectives are:
- Tenants will better understand and adhere to their obligations, have higher satisfaction, and have realistic expectations regarding maintenance.
- There will be increased staff safety and improved relationships with tenants, including staff spending more time in the field.
- Relationships with stakeholders will be improved.

1.2.2   SUSTAINING TENANCIES IN SOCIAL HOUSING

The Sustaining Tenancies in Social Housing (STSH) program is an initiative under the NSW Homelessness Strategy 2018–2023. Funded for $10.6 million over 4 years, the 2 original pilot sites (MD, SWS) commenced in January 2019. Following additional funding in 2021, the initiative was expanded to 4 additional pilot sites (WSNBM, WNSW, SSESNS, SNSW).

PROGRAM ACTIVITIES

STSH provides tenancy support through community outreach, case management and other wrap around supports delivered by non-government service providers. Depending on the client's needs, this includes direct assistance from the service provider as well as referral to and support in accessing services from other agencies. A brokerage of around $1,000 per client is recommended to support case management through the purchase of needed goods and services, and can be pooled across clients.

In March 2020, STSH service delivery changed due to restrictions in response to COVID-19. In particular, the ability to deliver face-to-face support was impacted by restrictions that were put in place to reduce infection. These restrictions differed between service provider and across the evaluation period in response to local factors (e.g. case numbers, lockdowns) and organisational risk mitigation policies. The changes continued in some form until March 2021 depending on location and localised outbreaks. In June 2021, restrictions were reintroduced. The restrictions included temporary cessation of referrals in the pilot sites (coinciding with the cessation of CSVs), along with changes in client engagement activities (including temporary cessation of in-person visits). These restrictions were lifted at different times across the sites in response to different local factors.

Further changes to STSH were the removal of the requirement for DCJ Housing to make a minimum number of referrals per month at each of the original pilot sites in 2020, and the introduction of a demand management framework for both the original and additional pilot sites to better manage demand for services and reduce case worker loads.

The objective of STSH is to enhance local service system capacity to support new or existing at-risk tenancies in order to:

- sustain their tenancies by avoiding and reducing tenancy breaches over a 12-month support period
- enhance tenants' capacity to manage their tenancies independently beyond the 12-month support period
- reduce the resource and expenditure impost on Housing NSW and other NSW Government-funded agencies resulting from tenancy failure.

In 2021 the STSH Operations Manual was revised, and two additional objectives were added for the original and expansion sites:

- prevent homelessness that has occurred following a failed social housing tenancy
- increase participants social connection to improve overall wellbeing measured using the PWI.

Under the STSH Human Services Agreement, the outcome to be achieved is that the supported tenant is subject to:

- no NSW Civil and Administrative Tribunal (NCAT) action for rental arrears
- no strikes for anti-social behaviour
- no NCAT action for property damage

during one or more consecutive 3-month periods during the 12 months following acceptance of their referral to STSH.

1.2.3   ROLL-OUT OF THE TMP AND STSH

Figure 1 provides a timeline of the roll-out of the TMP and STSH at the different sites.

FIGURE 1.   ROLL-OUT OF THE TMP AND STSH

Year	Event
2017	2017 — DCJ review of tenancy management model
2019	Jan 2019 — Introduction of STSH-TMP at original pilot sites
2020	2020 — Decision to expand STSH to 4 further sites
2021	2021 — Introduction of STSH at pilot expansion sites (in June 2021 all 4 sites have commenced STSH)
2022	2022 — Decision to extend STSH-TMP to June 2024 at original pilot and pilot expansion sites (excepting Blacktown)
2024	30 June 2024 — Current end date for both programs (with the exception of Blacktown WSNBM where STSH is set to end 30 June 2023)

ORIGINAL PILOT SITES

Both original pilot programs were initially rolled out together in early 2019 as the STSH-TMP at Murrumbidgee (MD) and South West Sydney (SWS). Table 2 provides further detail regarding the locations and service providers involved.

TABLE 2.   STSH-TMP ORIGINAL PILOT SITES

Site	STSH service provider	Notes
Murrumbidgee (Murray) • Albury • Griffith	• Yes Unlimited (Albury) • Linking Communities Network (subcontractor, Griffith)	
South West Sydney (Macquarie Fields)	• Neami Limited • Tharawal Aboriginal Corporation (subcontractor)	In SWS STSH is delivered under the name 'Home to Stay'

EXPANSION PILOT SITES

In early 2021, DCJ expanded STSH to 4 expansion pilot sites, detailed in Table 3. All expansion sites started delivering STSH by June 2021.

TABLE 3.   STSH EXPANSION PILOT SITES

Site	STSH service provider	Notes
Western NSW (WNSW) • Bathurst and Orange • Parkes	• Orange Local Aboriginal Land Council (Orange, Bathurst) • CatholicCare (Parkes)	
Western Sydney Nepean Blue Mountains (WSNBM) • Penrith LGA • Blacktown and Mt Druitt LGA	• Neami Limited	
Sydney, South Eastern Sydney, and Northern Sydney (SSESNS)	• Neami Limited • Aboriginal Corporation for Homeless & Rehabilitation Community Services (ACHRCS)	To June 2022, STSH had a focus on working with former rough sleepers. From 1 July 2022, the STSH cohort was broadened to DCJ social housing tenancies at risk of failure, thereby aligning the SSESNS pilot with all other sites. Within this expanded STSH cohort, contracts specify that priority will be given to tenants who are former rough sleepers and who identify as Aboriginal. ACHRCS is an Aboriginal service that provides support services for Aboriginal clients only.
Southern NSW (SNSW) • Queanbeyan • Goulburn	Mission Australia	

The TMP was not extended to the expansion pilot sites; however, DCJ Housing tenancy teams have been funded at these sites to support the roll-out of STSH, building on lessons learned from the 2 STSH-TMP sites. Additional detail regarding the additional funded positions in DCJ Housing tenancy teams at the expansion sites are presented in Appendix 5, Table A15.

2. EVALUATION OVERVIEW

The Department of Communities and Justice (DCJ) is completing a comprehensive evaluation of the Sustaining Tenancies in Social Housing (STSH) and the Tenancy Management Pilot (TMP). Because of the interrelated strategy and shared outcomes of the 2 initiatives, a joint evaluation is being conducted under a single framework and monitoring environment. The evaluation of these programs will also inform the broader evaluation of the NSW Homelessness Strategy.

The purpose of the evaluation is to generate a robust evidence base that can be used by stakeholders to assess the public value delivered from the additional investment in intensive tenancy management and support – above the business-as-usual outcomes associated with existing resources available to DCJ Housing tenancy teams and the current internal and external supports available to at-risk DCJ Housing tenancies.

The evaluation centres on a longitudinal quasi-experimental comparison of outcomes in 2 original pilot sites and 4 expansion pilot sites and their respective comparison sites. Additionally, in the STSH pilot sites outcomes for STSH clients are examined longitudinally, examining changes from intake across the 12 months of program support and, where possible, for a post-support period of 12/ 24 months.

2.1 PREVIOUS EVALUATIONS

This is the fourth and final report of the evaluation, and is preceded by:

- **STSH-TMP Baseline Evaluation**
  - o Comparative assessment of 2 original pilot sites and their comparison sites before and at early stages of STSH-TMP implementation.

- **STSH-TMP Interim Evaluation**
  - o Interim evaluation looking at outcomes for both programs at the 2 original pilot sites and their comparison sites, part-way through the implementation of the STSH-TMP.

- **STSH Expansion Baseline Evaluation**
  - o Comparative assessment of 4 expansion pilot sites and their comparison sites before and at early stages of STSH expansion.

Figure 2 provides a timeline of all previous evaluations, indicating the timeframes for data collection.

FIGURE 2.   TIMELINE OF PREVIOUS EVALUATIONS
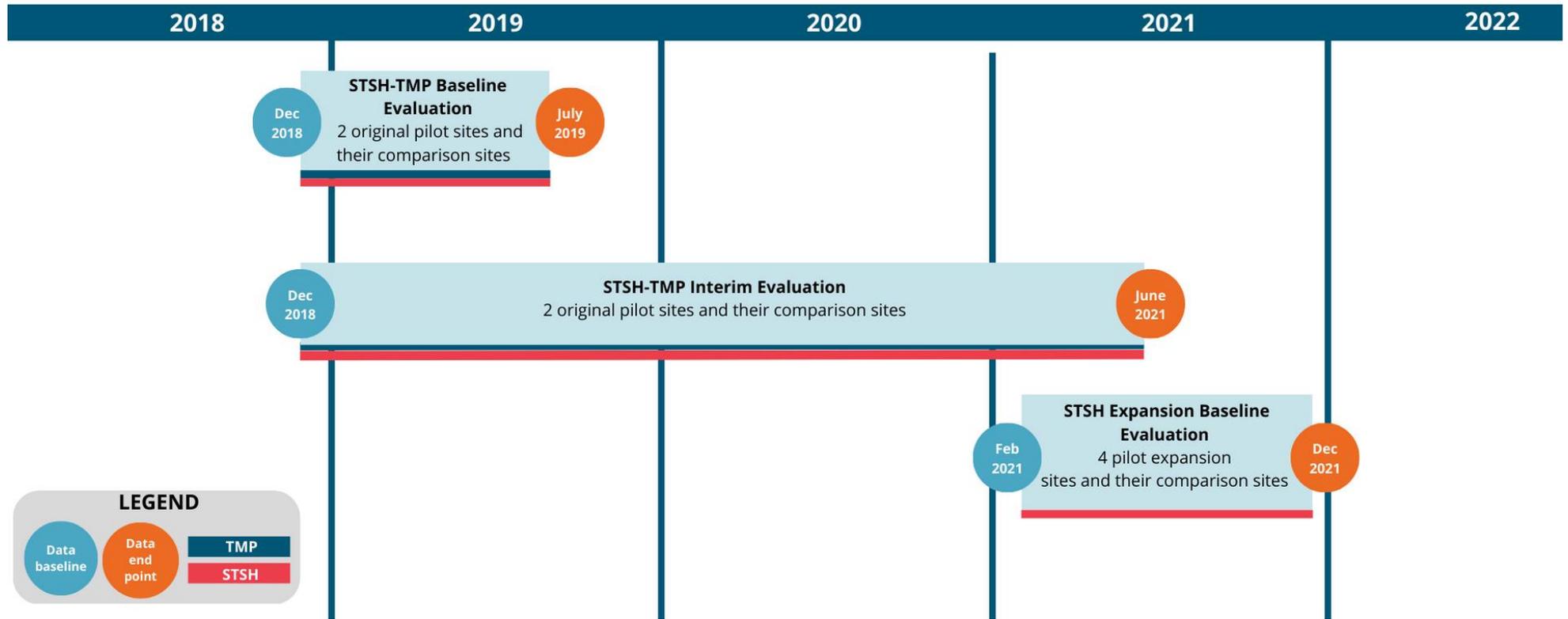
2.2　FINAL EVALUATION AND SCOPE

This final phase aims to evaluate the outcomes of the TMP and STSH programs across their operation up until early 2023. This includes an analysis of qualitative and quantitative program and outcomes data from both the original pilot sites and all 4 expansion pilot sites, with comparative assessment to the comparison sites over the same period. The key goal of this evaluation is to understand the outcomes of both programs and identify lessons and considerations for sustainability of the programs and/ or further roll-out of the programs to other sites. See Appendix 2 for additional detail regarding data sources and methodology.

2.3　KEY EVALUATION QUESTIONS

The tables below summarise the key evaluation questions that have been addressed in this evaluation report and indicate in what section of the report they are answered. For a list of all key evaluation questions, please see Appendix 1.

2.3.1　TMP KEY EVALUATION QUESTIONS

TABLE 4.　　KEY EVALUATION QUESTIONS FOR THE TMP

Key evaluation questions	Report section
1.　To what extent was the TMP implemented as intended? • Did pilot sites meet targets for Client Service Visit (CSV) coverage? • What were the critical success factors and barriers for implementation of the TMP?	**3.2**
2.　To what extent did the TMP improve tenancy management services? • How did the pattern of work activities change for DCJ Housing tenancy management staff? • To what extent did DCJ Housing staff experiences of dealing with tenants change during the pilot – particularly in terms of job satisfaction, workplace stress and WHS issues? • To what extent did tenants' experiences of dealing with tenancy management issues change during the pilot?	**3.3**
3.　To what extent were the intended outcomes for tenancies achieved? • To what extent was there a change in the proportion of DCJ Housing tenancies that end for negative reasons over a 12-month period? • To what extent were tenancies effectively identified as a high, medium or low risk of tenancy failure? What contexts/ cohorts/ risk factors associated with tenancy failure were most able to be identified through the pilot?	**3.4**
4.　To what extent was the additional investment in intensive tenancy management and support through the TMP offset by cost savings through better tenancy outcomes and lower costs in managing tenancy agreement breaches? • To what extent were outcomes in the pilot sites better than in the 12 months	**3.5**Error! Reference source not found.

Key evaluation questions	Report section

before the pilots commenced?

- To what extent were the outcomes achieved at the pilot sites different to the outcomes achieved over the same period in the comparison sites?
- What were the estimated cost savings at the TMP pilot sites through better tenancy outcomes and lower costs in managing tenancy agreement breaches?
- What are the critical factors and barriers to translating additional investment in intensive tenancy management and support through the TMP into cost savings through better tenancy outcomes and lower costs in managing tenancy agreement breaches?

2.3.2   STSH KEY EVALUATION QUESTIONS

TABLE 5.   KEY EVALUATION QUESTIONS FOR STSH

Key evaluation questions	Report section
1. To what extent was the STSH pilot implemented as intended? • To what extent were tenancies at high risk of failure identified, referred to STSH and provided with 12 months of support? • In which client contexts/ cohorts was STSH most effective in identifying at-risk tenancies and engaging them in support? • What were the crucial success factors and barriers for the implementation of STSH?	**4.2**
2. To what extent did the STSH pilot improve tenancy management services? • To what extent did the pattern of work activities change for DCJ Housing and service provider staff? • To what extent did the DCJ Housing/ service provider experiences of dealing with tenants change as a result of the pilot?	**4.3**
3. To what extent were the intended outcomes for tenancies achieved? • To what extent did STSH clients sustain their social housing tenancy for at least 12 months or achieve a positive tenancy exit? To what extent was this sustained in the 12/ 24 months after the end of the support period? • To what extent was there a change in the proportion of DCJ Housing tenancies that end for negative reasons over a 12-month period? • What are the critical factors and barriers to sustaining social housing tenancies for STSH clients? • Which client cohorts were identified as requiring more/ less engagement and support to sustain their tenancies? In which client contexts/ cohorts was STSH most successful in sustaining social housing tenancies?	**4.4**
4. To what extent were the intended outcomes for clients achieved? • To what extent did clients' experiences of dealing with tenancy management issues change during the pilot? To what extent did clients report a more positive experience of living in social housing?	**4.5**

Key evaluation questions	Report section
• To what extent did STSH clients have improved independence in managing their tenancy agreement and improved personal wellbeing? • In which client cohorts or in which tenancy contexts was STSH most successful in improving clients' independence in managing tenancy agreements, wellbeing, and experiences of living in social housing?	
5. To what extent was the additional investment in STSH offset by cost savings through better tenancy outcomes and lower costs in managing tenancy agreement breaches? • To what extent were outcomes in the pilot sites better than in the 12 months before the commencement of the pilots? • To what extent were the outcomes achieved at the pilot sites different to the outcomes achieved over the same period in the comparison sites? • What were the estimated cost savings at the STSH pilot sites through better tenancy outcomes and lower costs in managing tenancy agreement breaches? • What are the critical factors and barriers to translating additional investment in intensive tenancy management and support through STSH into cost savings through better tenancy outcomes and lower costs in managing tenancy agreement breaches?	4.6

2.4   EVALUATION DESIGN

The evaluation used a quasi-experimental, mixed methods approach that draws upon multiple sources of information to answer the key evaluation questions.

To allow for the impact of the TMP and STSH to be examined DCJ Housing identified similar comparison sites where the programs were not delivered for all pilot sites but the Sydney, South Eastern Sydney and Northern Sydney sites. Table 6 below details the sites.

TABLE 6.   DETAILS OF PILOT AND COMPARISON SITES

Pilot site	Comparison site
Murrumbidgee (MD) (Murray)	Riverina (Wagga Wagga)
Southern NSW (SNSW) (Queanbeyan, Goulburn)	Southern NSW (Shellharbour and Wollongong South)
South West Sydney (SWS) (Macquarie Fields)	South West Sydney (Campbelltown)
Sydney, South Eastern Sydney and Northern Sydney (SSESNS) (Sydney and South Eastern Sydney)	No comparison site. This is due to there not being a similar metropolitan area in NSW with which to compare data.
Western NSW (WNSW) (Bathurst, Orange, Parkes)	Western NSW (Orana and Far West)
Western Sydney Nepean Blue Mountains (WSNBM) (Penrith, Mount Druitt South, Blacktown)	Western Sydney (Dundas)

The baseline evaluations confirmed that the comparison sites selected were reasonably well-matched to the pilot sites on a range of key features (e.g., tenancy risk assessment, arrears levels, CSV coverage, tenancy exits and breaches). Baseline demographic comparisons of the pilot and comparison sites are presented in Appendix 8. Where similar changes from the baseline are seen across pilot and comparison sites, these can likely be attributed to broader external factors. Changes that are observed in pilot sites but not comparison sites can likely be attributed to the implementation of the TMP and STSH.

In the baseline analysis, the 2 subsites in the MD pilot site (Albury and Griffith) had notably different demographic and tenancy profiles. For this reason, we have also examined the implementation and impact of the TMP in these 2 locations separately.

2.5   LIMITATIONS

We have sufficient data to report on the key success factors and barriers for implementation of the TMP and STSH, and both programs' outcomes for tenancies, clients, and staff. Overall, our confidence in findings about program delivery and outcomes is strengthened because of the consistency through multiple data sources, including across stakeholder groups and pilot sites, and across qualitative and quantitative data sources. There are, however, some overarching limitations that need to be considered:

- DCJ and FACSIAR identified comparisons sites to allow for changes in key outcomes observed in the pilot sites over the evaluation period to be contrasted with changes observed in similar sites where the pilot was not being delivered. Comparison sites were identified through their alignment to pilot sites on a number of metrics (size of tenancies, risk rating, CSV coverage history, negative exit rate history, district). However, the longitudinal approach of this evaluation was complicated by COVID-19. Multiple waves of the pandemic occurred during the evaluation period, which had different

impacts in different geographic locations (for example the Sydney sites, and particularly those in Western Sydney, experienced more restrictions and for longer periods of time than regional sites; due to its status as a border town, Albury was more impacted by Victorian restrictions than other regional sites). Where a pilot site and its comparison site experienced substantially different impacts of COVID-19 and related restrictions[3], this limits our confidence in distinguishing changes driven by the program and those driven by other external factors.

- There were substantial policy changes impacting key indicators:
  - The Set for Success (SfS) pilot was introduced state-wide from 9 May 2022. This includes enhanced CSV questions initially only included in TMP sites. It also sets similar targets around the proportion of tenancies to have a CSV within the previous 12 months and the proportion of new tenancies to have a CSV within their first 8 weeks. As SfS was also introduced at comparison sites, our ability to compare changes in CSV coverage between pilot and comparison sites after May 2022 is somewhat limited.
  - On 18 March 2020 all scheduled CSVs were cancelled, with only critical CSVs to be completed face to face. Between March 2020 and March 2022 districts completed CSVs depending on their risk appetite (number of COVID-19 cases, lockdown restrictions, availability of staff). From March 2022 most districts CSV processes returned to business as usual.
  - From 25 March 2020 to 10 January 2022, DCJ Housing implemented changes to its policy regarding rent arrears. This included putting all tenancies in arrears on a modest repayment plan and stopping all terminations and possessions for non-payment of rental arrears, with no applications made for termination and possessions. Changes in rent arrears and negative exits in this time period are therefore driven by factors other than TMP and STSH implementation.
  - From 27 April to 24 September 2020, all JobSeeker Payment recipients also received the Coronavirus Supplement worth $550 per fortnight[4]. For tenants who were receiving the JobSeeker payment, this resulted in significant increases to income, which likely impacted outcomes for rent arrears across pilot and comparison sites.

There are also some key limitations to Personal Wellbeing Index (PWI) outcomes data, client interviews, the expansion site monthly tenancy reports, and breach data for STSH clients in Blacktown. These limitations are outlined in Table 7.

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[3] For example, Illawarra was identified as a suitable comparison for the SNSW pilot site; however, as part of the Greater Sydney region, the Illawarra experienced substantially harsher restrictions on movements than Goulburn and Queanbeyan in the pilot site did during the second COVID-19 wave in 2021),

[4] Klapdor, M. and Giuliano, C. (2020). The impact of COVID-19 on JobSeeker Payment recipient numbers by electorate. Retrieved from: https://www.aph.gov.au/About_Parliament/Parliamentary_Departments/Parliamentary_Library/pubs/rp/rp2021/COVID-19JobSeekerRecipientNumbersElectorate#_ftn9

TABLE 7.   ADDITIONAL LIMITATIONS OF DATA SOURCES

Data source	Limitation
PWI outcomes data	STSH pilot sites varied in the consistency with which service provider staff administered the PWI to clients at the initial, 6-month and 12-month timepoints. See Appendix 5, A5.1 for PWI response rates by site and timepoint). MD – Griffith was the only site with high levels of PWI response rates (Initial PWI: 76% response rate, Final PWI: 84% response rate). Additionally, as program delivery had started more recently in the expansion sites, these sites had less opportunity to collect follow-up data about wellbeing than the original pilot sites. As a result of this, estimates of the impact of STSH on the overall wellbeing of clients in the expansion sites is less precise than in the original sites, where more PWI data was collected.
Interviews with clients	There may be sample bias in the interviews completed with clients, as service providers recruited the clients we interviewed. This means that participating clients generally had a positive relationship with the service provider and the sample did not include clients who chose not to engage with the program at all, or disengaged before the end of the 12-month support period.
Expansion sites tenancy reports	Monthly tenancy reports for the expansion pilot and comparison sites were not available for the months of March and April 2021. As a result of this, we are unable to link referrals made to STSH in the expansion sites in these months to data regarding the status of clients' tenancy on referral, and for a small number of clients we are unable to examine risk assessment at referral.
STSH client breach data – Blacktown	Breach data for STSH clients in WSNBM – Blacktown were not captured by DCJ Housing as part of the STSH Master Dashboard for all of the evaluation period. Breaches by STSH clients in this site were only recorded from May 2022. As a result of this, estimates of STSH client breach rates in the WSNBM – Blacktown site will underestimate the true breach rates of these clients due to the missing data. This applies from when referrals in this site started in August 2021 until April 2022.

3.   TENANCY MANAGEMENT PILOT

3.1   OVERVIEW OF THE TMP

The Tenancy Management Pilot (TMP) provided additional resourcing to tenancy teams in 2 pilot sites (Murrumbidgee (MD) and South Western Sydney (SWS)) to address identified risks for DCJ Housing regarding property management and tenancy sustainment. As part of the TMP, tenancy teams in the pilot sites were to:

- conduct a program of enhanced Client Service Visits (CSVs) using:
    - a new booking system with one-hour windows for visits at times convenient to the tenant and SMS reminders
    - an enhanced interview and inspection protocol
- identify better ways of doing business, including:
    - testing the feasibility of a risk-based approach to tenancy management
- make referrals to support providers, including:
    - linking clients at risk with Sustainable Tenancies in Social Housing (STSH) providers
    - linking clients with the capacity for work, training or study with Opportunity Pathways.

TESTING A RISK-BASED APPROACH TO TENANCY MANAGEMENT

In 2019 DCJ Housing put in place a system of assigning risk levels to tenancies. The purpose of this is to support the identification of sustainment risks to tenancies and assist DCJ Housing staff in prioritising activities. As the risk levels update in response to changes in the tenancy profile, individual tenancy risks can be tracked over time and linked with sustainment outcomes. This system assigns all tenancies to one of 3 risk levels based on multiple criteria about tenancies (see Table 8). If a tenancy meets one or more criteria at a given risk level, they are assigned to the highest applicable risk level. Tenancies meeting high-risk criteria are subject to increased numbers of CSVs under the TMP. Notably, due to resource limitations in DCJ Housing, the last risk assessment metric (last successful CSV date) incorporates actions that may not be the direct result of tenant behaviour. As a result, tenancies may be assessed at medium risk independent of tenant actions.

TABLE 8.   RISK LEVELS AND CRITERIA

Criterion	None/ Low Risk	Medium Risk	High-risk
Rent Arrears	None	2 weeks' rent or less	More than 2 weeks' rent
Water Arrears	Less than $20	Between $20 and $50	More than $50
Two-person visit	No	No	Yes
Caution warning for visits on file	None	None	Yes
Tenant Damage Business Actions	None created in last 12 months	One or more created in last 12 months	One or more current or created in last month
Tenant Damage NCAT Application Business Actions	None created in last 12 months	One or more created in last 12 months	One or more created in last month
Property Care Business Actions	None created in last 12 months	One or more created in last 12 months	One or more current or created in last month
Property Care NCAT Business Actions	None created in last 12 months	One or more created in last 12 months	One or more created in last month
ASB Business Actions	None created in last 12 months	One or more created in last 12 months	One or more created in last month
ASB NCAT Applications	None created in last 12 months	One or more created in last 12 months	One or more created in last month
ASB Warning Letters	None sent in last 12 months	One or more sent in last 12 months	One or more sent in last month
ASB Strike Letters	None sent in last 12 months	One or more sent in last 12 months	One or more sent in last month
ASB Notice Letters	None sent in last 12 months	One or more sent in last 12 months	One or more sent in last month
ASB Termination Letters	None sent in last 12 months	One or more sent in last 12 months	One or more sent in last month
Last successful CSV date (for tenancies over 3 months in length)	Within last 12 months	Greater than 12 months	N/A (not relevant if other criteria met)

3.2   WAS THE TMP IMPLEMENTED AS INTENDED?

3.2.1   DID THE ENHANCED CSV PROCESS SUPPORT THE IDENTIFICATION OF SUSTAINMENT RISKS?

As part of the TMP, pilot sites introduced a program of enhanced CSVs intended to support tenancy teams to more effectively identify tenancies at risk. The enhanced CSV process required Client Service Officers (CSOs) to conduct a more thorough inspection of the

property compared to the business-as-usual approach (e.g., through being required to inspect all rooms of a property), and to conduct a more detailed interview with the tenant where additional issues can be identified and reported.

THE ENHANCED CSV PROCESS APPEARS TO SUPPORT IDENTIFYING PROPERTY CARE AND TENANT DAMAGE RISKS

CSOs in pilot and comparison sites recorded information regarding CSVs conducted, such as any issues flagged and the duration of the visit, into the IVY (I Visit You) data collection application. There was a standard set of questions that CSOs in both pilot and comparison sites answered as part of each CSV. In the pilot sites, CSOs were also required to answer an additional set of more detailed questions regarding the tenancy. The proportion of CSVs where CSOs reported issues raised in the standard set of questions is shown in Table 9. Across all CSVs conducted in the evaluation period, compared to the comparison sites, CSOs in the pilot sites were significantly:

- more likely to report that the property condition was not satisfactory (MD: four percentage points more likely, SWS: two percentage points more likely)
- less likely to have other issues raised (MD: 13 percentage points more likely, SWS: 11 percentage points more likely)
- more likely to identify that the tenant requires a referral to a support agency (MD: four percentage points more likely, SWS: two percentage points more likely)[5].

This suggests that the enhanced CSV process put in place in the pilot sites influenced the way CSOs identified tenancy risks during CSVs and it is possible that the more comprehensive inspection process is driving the higher levels of property condition issues identified in pilot sites. The higher reported levels of tenants requiring referrals to support agencies suggests that the TMP's increased focus on making referrals to support providers (STSH or Opportunity Pathways) is impacting how CSOs identify and/ or address support needs in the pilot sites than in the comparison sites. Notably, that CSVs in the pilot sites resulted in a substantially smaller proportion of visits where other issues were raised, suggests that the enhanced CSV questions may cover many of the other issues raised during visits in the comparison sites.

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[5] Pearson's chi-square tests were used to test differences in the proportion of CSVs where issues were reported. See Appendix A4.2 for detailed statistical results.

TABLE 9.   PROPORTION OF CSVS IN PILOT AND COMPARISON SITES THAT REPORTED THE ISSUES RAISED IN THE STANDARD CSV CHECKLIST

Issue raised	MD – Comparison	MD – Pilot	SWS – Comparison	SWS – Pilot
Property condition satisfactory	**90%**	**86%**	**96%**	**94%**
Requires referral to support agency	**2%**	**6%**	**1%**	**3%**
Smoke alarm has been installed	99%	100%	99%	99%
Green light working	99%	99%	99%	98%
Kitchen stove secured	**94%**	**97%**	**97%**	**98%**
Requires modification to property	**3%**	**5%**	2%	2%
WHS issues	**4%**	**2%**	**6%**	**1%**
Looking for employment	**5%**	**7%**	3%	3%
Any other issues raised	**20%**	**7%**	**13%**	**2%**
Consider leaving housing	**1%**	**3%**	1%	1%

Source: IVY CSV TMP data, February 2019 – July 2022. Note: Issues bolded are where pilot and comparison sites had a statistically significant difference (p < .05). Note: MD Comparison: N = 3,186; MD Pilot: N = 5,247; SWS Comparison: N = 5,928; SWS Pilot: N = 6,846.

Prior to the roll out of the TMP, the IVY tablet application was rolled out to all CSOs state wide. In addition to this, CSOs in the pilot sites also recorded responses to the enhanced CSV checklist using this technology. The issues raised in the enhanced CSV process and the proportion of CSVs where these issues were reported is shown in Table 10. Between the 2 pilot sites there were different patterns of issues revealed through the enhanced CSV process. CSVs in the MD pilot site more commonly identified visible damage, property squalor and maintenance concerns than CSVs in the SWS pilot site.

Some staff found that taking the tablet into homes and asking each question in the enhanced CSV checklist could inhibit rapport building, and that a 'natural' conversation was more effective in allowing CSOs to identify issues that the tenant may have with their property. This is consistent with the experiences of CSVs observed as part of the evaluation, where CSOs brought the tablet into homes but did not always ask all clients all of the enhanced CSV questions. Reasons for not asking all questions included CSOs not feeling that they could ask the question naturally, or that CSOs already knew the answer to a question (e.g., whether a tenant spoke a language other than English) and did not think it was necessary to ask the question again.

TABLE 10.   THE PROPORTION OF CSVS IN PILOT SITES WHERE ISSUES IN THE ENHANCED CSV CHECKLIST WERE REPORTED

	MD – Pilot	SWS – Pilot
Visible damage	**18%**	**6%**
Property squalor	**7%**	**3%**
Visible alterations	**1%**	**3%**
Maintenance concerns	**30%**	**19%**
Household pets	51%	51%
Mould	6%	6%
Appropriate furniture	**93%**	**96%**
Lawn maintenance	**72%**	**80%**
Neighbour concerns	**10%**	**4%**
Fraud	1%	0%
Felt safe	**99%**	**100%**
Drugs and weapons	**2%**	**1%**
All rooms inspected	**98%**	**99%**
Currently employed	**12%**	**18%**

Source: IVY CSV TMP data, February 2019 – July 2022. Note: Issues bolded are where pilot sites had a statistically significant difference ($p < .05$); MD Pilot: N = 5,247; SWS Pilot: N = 6,846.

STAFF DIFFERED IN THEIR UNDERSTANDING OF THE ENHANCED CSV PROCESSES

Since the introduction of the TMP, there has been staff turnover in the pilot sites, which has resulted in some newer staff coming on board who were less clear about how the TMP was intended to differ from a business-as-usual approach. DCJ Housing staff interviewed in the MD site reported a clear understanding of the TMP; however, they noted that some newer staff did not have the experience of working in their roles under the business-as-usual approach to tenancy management, and as a result were not able to compare TMP processes to those in place before the pilot.

In the SWS pilot site, several DCJ Housing staff who had joined the tenancy team after the introduction of the pilot reported having a limited understanding of what is involved in the TMP pilot, separate to their involvement in making referrals to service providers as part of the STSH pilot, which may have been driven by limited communication regarding TMP policies and procedures at this site. This has been a barrier for the continued effective implementation of the enhanced CSV processes across the pilot sites.

3.2.2   DID TMP PILOT SITES MEET TARGETS FOR INCREASED CSV COVERAGE?

As part of the TMP, KPIs were introduced regarding CSV coverage rates in the pilot sites. These were:

- 100% of tenancies receiving a client service visit within the previous 12 months
- 65% of high-risk tenancies receiving 2 client service visits in the previous 12 months
- 100% of new tenancies receiving a CSV within 8 weeks of commencement.

THE TMP PILOT SITES HAD HIGHER CSV COVERAGE RATES THAN COMPARISON SITES, BUT STRUGGLED TO MEET THE TARGETS FOR HIGH-RISK TENANCIES

Compared to the December 2018 baseline, both pilot sites saw an increase in the proportion of tenancies that had received a CSV within the previous 12 months, by November 2022 (Table 11). The MD pilot site saw the largest improvement, with a 30-percentage point increase from the baseline. Both pilot sites saw a greater increase from the baseline than their comparison sites; however, the pilot sites had not reached the target of 100% of tenancies receiving a CSV within the previous 12 months.

TABLE 11.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES THAT HAD RECEIVED A CSV WITHIN THE PREVIOUS 12 MONTHS

Site	December 2018	November 2022	Change from baseline
MD – Comparison	75.6%	88.2%	12.6%
MD – Pilot	62.4%	92.0%	29.6%
SWS – Comparison	78.1%	89.0%	10.8%
SWS – Pilot	72.9%	92.6%	19.6%

Source: TMP Tenancy Reports: December 2018 – November 2022.

There were notable differences in the changes in CSV coverage from the baseline observed in the MD subsites. Albury increased CSV coverage of its tenancies from the baseline, showing similar improvement to the SWS pilot site (Table 12). Despite only half of tenancies in MD – Griffith having had a CSV in the previous 12 months at baseline, by November 2022 nearly all tenancies (98%) had received a recent CSV. MD – Griffith had the most improvement in CSV coverage and was the most successful in meeting the relevant KPI for this metric.

TABLE 12.   THE PROPORTION OF TENANCIES IN THE MD PILOT SITES THAT HAD RECEIVED A CSV WITHIN THE PREVIOUS 12 MONTHS

MD subsite	December 2018	November 2022	Change from baseline
Albury	70%	88%	18%
Griffith	51%	98%	47%

Source: TMP Tenancy Reports: December 2018 – November 2022.

In contrast to the overall CSV coverage, there was less improvement in the proportion of high-risk tenancies in the pilot sites that had received at least 2 CSVs in the previous 12 months (Table 13). The MD pilot site was the only site where a higher proportion of high-risk tenancies had received at least 2 CSVs in the previous 12 months at the end of the evaluation period compared to baseline, however none of the pilot sites had met the KPI (65% of high-risk tenancies with at least 2 CSVs in the previous 12 months) for this metric at the end of the evaluation period. This is likely driven by the COVID-19 related impact on CSV delivery, which are discussed in more detail below.

TABLE 13.   THE PROPORTION OF HIGH-RISK TENANCIES IN THE PILOT AND COMPARISON SITES THAT HAD RECEIVED AT LEAST 2 CSVS IN THE PREVIOUS 12 MONTHS

Site	December 2018	November 2022	Change from baseline
MD – Comparison	9.41%	8.2%	-1.2%
MD – Pilot	8.96%	29.9%	21.0%
SWS – Comparison	9.52%	2.9%	-6.6%
SWS – Pilot	11.65%	6.4%	-5.2%

Source: TMP Tenancy Reports: December 2018 – November 2022.

An examination of changes in this metric in the 2 MD subsites separately found that Griffith drove the improvement in ensuring high-risk tenancies received multiple CSVs. At baseline, only 2% of high-risk tenancies in Griffith had received 2 or more CSVs in the previous 12 months (Table 14). By the end of the evaluation period, this had increased to nearly half (48%) of all high-risk tenancies. As was seen in the overall CSV coverage rates, Albury showed a similar change to the SWS pilot site over the evaluation period.

TABLE 14.   THE PROPORTION OF HIGH-RISK TENANCIES IN THE MD PILOT SITES THAT HAD RECEIVED AT LEAST 2 CSVS IN THE PREVIOUS 12 MONTHS

MD subsite	December 2018	November 2022	Change from baseline
Albury	16%	11%	-5%
Griffith	2%	48%	46%

Source: TMP Tenancy Reports: December 2018 – November 2022.

Due to the way that CSV data is recorded in IVY, we were unable to examine the proportion of new tenancies that had received their first CSV within 8 weeks of tenancy commencement.

COVID-19 RELATED RESTRICTIONS IMPACTED THE ABILITY OF PILOT SITES TO MEET CSV COVERAGE TARGETS

An unanticipated but substantial factor that impacted the ability for the TMP to be implemented as intended was the COVID-19 pandemic. On 18 March 2020, all scheduled CSVs were cancelled, and only critical CSVs were to be completed face-to-face. Following this, the completion of CSVs throughout 2020 and 2021 was driven by the risk appetite of each district. Differences between districts in COVID-19 case numbers, restrictions on movement and availability of staff in the office resulted in differences in when CSVs were conducted across the TMP sites. In most districts, CSVs returned to business-as-usual on 3 March 2022, with CSVs only able to be postponed in exceptional circumstances.

The periods of reduced CSV capacity impacted the pilot sites' abilities to increase CSV coverage and ensure that all tenancies had received at least one CSV in the previous 12 months. Figure 3 illustrates that prior to COVID-19 restrictions, both pilot sites substantially increased CSV coverage across their tenancies, clearing the backlog of tenancies without a recent CSV. At February 2020, nearly all tenancies had received a CSV in the previous year (MD: 96%, SWS: 97%). Over this period, the CSV coverage in the comparison sites remained broadly similar to their baseline levels. Following the decline in CSV numbers driven by COVID-19 and related restrictions, both pilot sites saw a steady decline in CSV coverage as increasing numbers of tenancies passed 12 months since their last CSV. The MD pilot site, which was less impacted by COVID-19 restrictions than the SWS site, was able to increase CSV coverage across 2021 and ensure that a higher proportion of its tenancies had received a CSV in the previous 12 months than the comparison site. After CSV coverage rates in the SWS pilot site remaining steady across most of 2021, across 2022 there was a notable increase in the proportion of tenancies receiving a CSV within the previous 12 months. Both comparison sites also increased CSV coverage during 2022, as there was a state-wide push to increase CSV rates after the lifting of COVID-19 restrictions.

FIGURE 3.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES THAT HAD RECEIVED A CSV IN THE PREVIOUS 12 MONTHS, BY MONTH
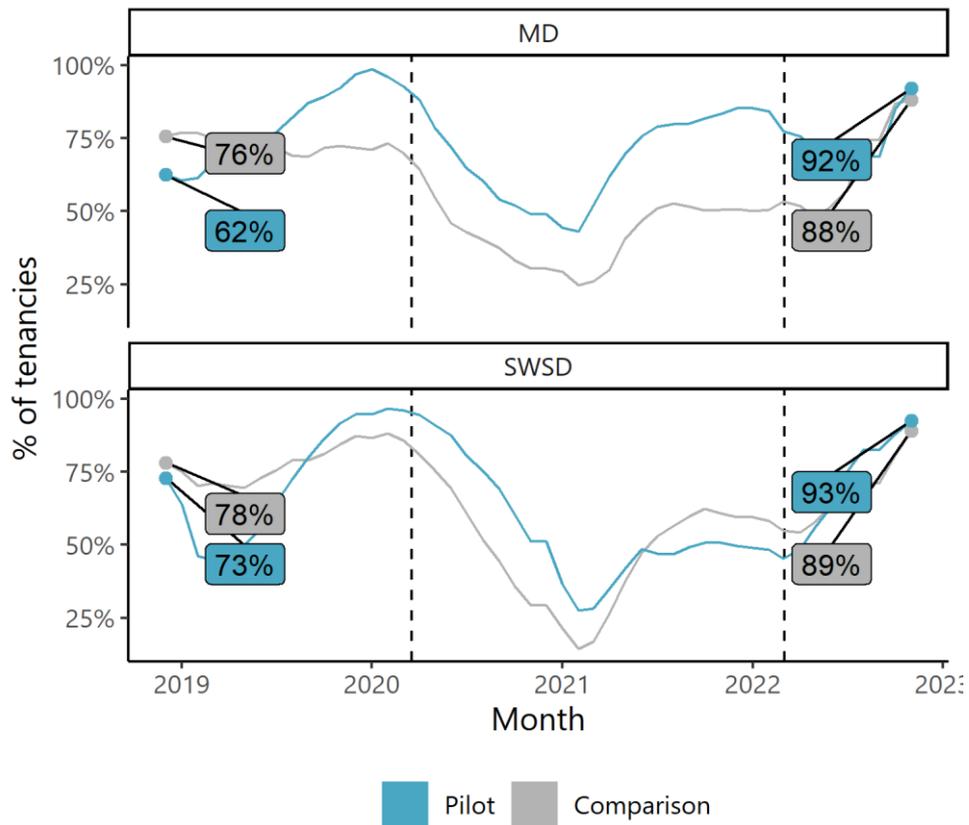
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the dates at which CSVs were first impacted by COVID-19 restrictions and when COVID-19 restrictions on CSVs were lifted across all sites.

Examining CSV coverage across the MD subsites also demonstrates that MD – Griffith, which was less impacted by COVID-19 restrictions than MD – Albury, had a smaller decline in CSV coverage after the initial cessation of all CSVs and was able to return to the pre-COVID peak coverage levels faster (Figure 4).

FIGURE 4.   THE PROPORTION OF TENANCIES IN MD PILOT SITES THAT HAD RECEIVED A CSV IN THE PREVIOUS 12 MONTHS, BY MONTH
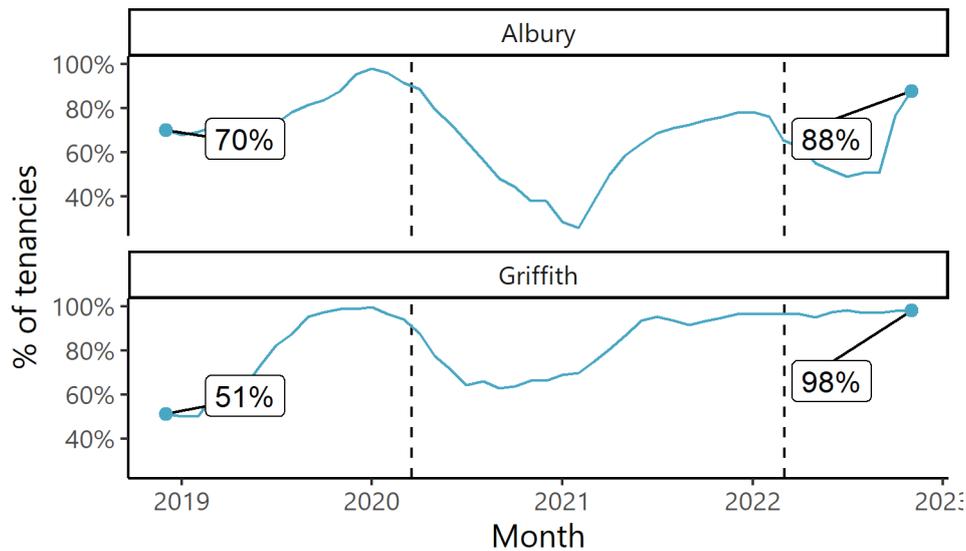
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

The impact of COVID-19 restrictions on the proportion of high-risk tenancies that received two or more CSVs in the past 12 months is shown in Figure 5. Both pilot sites saw substantial increases in the proportion of high-risk tenancies that had two recent visits over the initial phase of the program however, similar to the overall CSV coverage rates described above, this declined after the introduction of restrictions on CSVs as a result of the COVID-19 pandemic. There is a similar pattern to the overall CSV coverage rate seen in the proportion of high-risk tenancies that had received two or more recent CSVs seen in the MD – Albury and MD – Griffith subsites (Figure 6). In MD – Griffith, which was less impacted by COVID-19 restrictions, there was an initial increase in high-risk tenancies with two or more recent CSVs, and this remained relatively stable even after the introduction of restrictions on CSV. This was not observed in MD – Albury.

FIGURE 5.   THE PROPORTION OF HIGH-RISK TENANCIES IN PILOT AND COMPARISON SITES THAT RECEIVED TWO OR MORE CSVS IN THE PAST 12 MONTHS, BY MONTH
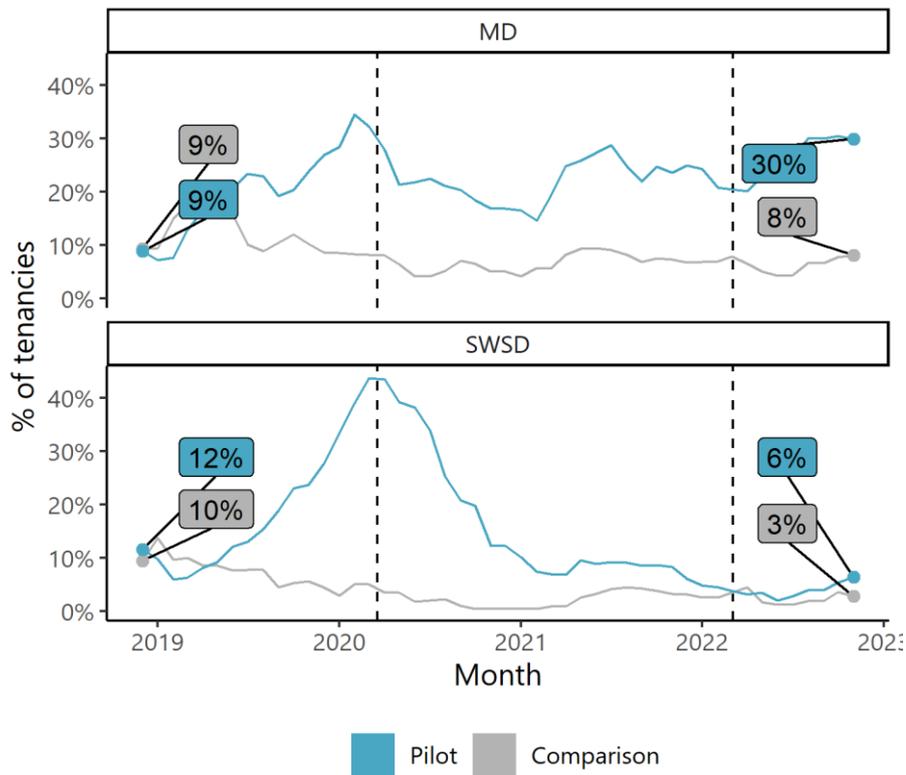
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the dates at which CSVs were first impacted by COVID-19 restrictions and when COVID-19 restrictions on CSVs were lifted across all sites.

FIGURE 6.   THE PROPORTION OF HIGH-RISK TENANCIES IN MURRUMBIDGEE PILOT SITES THAT RECEIVED TWO OR MORE CSVS IN THE PAST 12 MONTHS
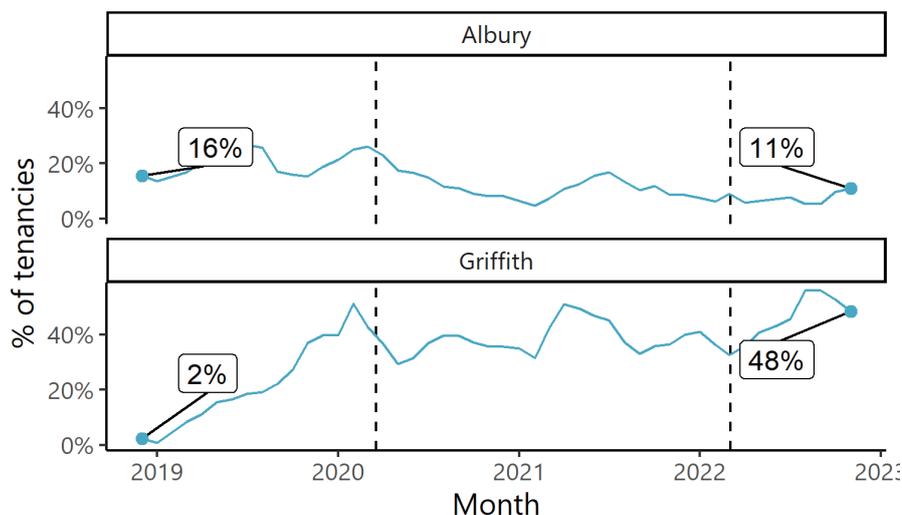
Source: Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the dates at which CSVs were first impacted by COVID-19 restrictions and when COVID-19 restrictions on CSVs were lifted across all sites.

STAFFING LEVELS AND TURNOVER IMPACTED CSV COVERAGE RATES

A key aspect of the TMP was the additional funded positions in the tenancy teams, which was intended to allow tenancy teams in the pilot sites to have smaller portfolio sizes than tenancy team staff in the comparison sites, to enable teams to deliver more intensive tenancy management services Initially pilot sites were funded for 7 positions per site; however, as the program was extended from June 2020, the number of funded positions in each site was reduced to 4 per site.

DCJ Housing staff, particularly in the MD pilot site, emphasised that the higher staffing levels and smaller portfolio sizes gave staff more time to complete CSVs, which allowed them to increase the CSV coverage rate and spend more time with each client. Smaller portfolio sizes also had a notable impact in Griffith due to the high geographic coverage of this office. When staffing levels were lower, either through the reduction in funded positions as part of the extension of the pilot, or as a result of staff turnover, staff had less capacity to meet KPIs regarding higher CSV coverage rates. This has also been found in the baseline and interim evaluation of TMP. In MD – Albury, DCJ Housing staff highlighted that high staff turnover at the site did not allow the tenancy team to benefit from reduced caseloads for several months, as some tenancy team members had to cover multiple portfolios. The impact of this on CSV coverage rates is illustrated in Figure 4, with the proportion of tenancies that had received a CSV within the previous 12 months steadily declining across the first half of 2022. As staffing issues in this site have been resolved, CSV coverage rates have begun to improve.

Interaction between the TMP and STSH

Tenancy staff in the TMP pilot sites were involved in the delivery of both the TMP and STSH pilots. There was an increased workload for tenancy staff associated with both programs, compounded by staff turnover and lower staffing levels, which put additional pressure on the capacity of staff to deliver additional activities required as part of the implementation of each pilot.

3.2.3   DID THE RISK-BASED APPROACH ALLOW DCJ HOUSING TO MORE EFFECTIVELY IDENTIFY SUSTAINMENT RISKS?

The tenancy risk assessment was introduced to allow DCJ Housing staff to more effectively focus their activities on tenancies where sustainment risks have been identified. Almost all of the sustainment risks that contribute to the tenancy risk assessment are driven by tenant actions (e.g., rent or water arrears, property care issues, complaints about anti-social behaviour (ASB)). A tenancy can also be flagged as at medium risk if it has not received a successful CSV within the past 12 months; unlike the other risk factors, recency of the last successful CSV is not driven by the actions of the tenant. It was anticipated that at TMP pilot sites, as CSV coverage increased towards the target of 100% of tenancies receiving a CSV within the past 12 months, the proportion of tenancies flagged as at-risk due to uncertainty would decrease, and the risk profile of the sites would more accurately reflect the true risk status of the tenancies.

DCJ HOUSING'S TENANCY RISK ASSESSMENT WAS VERY SENSITIVE TO CSV COVERAGE RATES

Changes in the proportion of tenancies assessed as at low, medium, or high risk in the pilot and comparison sites from baseline across the evaluation period in the initial phase of the TMP are shown in Figure 7. Prior to the introduction of COVID-19 restrictions, the risk profiles of the pilot sites changed as anticipated. At baseline, both pilot sites had higher proportions of tenancies assessed as at medium or high risk than their comparison sites. Shortly after the introduction of the TMP, both pilot sites saw a substantial decrease in the proportion of tenancies at medium risk as DCJ Housing staff increased CSV coverage, resulting in a substantially smaller proportion of at-risk tenancies where the risks were driven by tenant actions.

In March 2020, restrictions introduced as a result of the COVID-19 pandemic limited the ability of DCJ Housing staff to conduct CSVs as planned. As CSV coverage declined, this resulted in a steady increase in the proportion of tenancies across pilot and comparison sites assessed as at medium risk. During this period where CSVs were not able to be completed as intended, the increase in medium risk was predominantly driven by the inability of CSOs to complete CSVs rather than changes in risk driven by tenant behaviour, limiting the ability of the medium risk flag to accurately reflect the level of tenancy risk.

FIGURE 7.   RISK PROFILE OF TENANCIES IN THE PILOT AND COMPARISON SITES ACROSS THE EVALUATION PERIOD
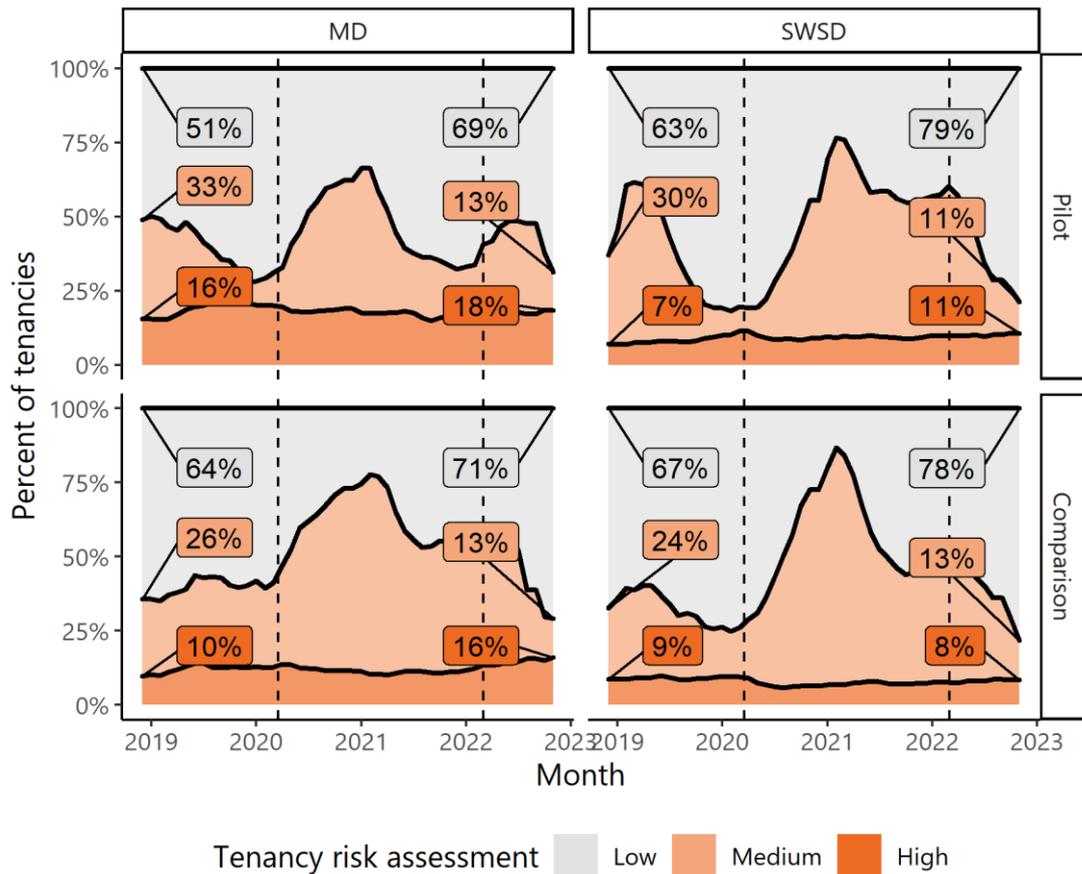
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

THE TENANCY RISK ASSESSMENT MORE EFFECTIVELY REFLECTED SUSTAINMENT RISKS WHEN CSV COVERAGE WAS HIGH

The MD – Griffith pilot site, where CSVs were less impacted by COVID-19 restrictions, provides the clearest illustration of how the implementation of the tenancy risk assessment would have looked if CSVs were able to be completed as anticipated. As described above, from mid-2021, nearly all tenancies in Griffith had received a recent CSV. With very few tenancies considered at risk because they had not had a recent CSV, the tenancy risk assessment more clearly reflects the true sustainment risks across the site (Figure 8). DCJ Housing staff can therefore use this data to direct their efforts to tenancies where tenant-driven sustainment risks have been flagged.

FIGURE 8.   RISK PROFILE OF TENANCIES IN THE MD PILOT SITES ACROSS THE EVALUATION PERIOD
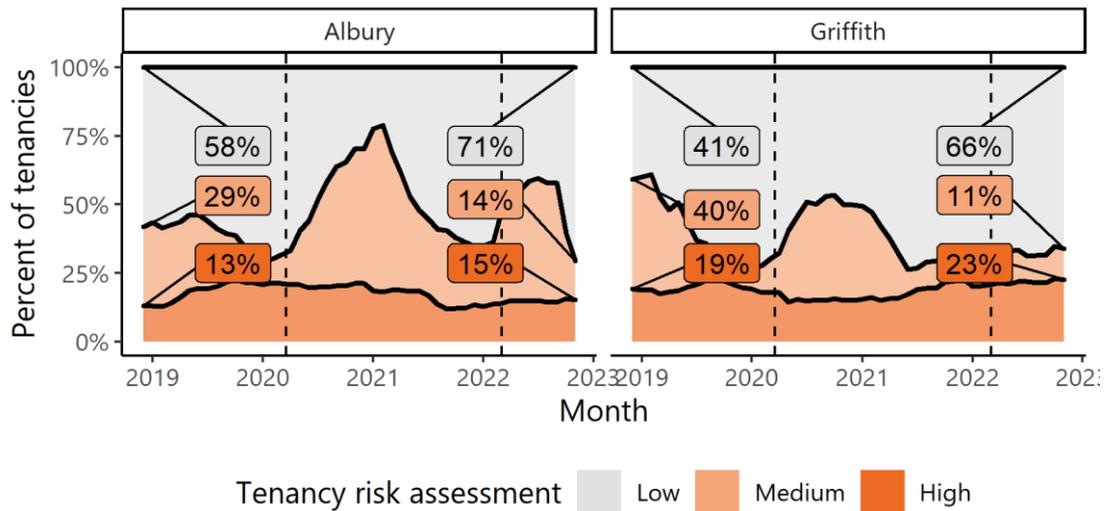
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

THE TMP WAS MOST EFFECTIVE AT SUPPORTING STAFF TO IDENTIFY RISK DRIVEN BY PROPERTY CARE AND TENANT DAMAGE

The utility of the tenancy risk assessment was limited as a result of the surge in tenancies flagged as at medium risk due to not receiving a scheduled CSV during the period of COVID-19 restrictions. But, by examining the changes in tenancies flagged as at medium or high risk for each risk factor, the TMP's impact on the ability to identify different sustainment risks can be more readily observed.

As noted, a range of risk factors contribute to the risk level assigned to a tenancy. Some of these risk factors, such as rent and water arrears, are already monitored by DCJ Housing processes and risk can easily be flagged. Other risk factors, such as property care and tenant damage, require successful CSVs to identify.

The TMP, through funding additional staff and implementing a program of enhanced CSVs, was intended to allow staff in the pilot sites to more effectively identify these risks through reducing the portfolio size for CSOs, and assisting them to increase the CSV coverage rate whilst conducting more in-depth visits. The proportion of tenancies that met the medium or high-risk criteria due to property care issues is shown in Figure 9. Both pilot sites saw an increase in property care risks identified over the early implementation period that did not occur in the comparison sites, as CSOs increased CSV coverage and gained a more comprehensive understanding of property care issues in each site.

The proportion of tenancies at risk due to property care issues declined across the period of COVID-19 restrictions on CSVs; however, the increase in tenancies at risk due to property care issues evident across all pilot and comparison sites after COVID-19 restrictions lifted

indicates that these risks continue to exist and require consistently high CSV coverage to oversee effectively.

FIGURE 9.   THE PROPORTION OF TENANCIES AT MEDIUM OR HIGH RISK DUE TO PROPERTY CARE IN THE PILOT AND COMPARISON SITES ACROSS THE EVALUATION PERIOD
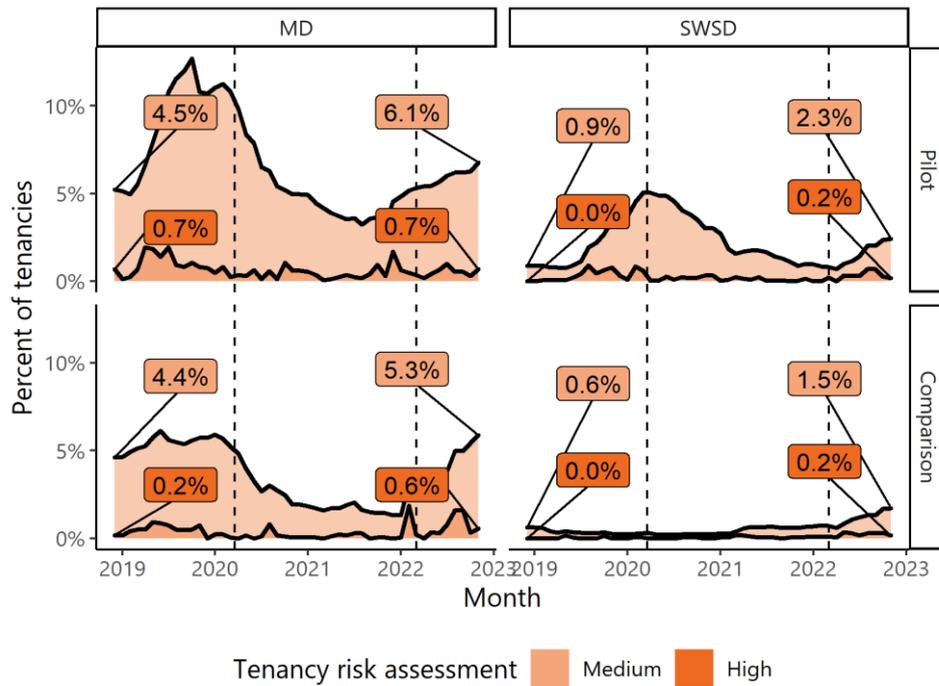
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

In contrast, pilot and comparison sites did not notably differ in the proportion of tenancies flagged at medium or high risk due to rent or water arrears (see A4.2, Appendix 4). As the identification of these risks is already a standardised process, the additional resourcing and changes in processes provided by the TMP is less relevant in identifying risk, and factors external to the program (e.g., the increases to JobSeeker payments during the COVID-19 pandemic) are more influential on driving site-level changes in arrears levels.

3.3   HOW DID THE TMP CHANGE THE DELIVERY OF TENANCY MANAGEMENT AND SUPPORT SERVICES?

3.3.1   WHAT WERE THE CHANGES TO WAYS OF WORKING FOR DCJ HOUSING STAFF?

DCJ HOUSING STAFF GENERALLY HAD MORE TIME TO COMPLETE THEIR WORK, AND COULD TAKE A MORE PROACTIVE APPROACH TO TENANCY MANAGEMENT

As discussed in Section 3.2.2, one of the key features of the TMP was additional staffing resources for pilot site tenancy teams. Additional staff in the tenancy teams allowed for smaller portfolios, which gave staff members more time to complete their work activities. With fewer tenancies in their portfolios, CSOs were able to visit tenants more frequently and spend more time building relationships with them, and this allowed them to better identify tenancies at risk of negative exits and tenants who may require referrals to support services.

DCJ Housing staff noted that smaller portfolio sizes and the enhanced CSV process implemented as part of the TMP resulted in longer CSVs than before the pilot. This is reflected in the CSV duration data recorded in IVY (Table 15). On average, CSVs conducted by CSOs in the pilot sites were longer than in the comparison sites (2 minutes longer in MD, 4 minutes longer in SWS). These differences were statistically significant (MD: $t(2268) = 2.36$, $p = .02$; SWS: $t(5794) = 19.43$, $p < .001$).

TABLE 15.   DURATION OF CSVS CONDUCTED IN PILOT AND COMPARISON SITES ACROSS THE EVALUATION PERIOD

District	N	Mean	SD	Min	Max
MD – Comparison	1,753	8	24	1	952
MD – Pilot	2,776	10	11	1	139
SWS– Comparison	2,926	6	6	1	112
SWS – Pilot	3,241	10	8	1	96

Source: IVY CSV TMP data, February 2019 – July 2022. Note: CSVs where the recorded duration was less than zero minutes or greater than 24 hours have been excluded from this analysis.

Some DCJ Housing staff also noted that the TMP resulted in increases in other aspects of their workload. CSOs in the MD pilot site noted that the additional time available to conduct more frequent and in-depth CSVs contributed to identifying more breaches (see Section 3.2.1). As a result of this, staff also spent more time managing breaches that resulted in NCAT hearings. The impact of this on the intended outcomes of the program is discussed in more detail in Section 3.4.3.

THE TMP HAD A MIXED IMPACT ON STAFF EXPERIENCES OF STRESS

In the MD pilot site, DCJ Housing staff reported generally experiencing lower levels of stress at work during the delivery of the TMP, compared to before the pilot. As many DCJ Housing staff involved in the SWS pilot site had not been in their roles prior to the introduction of the TMP they were unable to report changes in stress that they could attribute to the program.

Staff noted that contributors to stress at work include the following:

- unfilled positions and/ or high levels of staff turnover
- high levels of client complexity

- not having sufficient professional support or time available to debrief.

Staffing levels in particular had a notable impact on pilot staff experiences of stress. As discussed above, the additional staffing levels allowing smaller portfolio sizes was a key feature of the TMP, and smaller portfolio sizes were important to ensure that the additional intensive tenancy management activities delivered as part of the TMP did not have an adverse impact on staff workload. When teams were understaffed, or where there were high levels of staff turnover, tenancy teams in the pilot sites had higher workloads, which resulted in higher levels of stress for staff. This was a particular issue in MD – Albury where understaffing in the first half of 2022 impacted the team's ability to complete work activities as intended (see Section 3.2.2 for more detail). One DCJ Housing staff member in the MD pilot site noted that when the team was fully staffed to deliver the TMP after a period of understaffing, staff stress levels reduced.

> *Now it's much calmer, everyone's happy again […] and that's the way it should be, because as I said, you do get quite a heavy load and you get quite a lot of baggage. So, it's very important for the wellbeing in the office. I know it's all about the tenants, but it's also about our wellbeing to be able to do our job properly to the best of our ability. –* DCJ Housing staff member, MD – Albury, Interview

TENANCY TEAMS IN THE PILOT SITES REPORTED GREATER JOB SATISFACTION AS A RESULT OF THE TMP

DCJ Housing staff across both TMP pilot sites reported they felt more satisfied with their job as a result of the pilot. Staff felt better able to support tenants, and they could see improvements in tenancy outcomes compared to before the pilot.

> *I think you're definitely more satisfied. More so because you're building rapport with clients at a greater level than you were before. You can see achievements a lot more too. Even negative ones where we have gone to tribunal, we've gotten this specific performance order, you've gone back and they've achieved what you've asked for. You didn't really see that before because it was always just a down spiral. –* DCJ Housing staff member, MD – Griffith, Interview

THE TMP HAD A LIMITED IMPACT ON HOW SAFE STAFF FELT AT WORK

Across both pilot sites, DCJ Housing staff reported that the TMP had a limited impact on how safe they felt at work. In the MD pilot site, some staff noted that the increased community engagement or improved relationships with clients that occurred as a result of the TMP could help staff to feel safer. However, they noted that these improvements were incidental, and did not improve feelings of safety for staff who did not feel safe in their work activities prior to the pilot.

In MD – Griffith, DCJ Housing staff noted that as a result of the increased staffing of the tenancy team in the pilot site, there was more capacity for 2-person visits to take place where there were safety concerns, which could increase staff safety. One DCJ Housing staff member from MD – Griffith described two-person visits as 'a luxury we didn't' have' prior to the TMP, and they felt that under the TMP two-person visits could take place without putting more

pressure on other tenancy team staff. This is seen in the tenancy reports that indicate that both MD sites, in particular Griffith, saw a substantial increase in the proportion of tenancies that were flagged as a 2-person visit from baseline across the evaluation period (Figure 10). In contrast to those in the MD site, most staff at the SWS pilot site did not report increased numbers of 2-person visits as a result of the TMP and the data did not show any notable change in the proportion of tenancies that were flagged as 2-person visits from baseline.

FIGURE 10.   THE PROPORTION OF TENANCIES FLAGGED AS A 2-PERSON VISIT ACROSS PILOT AND COMPARISON SITES
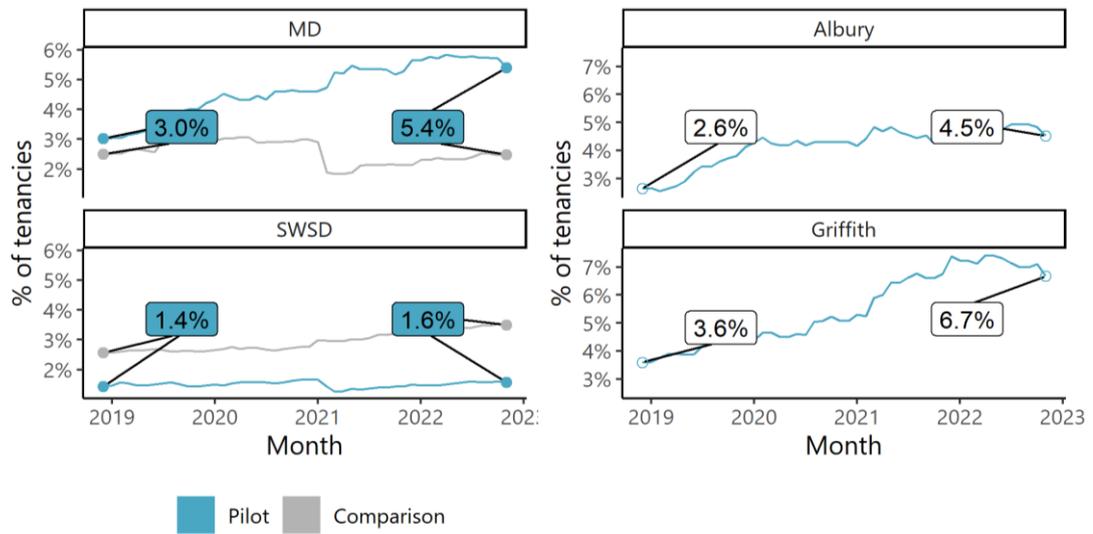
Source: TMP Tenancy Reports: December 2018 – November 2022.

THE TMP HELPED DCJ HOUSING STAFF DEVELOP MORE POSITIVE RELATIONSHIPS WITH TENANTS

As discussed above, the TMP allowed DCJ Housing staff to engage with tenants in a different way than they had previously, through allowing CSOs to visit tenants more frequently and to have longer and more in-depth discussions during these visits. DCJ Housing staff reported that this resulted in improved experiences when engaging with tenants, as having more time with each tenant during CSVs helped them develop positive and meaningful relationships. DCJ Housing staff also noted that this improved rapport also led to tenants feeling more comfortable discussing with their CSO any challenges they may be experiencing. This in turn allowed CSOs to more effectively refer tenants to appropriate services, including STSH, to support them in sustaining their tenancies.

During observations of CSVs as part of the evaluation, ARTD staff saw CSOs interacting positively with tenants. Visits did not seem rushed, and time was taken to listen to tenants' needs and support them where possible; for example, communicating in a non-judgemental way and providing them with the appropriate form to access credits in a water account. In one case of an at-risk tenancy, the CSO offered to connect the tenant with STSH.

The introduction of the TMP also allowed for more positive interactions with tenants outside of CSVs, with DCJ Housing staff having an increased presence in the community and CSOs becoming better known by tenants. Staff in MD – Albury noted that community engagement events provided them opportunities to support and check in on tenants outside of formal visits or contacts, and that community engagement could be consciously used to create these opportunities to interact with tenants.

> *So, we have that positive interaction with [tenants]. [The community engagement event is] not there to chase them for rent arrears or talk about their property care. It's, 'Here, have a meal.' 'Hey, how are things going?' 'Oh, you've applied for a job, awesome, cool.' So we've become a positive face of DCJ, rather than just the negative one there, keeping them accountable. – DCJ Housing staff member, MD – Albury, Interview*

3.3.2   DID CLIENT EXPERIENCES OF TENANCY MANAGEMENT SERVICES CHANGE AS A RESULT OF THE TMP?

THE TMP IMPROVED TENANTS' EXPERIENCES OF ENGAGING WITH DCJ HOUSING

DCJ Housing noted that the increased frequency of CSVs helped tenants be accountable in addressing tenancy risks such as property care. DCJ Housing staff also felt that the intensive tenancy management services delivered as part of the TMP showed tenants that their CSO could respond to their needs. DCJ Housing staff in the SWS pilot site noted that tenants now knew their CSO personally and would contact them if they needed to, which was not the case before the pilot.

Staff from the MD pilot site found that the changed ways of working for DCJ Housing staff under the TMP, particularly the increased presence of DCJ Housing staff in the community and their increased ability to respond to clients' needs, contributed to a changed community perception of DCJ Housing. Clients were now seeing that government agencies are there to help them, want them to be able to stay in their home and can connect them with the right services to support this.

> *So, I think by us being out there too, they've sort of seen that, 'Well we can call [DCJ] Housing because they'll listen.' – DCJ Housing staff member, MD – Griffith, Interview*

TENANTS IN THE MD PILOT SITE REPORTED HIGHER LEVELS OF SATISFACTION WITH DCJ HOUSING SERVICES THAN TENANTS IN THE COMPARISON SITE

To understand tenant experiences of social housing, DCJ conducted the Housing Outcomes and Satisfaction Survey (HOSS) in 2019, 2020 and 2021. HOSS respondents were representative of the districts surveyed, and the survey results may provide an indication of changes in satisfaction with living in social housing over time. To examine the impact of the TMP on satisfaction with social housing we examined differences in the reported experiences of tenants in the pilot and comparison districts, however as other factors external to the pilot (e.g. COVID-19 and related changes in tenancy management processes) differences across sites may not necessarily be attributed to the effect of the TMP.

Figure 11 shows tenant satisfaction with DCJ Housing services as assessed through the HOSS in the final year of survey collection. Wilcoxon signed-rank tests were used to examine if there were statistically significant differences in reported satisfaction between pilot and comparison sites. In the MD pilot site, compared to the comparison site, tenants reported higher levels of satisfaction:

- with **communication** with DCJ Housing (W = 15043, p = .022)
- that DCJ Housing **listens to tenants' views** and acts on them (W = 15868, p = .045)
- with the **property management** provided by DCJ Housing (W = 14979, p = .011).

There were no statistically significant differences between the experiences of tenants in the SWS pilot site and those in the comparison site, however the general trend across both pilot sites in 2021 was towards greater satisfaction with DCJ Housing services.

Compared to SWS the MD pilot site was less impacted by COVID-19 and was better able to implement the TMP as intended through implementing the enhanced CSV process and increasing CSV coverage. That there were significant differences between pilot and comparison sites in MD but not in SWS suggests that when able to be implemented as intended the TMP can result in improvements in tenant satisfaction with DCJ Housing services compared to where the pilot has not been operating.

FIGURE 11.   TENANT SATISFACTION WITH THE TENANCY MANAGEMENT SERVICES PROVIDED BY DCJ HOUSING IN THE PILOT AND COMPARISON SITES

How satisfied or dissatisfied are you…

that DCJ housing listens to tenants' views and acts on them

	Very dissatisfied/Dissatisfied	Neither	Satisfied/Very satisfied
SWSD - Pilot	27%	23%	50%
SWSD - Comparison	32%	25%	43%
MD - Pilot	19%	26%	55%
MD - Comparison	30%	21%	49%

with communication with DCJ housing

SWSD - Pilot	21%	18%	61%
SWSD - Comparison	20%	22%	58%
MD - Pilot	10%	20%	70%
MD - Comparison	23%	19%	58%

with the property management provided by DCJ housing

SWSD - Pilot	28%	19%	53%
SWSD - Comparison	29%	23%	48%
MD - Pilot	18%	20%	63%
MD - Comparison	25%	22%	52%

with the services provided by DCJ housing

SWSD - Pilot	23%	19%	59%
SWSD - Comparison	24%	21%	55%
MD - Pilot	15%	20%	65%
MD - Comparison	26%	17%	57%

with your neighbourhood as a place to live

SWSD - Pilot	24%	21%	54%
SWSD - Comparison	23%	19%	58%
MD - Pilot	23%	27%	49%
MD - Comparison	27%	21%	52%

with your overall housing situation

SWSD - Pilot	22%	20%	58%
SWSD - Comparison	23%	23%	54%
MD - Pilot	17%	21%	62%
MD - Comparison	21%	22%	57%

Percentage

Response: Very dissatisfied ■ Dissatisfied ■ Neither ■ Satisfied ■ Very satisfied

Source: Housing Outcomes and Satisfaction Survey 2021.

3.4   TO WHAT EXTENT WERE THE INTENDED OUTCOMES FOR TENANCIES ACHIEVED?

3.4.1   DID THE TMP IMPROVE TENANT SATISFACTION AND WELLBEING?

THERE IS LIMITED EVIDENCE REGARDING THE IMPACT OF THE TMP ON TENANT SATISFACTION WITH LIVING IN SOCIAL HOUSING AND ON OVERALL WELLBEING

There is limited information regarding the impact of the TMP alone on tenants' satisfaction with living in social housing and on their overall wellbeing. The Personal Wellbeing Index (PWI) is included in the HOSS distributed by FACSIAR and allows for differences in wellbeing between respondents from the pilot and comparison sites to be examined. In 2021, when the survey was last conducted, there were no significant differences in overall wellbeing for tenants between the pilot and comparison sites, however the impacts of COVID-19 on overall wellbeing may suppress any positive change occurring in the pilot sites.

3.4.2   WERE TENANCIES IN THE PILOT SITES BETTER ABLE TO ADDRESS IDENTIFIED SUSTAINMENT RISKS?

THE TMP REDUCED RENT ARREARS IN THE MD PILOT SITE, BUT NOT THE SWS PILOT SITE

It was anticipated that the introduction of the TMP would support tenancy teams to more effectively address tenancy sustainment risks, including through reducing rent arrears. Although both pilot sites had similar proportions of tenancies in arrears at baseline (10%; see Figure 12), the total amount of arrears was substantially higher in the SWS pilot and comparison sites than in the MD pilot and comparison sites (Figure 13), and the changes in arrears across the evaluation period differed between the sites.

In MD, there was a slight decline in the proportion of tenancies in arrears in the pilot site from baseline to the end of the evaluation period (baseline: 10%; November 2022: 9%). Across the same period of time, the proportion of tenancies in the comparison site increased from 8% to 9%. The MD pilot site also saw a decline in total arrears from baseline across the evaluation period, with total arrears at the comparison site increasing over the same period. In MD – Albury, DCJ Housing staff noted that there were fewer NSW Civil and Administrative Tribunal (NCAT) hearings for rent arrears as a result of the TMP, as staff have more time to address rent arrears with clients and to come to a repayment agreement with them.

Different patterns in the changes in rent arrears were observed in the SWS sites across the evaluation period. Both the SWS pilot site and the comparison site saw a decline in the proportion of tenancies in arrears from baseline to the end of the evaluation period, although the SWS comparison site saw a slightly larger decline in this metric. Early in the implementation of the TMP, there was a notable decline in the proportion of tenancies in arrears and the total arrears for the SWS pilot site in contrast to the comparison site, suggesting that the pilot was able to have the intended impact on rent arrears in a site where this was a substantial risk at baseline. However, there was a dramatic reduction in the proportion and amount of arrears across both sites from March 2020, likely as a result of the

COVID-19 pandemic. Following the return to business-as-usual approach for managing arrears in January 2022, similar arrears patterns were observed for the SWS pilot and the comparison site.

FIGURE 12.   THE PROPORTION OF TENANCIES IN ARREARS IN THE TMP PILOT AND COMPARISON SITES ACROSS THE EVALUATION PERIOD
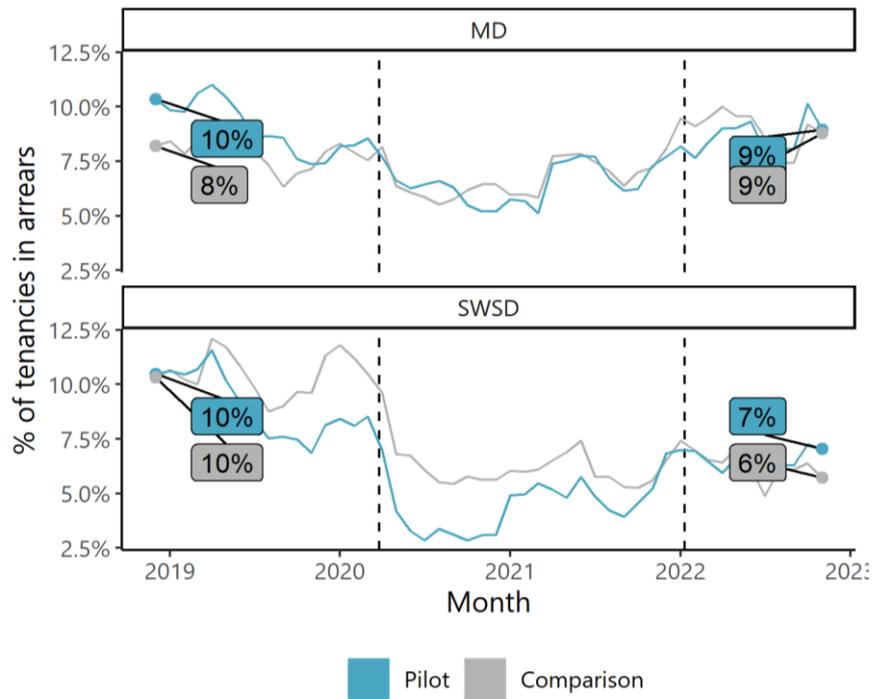
Source: TMP Dashboard, November 2022. Note: Dashed lines indicate the dates in which DCJ Housing policy regarding managing rent arrears was first changed as a result of COVID-19, and when COVID-19 changes in the policy for managing rent arrears were reversed across all sites.

FIGURE 13.   TOTAL ARREARS ACROSS TENANCIES IN THE TMP PILOT AND COMPARISON SITES ACROSS THE EVALUATION PERIOD
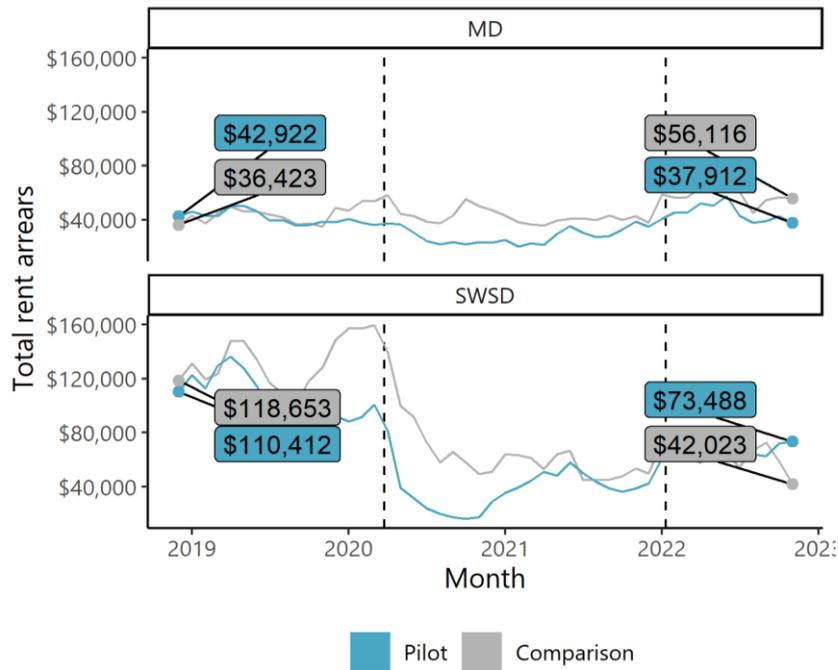
Source: TMP Dashboard, November 2022. Note: Dashed lines indicate the dates in which DCJ Housing policy regarding managing rent arrears was first changed as a result of COVID-19, and when COVID-19 changes in the policy for managing rent arrears were reversed across all sites. Total arrears exclude fraud and non-disclosure.

PROPERTY CARE AND TENANT DAMAGE RISKS IDENTIFIED IN THE PILOT SITES WERE DRIVEN BY CSV COVERAGE RATES AND STAFF CAPACITY

As discussed earlier, the TMP provided pilot sites with additional resources and capacity to both identify and respond to sustainment risks. In particular, the increased CSV coverage allowed pilot sites to more effectively identify risk driven by property care or tenant damage, through more frequent and more in-depth visits (see Section 3.2.3 for more detail). As COVID-19 resulted in extended periods of time where the enhanced CSV process was unable to go ahead as intended, it is difficult to acurately assess the impact of the TMP on addressing the incidence of property care and tenant damage risks. The proportion of tenancies with identified risks driven by property care or tenant damage increased as CSV coverage rates increased in the pilot sites; however, the impact of COVID-19 restrictions on conducting CSVs as planned has made it difficult to assess if the TMP would have been more effective at reducing property care breaches than comparison sites if the sustained high CSV coverage was able to be implemented as intended.

DCJ Housing staff also noted that addressing maintenance issues continued to be a barrier to supporting clients to address property care risks. During ARTD's observations of CSVs in the pilot sites, many tenants raised maintenance issues that were present at their property, and this commonly dominated the conversations between CSOs and tenants. CSOs noted that apart from explaining the process for how tenants can report maintenance issues, they were not able to assist clients with these issues as the responsibility for maintenance rests with LAHC. Issues with the timely resolution of maintenance issues have been consistently raised

across the delivery of TMP, and have been noted and discussed in more detail in the baseline and interim evaluations. As many tenants perceive DCJ Housing and Land and Housing Corporation (LAHC) to be the same entity, delays in addressing maintenance issues can negatively impact the relationship between tenants and DCJ Housing, as well as tenant property care and wellbeing.

THE TMP HAD A MIXED IMPACT ON IDENTIFYING AND ADDRESSING ANTISOCIAL BEHAVIOUR RISKS

There were low levels of tenancies with identified ASB-related risks, in both the pilot and comparison sites, across the evaluation period (Figure 14). At the end of the evaluation period there was a higher proportion of tenancies with recently identified ASB-related risks in the MD pilot site than in the MD comparison site. As DCJ Housing staff in the MD pilot site said the TMP provided them additional time to pursue breaches, it is unclear if this difference reflects an increase in actual ASB-related risks in the MD pilot site or changes in DCJ Housing's capacity to pursue breaches as a result of the TMP. In SWS, ASB-related risks were similar in the pilot and comparison sites across the evaluation period, suggesting that the implementation of the TMP did not impact either the identification or management of sustainment risks related to ASB-related risk in that pilot site.

FIGURE 14. **THE PROPORTION OF TENANCIES WITH MEDIUM OR HIGH LEVELS OF RISK DUE TO ASB**
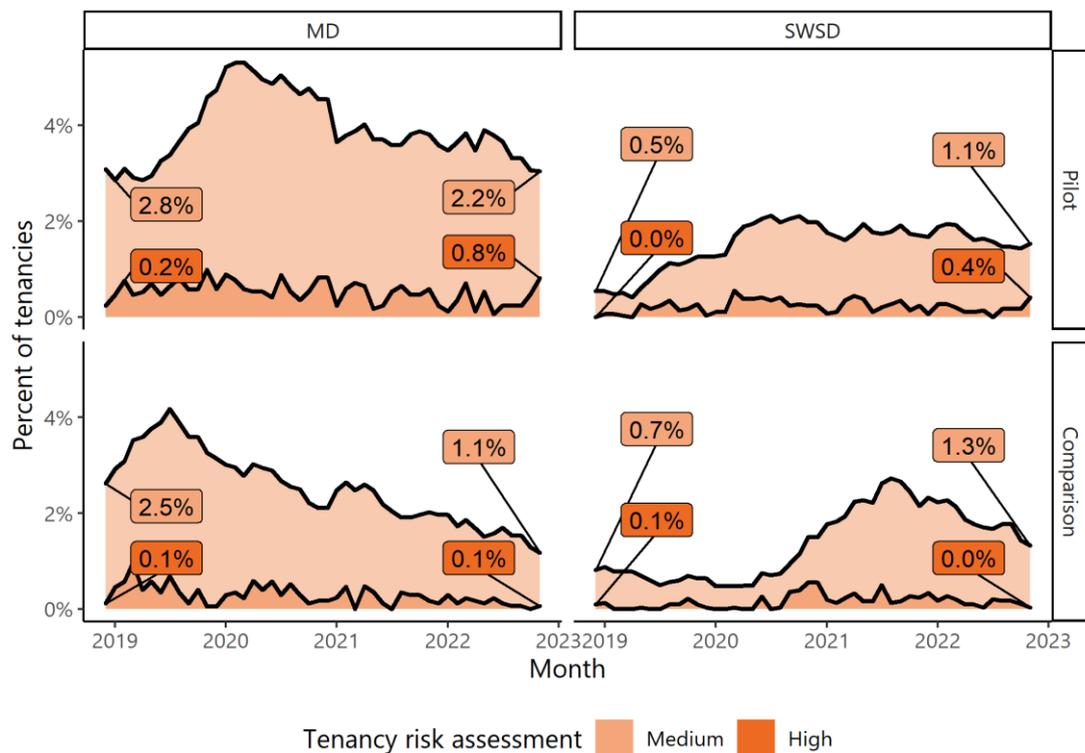
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Medium risk due to ASB business actions: at least one ASB BA created in the past 12 months and no ASB BAs created in the current month. High risk due to ASB business actions: at least one ASB BA created in the current month.

3.4.3   DID THE TMP RESULT IN HIGHER TENANCY SUSTAINMENT RATES IN THE PILOT SITES?

PILOT SITES SAW GREATER DECLINES IN THE NEGATIVE EXIT RATE FROM BASELINE THAN COMPARISON SITES

Negative exits occurred relatively infrequently in the pilot and comparison sites across the evaluation period, in part due to the change in DCJ Housing policy regarding evictions introduced in response to the COVID-19 pandemic[6]. Due to the small numbers of negative exits, the number and proportion of tenancies that ended for negative reasons each month can be quite a volatile measure, making broader trends harder to detect. To examine the impact that the TMP had on negative exits, we examined the proportion of tenancies that had ended for negative reasons across the previous 12 months using a rolling sum of the number of negative exits each month (Figure 15). All pilot and comparison sites saw declines in the negative exit rate from baseline to the end of the evaluation period; however, both pilot sites saw larger declines from baseline than their comparison sites. This was particularly notable in the MD pilot site, where the negative exit rate declined from 1.9% at baseline to 0.8% at the end of the evaluation period. This is a 1.1 percentage point decline, in contrast to the 0.6 percentage point decline observed in the MD comparison site.

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[6] Between 25 March 2020 and 10 January 2022 DCJ Housing policy was changed, and tenancies which fell into arrears were put on a modest repayment plan (2% of income, all terminations and possessions for non-payment of rental arrears were stopped and a specific performance order was applied through NCAT, no terminations and possessions were to be applied for.

FIGURE 15.   THE PROPORTION OF TENANCIES ENDED FOR NEGATIVE REASONS OVER THE PREVIOUS 12 MONTHS, BY MONTH
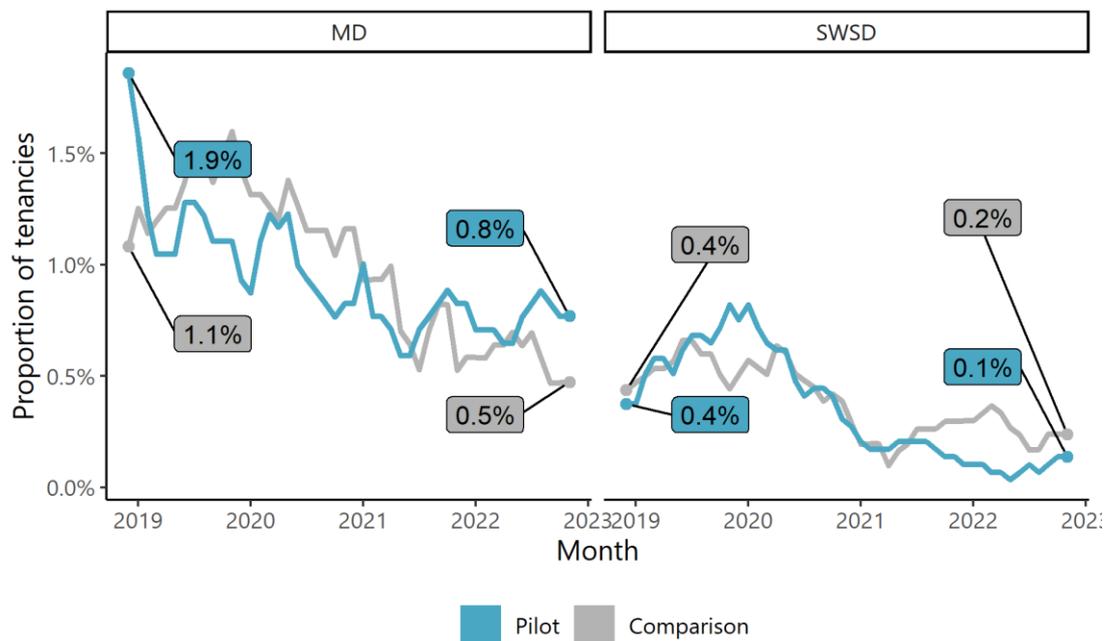
Source: TMP Tenancy Reports: December 2018 - November 2022: Tenancies ended (2017–18 FY – 2022–23 FY). Note: For each month, the proportion of tenancies ended for negative reasons is calculated as a rolling sum over the previous 12 months.

In the MD pilot site, there has been a recent slight increase in the negative exit rate from April 2022. DCJ Housing staff in MD – Griffith perceived that the introduction of the TMP led to a small increase in tenancy terminations, as CSOs have the time to follow up on property care issues and pursue consequences if clients do not address the issues after following the appropriate policies (see Section 3.3.1 for additional detail regarding the TMP's impact on time available to manage identified breaches).

> *We've had a number of property care terminations, unfortunately. But, for me, that's been a benefit of the TMP [...] and the STSH, I guess. But it's the time that we now have to do these visits. Most of the ones that we've actually terminated were long term problems that no CSO ever had the time to spend to get to do those visits, to put in writing what you wanted to have done and then get back to the visit to make your referrals. – DCJ Housing staff member, MD – Griffith, Interview*

Interaction between the TMP and STSH

Staff from MD – Griffith felt that having the opportunity to support clients at risk of negative exits through STSH made them feel more certain and confident about their decision if it came to an eviction, as they knew they had done everything they could to support a client.

THERE WERE FEWER ABANDONED TENANCIES IN THE TMP PILOT SITES THAN IN COMPARISON SITES

Across the evaluation period, both pilot sites saw fewer tenancies end for negative reasons than in the comparison sites (Table 16). Pilot and comparison sites also differed in the

reasons why negative exits occurred. In both comparison sites, most negative exits occurred when the tenancy was abandoned. In the pilot sites, most negative exits were the result of evictions or NCAT terminations (MD pilot: 77%, SWS pilot: 57%). In MD – Griffith, DCJ Housing staff reported that before the TMP, rent arrears was the most common reason for tenancies ending negatively. In contrast, tenancies now ended for a variety of reasons, including poor property care and non-occupancy. DCJ Housing staff felt that as a result of the TMP they now uncovered these issues more frequently, and also had time to pursue these issues through NCAT actions. (see Table A6 to Table A9 in Appendix 4, Section A4.4).

TABLE 16.   REASONS FOR NEGATIVE EXITS AT PILOT AND COMPARISON SITES

Tenancy termination reason	MD – Comparison		MD – Pilot		SWS – Comparison		SWS – Pilot	
	N	%	N	%	N	%	N	%
Breach – Abandoned	36	58%	13	23%	29	71%	16	43%
Breach – Eviction	8	13%	14	25%	6	15%	8	22%
Breach – NCAT terminated	18	29%	29	52%	6	15%	13	35%
Total	**62**	**100%**	**56**	**100%**	**41**	**100%**	**37**	**100%**

Source: TMP Tenancy Reports: December 2018- November 2022: Tenancies ended (2017-2018 FY – 2022-2023 FY). Note: Only tenancies that ended between January 2019 and November 2022 are included in this analysis.

In the MD pilot site, 86% of tenancies that ended for negative reasons were classified as high risk through DCJ's risk assessment system. In contrast, in the MD comparison site, around three-quarters (74%) of tenancies with a negative exit were assessed as at high risk (Figure 16). This suggests that in MD, the pilot site was more effective at identifying the tenancies that were at risk of ending. In line with this, MD – Griffith staff reiterated how being able to complete initial 8-week visits and annual CSVs enables them to identify and intervene early if a tenancy is at risk. It also allows them enough time to revisit properties they may not have had access to at the previous CSV attempt and apply for an access order if necessary. This includes being able to follow up on clients to check if the tenancy risk has been resolved or if they require more support, something that was not possible to do before the implementation of the TMP.

> *I think that's a massive increase across this pilot, is our ability to actually access the interior of these properties, which then mitigates the bigger risks as it goes on and on and on for 12 months, if we've missed it.* – DCJ Housing staff member, MD – Griffith, Interview

FIGURE 16.   RISK ASSESSMENT OF TENANCIES THAT ENDED FOR NEGATIVE REASONS ACROSS PILOT AND COMPARISON SITES
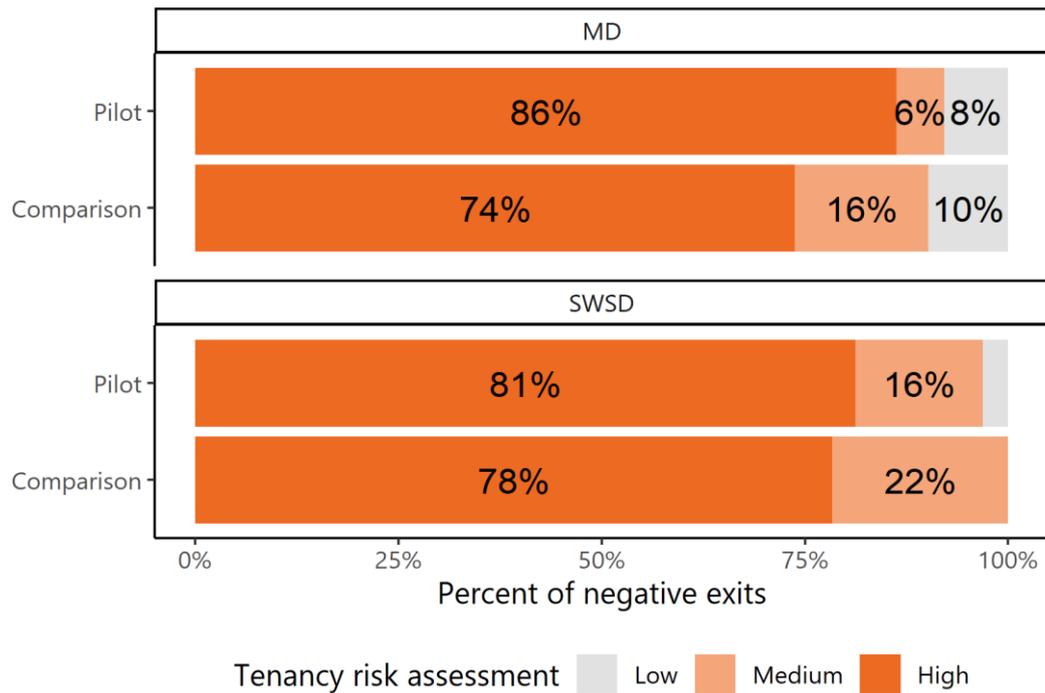
Source: TMP Tenancy Reports: December 2018 – November 2022: Tenancies ended (2017-2018 FY – 2022-2023 FY).

THERE WERE FEWER POSITIVE EXITS IN PILOT SITES THAN IN COMPARISON SITES

There were slightly fewer positive exits from social housing observed in the pilot sites across the evaluation period than in comparison sites (Table 17). Tenants who left public housing with a positive exit in the pilot sites were next housed in similar types of housing as tenants in comparison sites, suggesting that the TMP does not have a substantial impact on the type of housing tenants move into after exiting public housing.

TABLE 17.   POSITIVE EXITS FROM PUBLIC HOUSING IN PILOT AND COMPARISON SITES ACROSS THE EVALUATION PERIOD

	MD – Comparison		MD – Pilot		SWS– Comparison		SWS – Pilot	
Where next housed	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Private rental (as tenant or occupant)	133	91%	96	91%	118	87%	92	87%
Private ownership	11	8%	9	8%	17	12%	14	13%
Affordable housing (community housing providers, councils etc.)	2	1%	1	1%	1	1%	0	0%
Total	**146**	**100%**	**106**	**100%**	**136**	**100%**	**106**	**100%**

Source: TMP Tenancy Reports: December 2018 – November 2022: Tenancies ended (2017–2018 FY – 2022-2023 FY).

PILOT SITES SAW SMALL DECLINES FROM BASELINE IN THE PROPORTION OF TENANCIES WITH SIGNIFICANT BREACHES OF THEIR TENANCY AGREEMENT

To understand whether the TMP was able to address the sustainment risks that can contribute to negative exits, we examined the proportion of tenancies in pilot and comparison sites that had a significant breach of their tenancy agreement for each month across the evaluation period (Figure 17). A significant breach was defined as a tenancy that, in a month, either:

- was 3 or more weeks in arrears
- had any ASB strikes made
- had been subject to any NCAT actions relating to property care or tenant damage.

Both pilot sites saw small decreases in the proportion of tenancies that had a significant breach of their tenancy from baseline to the end of the evaluation period. In MD, the proportion of tenancies with significant tenancy breaches in the pilot sites remained relatively steady from baseline to the end of the evaluation period (an decrease of .3 percentage points). In contrast, the proportion of tenancies with a significant breach in the MD comparison site increased 1.2 percentage points across the same time period. In SWS, both the pilot and comparison site had the same proportion of tenancies with a significant breach at baseline (2.2%); however, the pilot site saw greater improvement than the comparison site early in TMP implementation, before COVID-19 impacted the program. Following the changes to DCJ Housing policy introduced because of the COVID-19 pandemic, the proportion of tenancies with significant breaches at the pilot and comparison sites became closer, and by the end of the evaluation period the pilot site saw a smaller improvement in the breach rate from baseline than the comparison site (SWS pilot: 0.6 percentage points lower; SWS comparison: 0.9 percentage points lower).

FIGURE 17.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES WITH A SIGNIFICANT BREACHES, BY MONTH
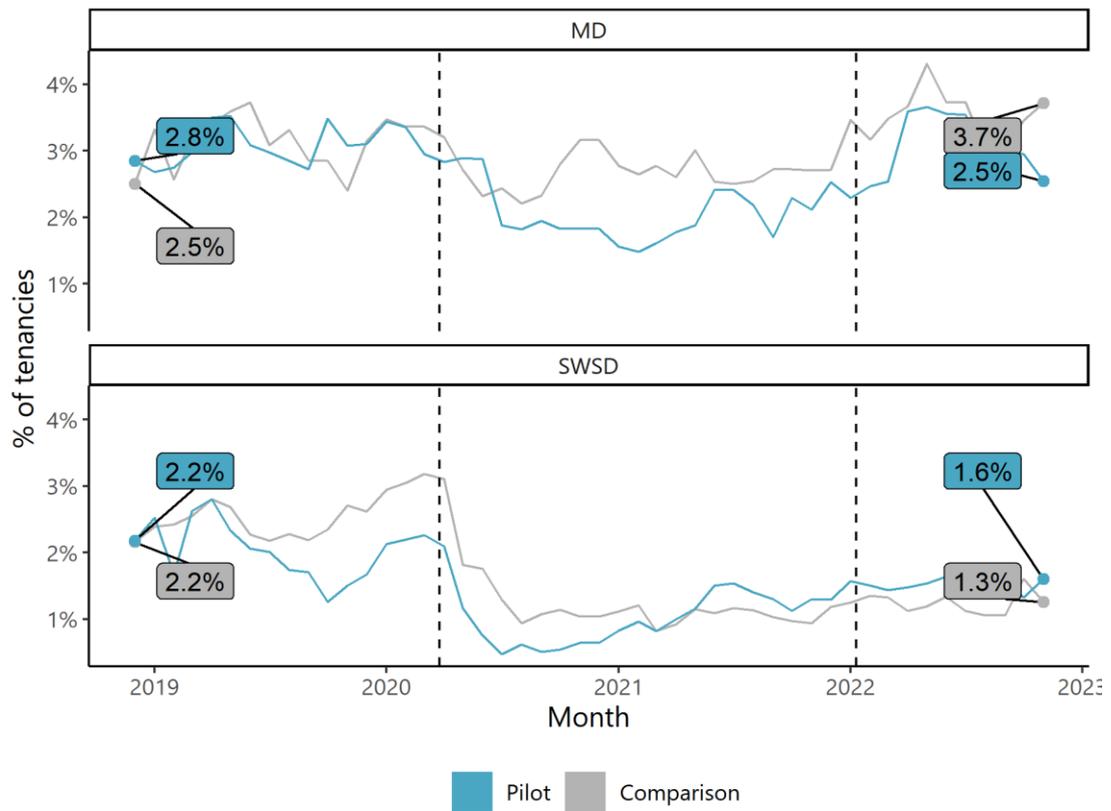
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Significant breach was defined as being either 3 or more weeks in arrears, having any ASB strikes made and/ or been subject to any NCAT actions relating to property care or tenant damage. Dashed lines indicate the dates in which DCJ Housing tenancy management activities were first impacted by COVID-19 restrictions and when COVID-19 restrictions on CSVs were lifted across all sites.

As discussed in Section 3.2.2, as a result of the TMP, and particularly in MD – Griffith, DCJ Housing had better visibility of their tenancy portfolio due to the increases in CSV coverage. This higher visibility would be expected to result in increases in some types of breaches, as CSOs become aware of breaches that already existed but were previously not identified. The longer term expectation was that following this initial increase in identifying breaches, the rate of breaches would subside over time and then remain stable. However, the COVID-19 pandemic resulted in a range of restrictions that impacted the delivery of the TMP as intended.

Changes to DCJ Housing policy regarding processing arrears and breaches as a result of COVID-19[7] also impacted both pilot and comparison sites, as can clearly be seen in the sudden increase in the proportion of tenancies without a significant breach in the SWS pilot and comparison sites in early 2020. This highlights that the rate of significant breaches was

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[7] Between 25 March 2020 and 10 January 2022 tenancies which fell into arrears were put on a modest repayment plan (2% of income, all terminations and possessions for non-payment of rental arrears were stopped and a specific performance order was applied through NCAT, no terminations and possessions were to be applied for.

driven by both sustainment risks present in tenancies, but also by the policies and practice of DCJ Housing staff. As DCJ Housing processes regarding managing arrears and breaches has changed substantially across pilot and comparison sites over the evaluation period, it is difficult to conclude if the changes in significant breaches reflect changes in tenancy risks, or changes in how DCJ Housing staff manage risks.

3.5   WHAT WAS THE COST-EFFECTIVENESS AND PUBLIC VALUE OF THE TMP?

A cost benefit analysis of the TMP is provided at Section 4.6.1. As DCJ staffing costs could not be disaggregated between the TMP and STSH programs in the pilot sites, and any attribution of changes in tenancy risks is likely shared, a combined analysis was undertaken.

3.6   WHAT ARE THE RECOMMENDATIONS AND IMPLICATIONS FOR FUTURE DELIVERY?

One of the core aims of the TMP was to identify better ways of delivering tenancy management services. Over the time that the TMP has been delivered, many beneficial aspects of the TMP have been incorporated into the business-as-usual state-wide approach through the Set for Success program. Acknowledging changes that have already been incorporated into business-as-usual practice, and a result of the evidence gathered across the TMP pilot sites as part of the final evaluation, as well as ARTD's previous evaluations of TMP, we have identified lessons learned and proposed recommendations regarding:

- policies and procedures
- the enhanced CSV process
- tenancy team staffing and portfolio size
- DCJ Housing's risk based approach to tenancy management
- LAHC and maintenance issues

RECOMMENDATIONS REGARDING POLICIES AND PROCEDURES

- **DCJ Housing should ensure new staff are appropriately informed and trained regarding policies and procedures of programs delivered in their teams.** Where there was higher levels of staff turnover new staff were more likely to report that they did not clearly understand TMP policies and procedures. DCJ Housing should ensure that staff are aware of written policies and that they are updated when required. This could be promoted through training/induction processes and program 'champions' who are responsible for updating program policies and procedures and communicating these changes to staff.

RECOMMENDATIONS REGARDING THE ENHANCED CSV PROCESS

- **DCJ Housing should consider making changes to the enhanced CSV checklist, through automatic population of responses or reduction in questions where data can be drawn from other places**. Reducing questions that CSOs may not regularly ask

as they are aware of the answers, and where tenant responses are unlikely to change, could further streamline the enhanced CSV process. For example, responses could be automatically populated from prior CSV data for tenants.

RECOMMENDATIONS REGARDING TENANCY TEAM STAFFING AND PORTFOLIO SIZE

- **DCJ Housing should consider the staffing levels and portfolio sizes within tenancy teams, such that tenancy staff have the time available to deliver intensive tenancy management services and increase CSV coverage**. The increased staffing resources tenancy teams in the pilot sites received allowed staff the additional time required to deliver the enhanced CSV process and increased CSV coverage. It is important to ensure that staffing levels and workloads of staff are considered when introducing additional tenancy management activities, so that these activities can feasibly be delivered. This is especially important to be considered in regional teams such as MD – Griffith, where the high geographic coverage of tenancy teams means the portfolio size of CSOs particularly impacts their ability to conduct intensive tenancy management activities.

RECOMMENDATIONS REGARDING LAHC AND MAINTENANCE

- **DCJ Housing should consider approaches to more effectively coordinate with LAHC to address the maintenance concerns of tenants.** Delays in addressing maintenance issues have substantial impacts on the ability of tenants to sustain their tenancy, as well as on the physical and mental wellbeing of tenants. Issues regarding timely responses to tenant maintenance concerns have been consistently raised across this evaluation, however this issue has not been resolved. As tenants perceive DCJ Housing and LAHC to be the same entity, and so there is reputational risk to DCJ Housing and TMP if maintenance actions are not actioned in a timely and effective manner

4. SUSTAINING TENANCIES IN SOCIAL HOUSING

4.1 OVERVIEW OF THE STSH PILOT

The Sustaining Tenancies in Social Housing (STSH) program was funded under the NSW Homelessness Strategy 2018–2023. The program was initially funded for $10.6 million over 4 years with 2 pilot sites shared with the Tenancy Management Pilot (TMP) in South Western Sydney (SWS) and, Murrumbidgee (MD). Non-government service providers who deliver STSH at each pilot site provide community outreach, case management and other wrap around supports to address the complex needs of social housing tenants referred into the program whom DCJ Housing has identified as being at risk of tenancy failure.

Service providers are supported by tenancy management teams from DCJ Housing who engage with providers to refer and manage clients. In early 2021, the STSH program was expanded to 4 further pilot sites: Southern NSW (SNSW), Sydney South East Sydney and North Sydney (SSESNS), Western NSW (WNSW) and Western Sydney Nepean Blue Mountains (WSNBM). In the expansion sites, the STSH program was delivered without the concurrent delivery of the TMP; however, DCJ Housing tenancy teams in the expansion sites have been funded to support the program roll-out through the addition of staff.

The implementation and impact of the TMP is reported in detail in Chapter 3. In this chapter, we note where the delivery of the TMP in the original pilot sites has impacted the implementation or outcomes of STSH.

4.2 WAS STSH IMPLEMENTED AS INTENDED?

The STSH Operations Manual outlines the intended approach for service providers and DCJ Housing working together to deliver the STSH pilot.

STSH is intended to enhance the local service system capacity to support new or existing at-risk tenancies to:

- sustain their tenancies by avoiding and reducing tenancy breaches over a 12-month support period
- enhance tenants' capacity to manage their tenancies beyond the 12-month support period
- reduce the resource and expenditure impost on Housing NSW and other NSW government-funded agencies resulting from tenancy failure
- prevent homelessness that has occurred following a failed social housing tenancy
- increase participants social connection to improve overall wellbeing measured using the Personal Wellbeing Index.

In each pilot site, it was intended that DCJ Housing and the service provider would support and assist each other to achieve the best results for clients in the program. DCJ Housing responsibilities include identifying and referring at-risk tenancies into the program and

undertaking joint visits with the service providers if necessary. Service provider responsibilities include undertaking case management and other activities to support clients to sustain their tenancies and to independently manage their tenancy agreement; engaging with other support services; and keeping DCJ Housing tenancy teams informed about tenancy risks.

4.2.1   WERE DCJ HOUSING AND SERVICE PROVIDER TEAMS ADEQUATELY STAFFED?

While DCJ Housing staff and service provider staff worked together to deliver STSH, the structure and experience of the DCJ Housing and service provider teams differed across pilot sites.

STSH TEAMS WITHIN DCJ HOUSING WERE STAFFED AND STRUCTURED DIFFERENTLY ACROSS PILOT SITES

Within DCJ Housing, Tenancy teams were provided with additional staffing resources to deliver STSH at the pilot sites (see Table A15 in Appendix 5 for additional detail regarding staffing positions). DCJ Housing STSH staff took on additional responsibilities relating to the delivery of the pilot. They communicated with Senior Client Service Officers (SCSOs) and Client Service Officers (CSOs) within tenancy teams regarding referrals into the program and worked with service providers to support tenants referred into the program to address identified sustainment risks and achieve positive outcomes.

Interaction between STSH and the TMP

In the original pilot sites, DCJ Housing tenancy teams had additional funded positions to deliver both STSH and the TMP. See Section 3.1 for an overview of the TMP and Section 3.3.1 for more detail about the additional tenancy management activities DCJ Housing staff in the original pilot sites were involved in as part of delivering the TMP.

There were 3 different models of how DCJ Housing STSH staff were structured in relation to the tenancy teams making referrals into the program: centralised, embedded, and dispersed. Key features of these team structures are described in Figure 18. DCJ Housing STSH teams were most commonly embedded. The team structure of each pilot site is noted in Table A15 in Appendix 5.

FIGURE 18.   STSH TEAM STRUCTURES

Centralised team
All STSH team members work from one location, while tenancy teams in multiple locations refer to the STSH team. (e.g., SSESNS)

Embedded team
An STSH team comprised of multiple members works from one location, embedded within a tenancy team in the same location. (e.g., SNSW)

Dispersed team
STSH team members work from different locations within the same district. They work alongside the tenancy team at their location, but do not have the benefit of working closely with other STSH staff. (e.g., WNSW)

These different staffing models were implemented intentionally to test what approach to allocating additional staffing works best when delivering this support. The impacts of these different STSH team structures on implementation and outcomes are discussed in more detail below.

UNDERSTANDING DCJ HOUSING POLICIES AND THE COMPLEX ISSUES FACING CLIENTS WAS IMPORTANT FOR DCJ HOUSING AND SERVICE PROVIDER STSH TEAMS

Across the pilot sites, both DCJ Housing STSH and service provider staff had varying levels of knowledge and experience in dealing with social housing policies and supporting clients with complex issues. Although the program was intended to provide support to a mix of clients with needs ranging from intensive case management support to early intervention style supports, tenants referred into the program frequently presented with high levels of complexity (see Section 4.2.4 for further detail). DCJ Housing staff who were experienced in tenancy roles prior to starting their STSH roles found their knowledge and experience of DCJ Housing policies and processes and experience working with clients with complex needs useful in the STSH role, and felt it allowed them to more effectively address questions clients may have had regarding their tenancy and how to address tenancy risks. For less experienced DCJ Housing STSH staff, this was challenging as they were less familiar with the tenancy

management processes and approaches available within DCJ Housing policy to manage complex tenancy issues.

> *But the other thing is because I've had that experience as a CSO, I'm able to answer any of the tenant's needs or regarding their tenancy. I mean that's one of the good things I find in this role is being a CSO for two years and then coming into a [STSH] Specialist role, I know how the process works, I know the policies, I know the procedures, I know how maintenance works and I can deliver that information to them. So, I think that's a real bonus.* – DCJ Housing staff member, WSNBM, Interview

Service provider staff frequently noted that the high levels of complex issues that clients present with, and the intensity of support required, resulted in a misalignment between the level of experience required for the job as advertised and the job in practice. In particular, in Western Sydney Nepean Blue Mountains (WSNBM), service provider staff felt that the description of the role as a community support worker, which is remunerated at a lower rate than case management roles, resulted in staff who did not have the requisite skills or experience applying for these roles. Then, when recruited, these staff members required significant time and support to be trained in their roles.

> *We're not community support workers. And that's where the program is flawed. It's flawed by what we're called. We should never be called community support workers. We're case workers.* – Service provider staff member, WSNBM, Interview

Service provider staff with previous experience in similar roles were often reported by DCJ Housing staff to be more effective in supporting their tenants; for example, by using connections they had with the local service networks. In SWS, DCJ Housing staff felt that the quality of the support that clients receive can depend on the experience of the support worker with the specific support that is required and the knowledge of the support worker of other local services with which to connect the client. Some DCJ Housing staff in WSNBM felt that the service provider staff were not equipped to support complex clients who required intensive case management support.

In addition to having experience in the role and a good understanding of the policies and procedures of their own organisations, DCJ Housing and service provider staff who had a good understanding of the processes of the other organisation were able to more effectively work towards shared outcomes for clients. DCJ Housing staff noted that it was important for service provider staff to understand DCJ Housing policies and to be able to clearly communicate these policies to their clients. In SNSW, one service provider worker noted that their previous experience providing support in tenancy-related matters allowed them to more effectively support clients with tribunal actions. In the SWS pilot site, DCJ Housing staff explained that service provider staff who did not have a clear understanding of social housing and DCJ Housing policies was sometimes a barrier to the service provider staff effectively supporting and advocating for their clients. They felt that the service provider staff needed to know DCJ Housing policy to understand the boundaries within which they can advocate for their client and where flexibility is possible.

DCJ Housing STSH staff who had a greater understanding of the complex issues that client may experience, and how these issues can contribute to tenancy risks, felt that this helped their ability to support clients. Some DCJ Housing staff in the MD and SWS pilot sites noted

that they did not receive adequate training and support to acquire this understanding, however this was not raised by DCJ Housing staff at other sites.

SERVICE PROVIDERS GENERALLY HAD DIVERSE TEAMS, ABLE TO SUPPORT CLIENTS FROM DIFFERENT BACKGROUNDS AND EXPERIENCES

Service provider staff across the pilot sites noted that it was valuable to have a diverse mix of staff, to allow clients to be allocated to the most suitable worker for their circumstances. Some of the factors that could contribute to client–worker allocations were:

- **Gender**: Having a mix of male and female staff allowed service providers to better accommodate client preferences, and to support female staff who may feel unsafe with some clients. Staff reported that, if required, male staff members could either join their female colleagues in a joint client home visit, or in some instances clients were re-allocated to a male staff member.
- **Aboriginality**: Service provider staff across multiple pilot sites noted that having Aboriginal service provider staff was valuable when engaging and providing culturally appropriate support to Aboriginal clients. Aboriginal Corporation for Homeless & Rehabilitation Community Services, which is an Aboriginal organisation that works exclusively with Aboriginal clients, felt that its clients were more likely to trust their worker than a non-Aboriginal worker. This was consistent with the views of DCJ Housing STSH staff in SSESNS, who noted that Aboriginal clients were more likely to trust and engage with an Aboriginal provider. In WNSW, the DCJ Housing STSH staff member from Orange said that Aboriginal clients wanted to engage with an Aboriginal worker (rather than a non-Aboriginal worker) at Orange Local Aboriginal Land Council, an Aboriginal organisation working with Aboriginal and non-Aboriginal clients, as they knew they were well known and respected in the community.
- **CALD background**: In WSNBM, management staff noted that they took the ethnic background of their workers into consideration when allocating workers to clients.

STAFF TURNOVER WTIHIN DCJ HOUSING AND SERVICE PROVIDERS IMPACTED HOW TEAMS WERE ABLE TO DELIVER THE PROGRAM

Both DCJ Housing and service provider teams experienced challenges with staff turnover and recruitment across the delivery of the pilot. In WSNBM, where high levels of staff turnover in the service provider team was experienced, service provider management staff attributed this to differences between what the roles require and how the role is advertised. In WNSW – Parkes, service provider staff noted it was difficult to find appropriate, skilled staff in rural and regional areas.

Staff turnover and being short staffed were also mentioned as a common issue at DCJ Housing – both within STSH positions, and within the broader tenancy teams. DCJ Housing staff in MD – Albury, SWS, WNSW – Bathurst and Orange, WNSW – Parkes and SSESNS all mentioned either having a high turnover of staff, having been short staffed in the past, currently being short staffed, or a combination of these. DCJ Housing staff commonly noted that the staff in roles at DCJ Housing change frequently, which can be challenging when implementing a new program, due to the time taken for staff to develop their understanding of the program and relationships with service provider staff. Further, they observed that high

turnover may make it more difficult to build relationships with clients and can be confusing for them as clients may not know who their current CSO is. In WNSW – Bathurst and Orange, being short staffed meant that it could be challenging for CSOs to complete all Client Service Visits (CSVs), which potentially impeded their ability to identify clients at risk, who could be referred to the program.

4.2.2   WERE CLEAR INTERNAL PROCESSES IN PLACE AND UNDERSTOOD?

As noted above, the STSH Operations Manual outlines the processes for DCJ Housing and service provider teams to deliver the STSH pilot; however, pilot sites were able to adapt the delivery of STSH to fit their local context. This resulted in core aspects of the program with consistent processes being in place across pilot sites, and other processes being developed and adjusted differently across the sites. For STSH to be effectively implemented as intended, clear policies and procedures needed to be in place, with DCJ Housing and service providers having a shared understanding of these processes.

DCJ HOUSING STAFF FREQUENTLY FELT STSH GUIDELINES AND INTERNAL PROCESSES WERE NOT CLEAR

DCJ Housing STSH and tenancy staff frequently reported that STSH guidelines and internal processes were not clear. Across most sites DCJ Housing staff often stated that they did not have a clear understanding of:

- the types of clients tenancy teams should refer into the program
- how the program differs from the work internal DCJ Housing Specialists within tenancy teams do with complex clients
- how to decide when to refer a client to the internal DCJ Housing Specialist or to STSH
- where tenancy management responsibilities sit for clients referred into STSH (e.g., whether CSOs continue to do CSVs and communicate with tenants regarding managing arrears)
- how frequently the DCJ Housing STSH team should provide updates to tenancy teams regarding support provided and outcomes achieved for tenants who are referred into the program.

In some sites, the lack of clarity about these processes had substantial impacts on the implementation of the program. Where DCJ Housing STSH teams and tenancy teams did not have a clear shared understanding of who should be referred into the program, DCJ Housing STSH teams reported receiving high numbers of inappropriate referrals, or that the level of support that tenants referred required was not in line with what the service providers were able to provide (see Section 4.2.4 for more detail). DCJ Housing staff noted that differences in understanding within DCJ Housing as to who was responsible for tenancy management activities for STSH clients sometimes resulted in multiple DCJ Housing staff communicating with clients regarding tenancy issues, which could result in clients becoming confused or frustrated. This was more commonly reported with centralised STSH teams than the other team structures. DCJ Housing STSH staff reported that this could have a particularly negative impact on clients' trust in and relationships with DCJ Housing STSH staff and service provider staff that had been developed through the program.

CSOs across multiple sites noted that limited feedback from DCJ Housing STSH staff regarding their referrals into the program made it difficult to understand what made a particular referral appropriate or not. These CSOs also noted that when they were not made aware of the positive outcomes achieved for tenants they refer into the program, they had limited understanding of the program's impact, and this affected their decisions about making future referrals into the program. The impact of feedback regarding referrals was evident in WSNBM where initially there were no dedicated STSH staff managing referrals. After the staffing structure in this site changed and there was a dedicated STSH staff member for each tenancy team, the new STSH staff members noted that they were able to provide feedback about the referrals CSOs made into the program which they felt helped CSOs' understanding of the program, and allowed for more appropriate referrals to be made into the program.

> *I think one of the biggest things was previous to us [the STSH specialist coming into their role], the CSOs weren't getting that feedback. They weren't getting the before and after stories. And so why would they refer?* – DCJ Housing staff member, WSNBM, Interview

In contrast, DCJ Housing staff in SNSW made use of the flexibility afforded by the program guidelines and described taking an iterative learning approach during program implementation, which allowed for processes to be adjusted as the program was rolled out, resulting in a more successful implementation. See Section A6.1 in Appendix 6 for a more detailed description of the good practice regarding streamlining the referral process at this site.

Example of good practice
- See Section A6.1 in Appendix 6 for a more detailed description of the good practice regarding streamlining the referral process developed in SNSW.

SERVICE PROVIDERS HAD MIXED EXPERIENCES WITH THE FLEXIBILITY OF THE PROGRAM GUIDELINES

Service provider staff noted that, in contrast to other programs they had experience with, STSH allowed for substantial flexibility in program delivery and in how staff could work with clients to address identified needs. Service provider staff at some sites felt that the current guidelines and policies were working well. For example, service provider staff at SWS – Tharawal felt that the guidelines were good for directing how the program should work.

In contrast, Service provider staff from WNSW – Bathurst and Orange felt that the operational guidelines did not provide sufficient detail, and they wanted more clarity about what staff can and cannot do when providing support to clients. Service provider staff from WNSW – Parkes felt that there was no clear guidance regarding what constitutes an appropriate client referral, and noted that they would like more defined guidelines about this.

DCJ HOUSING STSH TEAMS WITH AN EMBEDDED TEAM STRUCTURE HAD BETTER COMMUNICATION AND UNDERSTANDING OF PROGRAM POLICIES AND PROCEDURES

As noted in Section 4.2.1, DCJ Housing STSH teams differed in their staffing structure and how they were located relative to the tenancy teams making referrals into the program. For 2 of the 3 models (embedded and dispersed), the DCJ Housing STSH staff were co-located with the tenancy teams referring into the pilot. With the centralised model, however, most of the tenancy teams referring into the program worked in separate offices to the STSH team.

At sites where STSH teams were co-located with tenancy teams, DCJ Housing STSH and tenancy teams reported fewer issues regarding the communication or understanding of program guidelines and procedures. DCJ Housing STSH staff in embedded or dispersed teams noted that the benefits of this model included having STSH staff available in the office to answer any questions about the program and to discuss referrals with tenancy team staff. This was particularly evident in SNSW, where DCJ Housing staff did not report any issues with the STSH and tenancy teams' respective understandings of program and policy guidelines. The SNSW STSH team noted that having a clear distinction between tenancy team (which refers clients into the program) and STSH team (which supports clients once they are referred into the program) helped ensure that once a client was referred into the program, roles and responsibilities were clear.

Where DCJ Housing STSH staff were not co-located with tenancy teams making referrals (e.g., in SSESNS, in WSNBM prior to the staffing model change and in WNSW – Bathurst due to staffing vacancies), more issues regarding communication and shared understanding of program policies and procedures arose. CSOs in these sites reported that not having the ready access to STSH staff that co-location brings made communication about the program more difficult and that it was harder for them to understand what the program is, how it is intended to work, and what outcomes the STSH team has achieved for its clients.

In WSNBM, the STSH team originally did not have dedicated STSH specialists in the Penrith, Mt Druitt and Blacktown teams. Instead, there was one DCJ Housing Manager overseeing the program across the 3 tenancy teams and additional Business Support Officer (BSO) positions to provide support, with the additional STSH work falling to DCJ Housing Specialists within the tenancy teams. DCJ Housing tenancy team staff noted that under that STSH staffing model, there was a lack of clarity regarding the program guidelines, and staff roles and responsibilities. WSNBM subsequently changed to a dispersed staffing model, with DCJ STSH staff co-located with each of the 3 tenancy teams. Following this change, CSOs in WSNBM felt that the new STSH team communicated well with the tenancy teams and was willing and able to explain the program and related policies to CSOs. They felt that this addressed some inconsistencies in how the referral process and the types of support provided by the service provider were understood. This change highlights how the staffing model can facilitate or impair communication and understanding of the program.

4.2.3 DID DCJ HOUSING AND SERVICE PROVIDER STAFF EFFECTIVELY WORK TOGETHER TO DELIVER STSH?

A key feature of STSH is that DCJ Housing and the service provider work together to achieve the best outcomes for clients. In addition to developing robust internal processes, as

described in Section 4.2.2, DCJ Housing and service provider teams needed to develop shared ways of working in order to successfully implement STSH. DCJ Housing and service provider staff generally felt they had established a positive working relationship with each other, and identified a number of key facilitators for effective cooperation.

DCJ HOUSING AND SERVICE PROVIDERS DEVELOPED MUTUAL UNDERSTANDING AND TRUST IN EACH OTHER'S PROCESSES AND WAYS OF WORKING

DCJ Housing and service provider staff interviewed noted that it can be challenging at times to develop strong working relationships with staff in other organisations. Although DCJ Housing and service provider staff are working together to deliver STSH, at an organisational level DCJ Housing and the service providers can take quite different approaches to this. Interviews with DCJ Housing and service provider staff found that when the following are in place, both tend to have more respect for each other and are better able to work together towards supporting STSH clients:

- STSH staff in each organisation having a shared and good understanding of the program guidelines
- STSH staff in each organisation having a clear understanding of their role, and the role of the other organisation in STSH
- STSH staff in each organisation understanding the other organisation's approach to addressing tenancy risks
- STSH staff in each organisation having an understanding of each other's time restraints, work environment and pressures they operate in
- STSH staff in each organisation understanding the part they and the other organisation play in the service system.

> *Well, we just work together. I don't know, from my perspective, a lot of the times, when the government works with non-government providers, there's a bit of us and them mentality. And I definitely think, sometimes, they say, 'well, why aren't they doing this, or why aren't you doing this?' And I think there's mutual respect there and understanding that everybody has their own work pressures. And I think, as well, we're pretty candid with each other as well as to what is actually occurring. So then, there's more mutual understanding of what's going on.* – DCJ Housing staff member, SNSW, Interview

Developing trust and breaking down the 'us versus them' mentality that can sometimes emerge when government and non-government providers work together can take time, and sites varied in how effectively they were able to build trust and respect across each organisation. In WSNBM, some DCJ Housing and some service provider staff noted that this was challenging, with DCJ Housing staff feeling that the service provider took an 'us versus them' approach to the relationship, and service provider staff feeling that the DCJ Housing team did not trust their ability to implement the program. This resulted in a relationship that did not feel like a partnership.

Service provider staff in some sites felt that some DCJ Housing staff members communicated with their clients in a way that the service providers perceived to be disrespectful, judgemental or lacking in empathy.

> *I've personally witnessed on a number of occasions the CSO just being very patronising or condescending and just not approachable. You just can't be like that when you're working with humans. You can't speak to them like they're beneath you, because you will get nowhere.* – Service Provider staff member, WNSW – Bathurst and Orange, Interview

In SWS, DCJ Housing and the service providers addressed these issues regarding trust and understanding of processes through service provider staff speaking with CSOs, and emphasising that they could still abide by their policies and follow DCJ Housing procedures and be empathetic to the client's situation. Following these conversations service provider staff at this site reported that they worked well in collaboration with DCJ Housing, and that their trust and understanding of the DCJ Housing STSH team was reflected in how they communicated with clients about DCJ Housing.

> *Because look, when we do start with them, we try and establish rapport and we understand that they look at DCJ as the bad cop and us as the good cop. But when I go out and we explain to them, 'Please understand they are not the bad cop and we're not the good cop. In fact, the team is DCJ Housing and [service provider]. We have come together as a team to help you to sustain your tenancy. And the reason why they sent a referral through to us is because they've seen that there is an issue with your tenancy.'* – Service provider staff member, SWS – Neami, Interview

STSH STAFF GENERALLY HAD CLEAR AND OPEN COMMUNICATION ACROSS DCJ HOUSING AND SERVICE PROVIDER TEAMS

DCJ Housing and service provider staff noted that good communication was important for effective collaboration across the STSH teams. Staff identified that characteristics of good communication included:

- respect
- reliability
- openness
- honesty
- not shying away from difficult conversations.

Both DCJ Housing and service providers noted that early in the implementation of STSH effective communication was challenging, but that this had improved with time.

Regular meetings and informal discussions allowed DCJ Housing and service provider staff to discuss new referrals, the status of ongoing clients, the service provider's capacity (including staffing) and other important updates regarding the delivery of the program. There were differences across sites in how frequently meetings were held, the topics covered in these meetings, and the DCJ Housing staff who attended these meetings. Most sites reported discussing the status of all clients in their regular meetings; however, in SWS and WSNBM DCJ Housing and service providers only discussed new referrals in these meetings. As a result of this, the WSNBM DCJ Housing STSH team felt they were not receiving sufficient information on the status of their existing clients.

Open communication between DCJ Housing and service providers was particularly important in managing the capacity of service provider staff to support new clients. In MD – Albury, service provider staff felt that their positive relationship with DCJ Housing staff meant that CSOs and STSH staff respected and understood when staff were unable or did not have the capacity to take on new referrals because of the demands of managing current clients.

Service provider staff also felt that having a nominated point of contact with the DCJ Housing team helped improve communication across STSH teams. In sites where there was a DCJ Housing STSH staff member who was responsible for liaising with service providers regarding referrals and client supports, service provider staff reported that this provided a clear communication pathway and a positive working relationship. In SWS, there was no single point of contact, and service provider staff communicated with CSOs and internal DCJ Housing Specialists directly. Although DCJ Housing and service provider staff in SWS generally reported a strong relationship with each other, service provider staff noted that CSOs could be less responsive to emails and sometimes lacked the understanding of the program that more senior or STSH-specific staff had.

Prior to the recent change in the DCJ Housing staffing structure in WSNBM, DCJ Housing reported challenges in its communication with the service provider. The change in staffing means there is now one DCJ Housing STSH staff member as the specific point of contact for each tenancy team, which both DCJ Housing and the service provider reported has improved communication.

Interaction between STSH and the TMP

TMPs in SWS and MD originally had additional staffing resources, which were intended to reduce portfolio sizes and provide CSOs with more time for tenancy management activities including an enhanced CSV process (see Section 3.3.1 for more detail on the change in work activities for tenancy team staff in the original expansion sites). As a result of this, CSOs in the original pilot sites such as SWS may have had more capacity to communicate with STSH service provider staff regarding clients than tenancy team CSOs in the expansion sites, whose tenancy teams' ways of working did not change.

4.2.4   WERE APPROPRIATE REFERRALS MADE INTO THE PROGRAM?

The STSH Operations Manual provides broad criteria for DCJ Housing staff to use when identifying if a tenant is eligible to be referred into the program. In the original pilot sites, these criteria were a tenant having either:

- a DCJ-initiated NSW Civil and Administrative Tribunal (NCAT) order in the past 12 months
- an anti-social behaviour (ASB) breach in the past 12 months
- rent or water arrears equal to more than 2 weeks' rent
- hoarding or squalor, poor property care or property damage
- mental health, drug and alcohol or other issues that significantly impact on the tenant's capacity to independently manage their tenancy agreement.

As part of the expansion of STSH, an additional eligibility criterion was included:
- Other significant issues (identified by DCJ Housing) that put the tenancy at serious risk. These risk indicators may be historical and/ or current.

As well as these criteria, the SSESNS expansion pilot site had further eligibility criteria. Tenants referred into STSH were required to have a history of rough sleeping, and 2 providers (Neami – Aboriginal Support[8] and Aboriginal Corporation for Homeless and Rehabilitation Community Services) were to work exclusively with Aboriginal clients. This eligibility criteria is distinct from the DCJ Housing tenancy risk assessment to determine if a tenancy is a low, medium or high risk of a negative exit.

PILOT SITES HAVE MET OR ARE ON TRACK TO MEET CONTRACTED REFERRAL NUMBERS

The number of tenants referred into STSH across the original and expansion pilot sites is shown in Table 18. As at November 2022, MD, SWS, SNSW, WNSW (Orange and Bathurst, and Parkes) and SSESNS (Neami - Aboriginal Support) have reached their minimum contracted referral targets. WSNBM (Penrith, Blacktown and Mt Druitt) and SSESNS (Neami and ACHRCS) have not reached their contracted referral targets, but are projected to do so, based on the providers meeting these 6 months before the contract end date.

TABLE 18.   NUMBER OF REFERRALS MADE TO STSH AT THE ORIGINAL AND EXPANSION PILOT SITES

Site	N referrals	Contracted target	Target met at November 2022?
MD	746	654	Yes
SWS	716	664	Yes
SNSW	186	180	Yes
SSESNS	279	600	On track
WNSW	333	292	Yes
WSNBM	697	983	On track

Source: STSH Master Dashboard, November 2022. Note: Contracted referral targets differed across providers.

Service provider staff noted that across the delivery of the program, referral numbers frequently fluctuated month to month and that periods where referral numbers were lower, for example during COVID-19 restrictions or during periods of staff turnover, were often followed by an influx of referrals to ensure that referral targets were still met. Staff reported these periods of high referral numbers could be overwhelming, and could leave them feeling overworked, particularly if service providers are not fully staffed. In WNSW – Parkes service provider staff noted that after a period of low referral numbers they received an influx of referrals from DCJ Housing to ensure that the referral target was met, however these referrals were often 'quick fixes' which the service provider did not feel were particularly appropriate

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[8] In SSESNS Neami – Aboriginal Support was contacted to deliver STSH to Aboriginal clients. This contract expired 30 June 2022.

for the program. The demographic and tenancy profile of STSH clients on intake, and profiles of each pilot and comparison site is presented in Appendix 8.

PROPERTY CARE WAS THE MOST COMMON REASON TENANCIES WERE REFERRED TO STSH

As noted above, the STSH Operations Manual outlines a number of reasons why tenants can be referred into STSH. The proportion of referrals made for each referral reason for each pilot site is shown in Figure 19. In the original pilot sites, property care was the most common referral reason, particularly in Griffith, where two-thirds of referrals related to property care. Tenants were more frequently referred to STSH due to rent arrears in SWS (32% of referrals) than in the MD pilot sites. In the expansion sites, too, property care was the most common reason tenants were referred to the program. Referrals were more commonly made for rent arrears in WSNBM pilot sites (26% of referrals) than in other expansion sites.

FIGURE 19.   REASONS FOR REFERRAL INTO STSH ACROSS THE ORIGINAL AND EXPANSION PILOT SITES
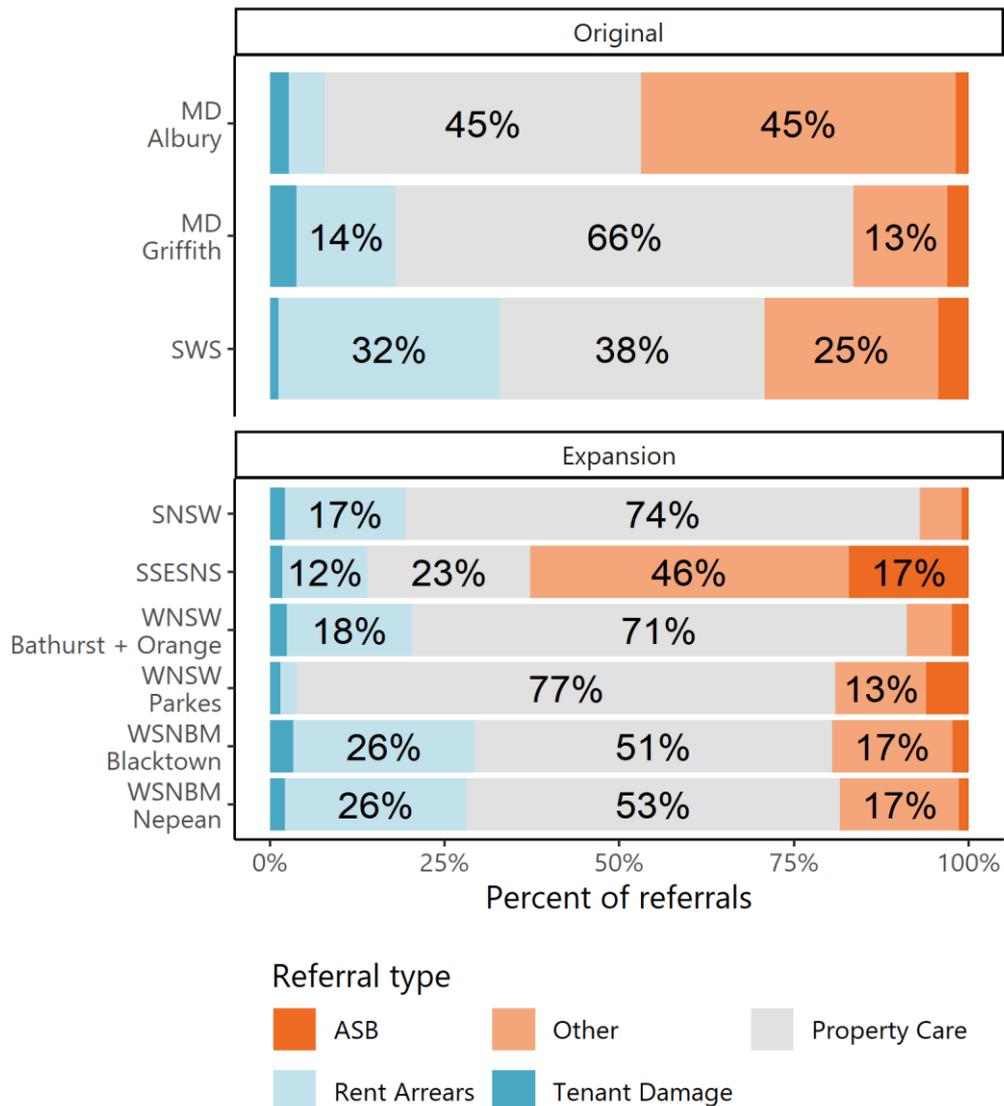
Source: STSH Master Dashboard, November 2022. Note: Labels for values < 10% are not shown.

DCJ Housing and service provider staff noted that one of the reasons property care issues make up such a high proportion of referrals is that this risk is readily identified during client service visits, even by less experienced CSOs new to tenancy management roles. In WNSW – Bathurst and Orange, service provider staff noted that although tenants referred into the program as a result of property care would benefit from support, the high proportion of referrals made for property care (71% of all referrals) raised concerns that CSOs may not identify or consider tenancies at risk due to other risk factors when making referrals.

Service provider staff across the pilot sites commonly described two types of sustainment risks referred into the program as risk driven by property care:

1. discrete cases of property care that require brief interventions to address
2. hoarding, which requires intensive supports to address.

Service provider staff noted that they were able to support clients to address discrete property care issues that DCJ Housing had identified as a sustainment risk. However, some service provider staff questioned the value of referring tenants with these types of issues (e.g., needing lawns mowed or rubbish disposed of) to the program if there were no other risks to the sustainment of the tenancy that were contributing to the property care issues. This was particularly notable in the WNSW sites, where service provider and DCJ Housing staff felt that referrals requiring brokerage to address discrete property care issues were being made at the expense of the referred tenants, who would benefit from the holistic approach to case management or connections to support services that the program was intended to deliver.

> *[The service provider workers have] got degrees. They're not lawn mowing people. They're caseworkers that want to manage that client. How did they get to that situation? They need to work with them, [work out] how to better that situation so the tenant doesn't get kicked out of their house.* – DCJ Housing staff member, WNSW – Orange, Interview

DCJ HOUSING STAFF DIFFERED IN HOW THEY IDENTIFIED AND REFERRED TENANCIES WITH LESS VISIBLE SUSTAINMENT RISKS IN TO STSH

In addition to property care, tenant damage, rent arrears and ASB, the STSH Operations Manual notes that tenants can be referred into the program for other significant issues DCJ Housing identifies that place the tenancy at significant risk. These other risks include mental health issues, domestic and family violence, and issues with drug and alcohol use. These risk factors are less visible, and as a result are often harder for CSOs to identify during CSVs or through automated risk reports. The challenges in CSOs identifying less visible sustainment risks has been consistently found in previous evaluation reports, and is reflected in the reasons for referral (Figure 19), where the proportion of referrals made for 'other' reasons was generally low, with the exception of MD – Albury (45%) and SSESNS (46%).

Interaction between STSH and the TMP

As part of the TMP, tenancy teams received additional staffing resources and implemented an enhanced CSV process that resulted in increased CSV coverage as well as more property care issues identified during CSVs (see Section 3.2.2). DCJ Housing staff and clients in the original pilot sites also noted that as a result of the TMP, CSOs had improved relationships with clients, and that clients felt more comfortable raising issues with their CSO than they had previously (see Section 3.3.1). As a result of this, CSOs in the original pilot sites may have a better understanding of the tenancy risks present in their portfolio than CSOs in the expansion pilot sites, and due to their improved relationships with tenants may be better placed to identify and make referrals to STSH for less visible sustainment risks.

Compared to the other sites, SSESNS differed notably in the reasons tenants were commonly referred into the program. Nearly half (46%) of the tenants referred into the program were referred for a reason other than rent arrears, property care or tenant damage, or ASB, and nearly one in 5 (17%) referrals were made due to ASB. This reflects the initial focus the SSESNS site had on working with former rough sleepers, who are at higher risk of tenancy failure. Although the unique focus on rough sleepers in this site was removed from July 2022, DCJ Housing STSH staff noted that the program continued to receive referrals from the Homelessness Outreach Support Team (HOST), in addition to referrals made by tenancy teams for tenancies meeting the broader eligibility criteria used across all other sites. As a result of this, the profile of tenancies referred to this site is still notably different from the other pilot sites.

There were differences across the pilot sites in how DCJ Housing staff approached making referrals to STSH for tenants with less visible risks, or where early intervention supports could prevent sustainment risks from developing. At some sites, DCJ Housing staff felt that only clients who were at imminent risk of losing their tenancy should be referred into the program. Whereas at other sites, DCJ Housing staff felt that focusing only on the highest and most immediate risks resulted in tenants being referred for support when the issues driving their risks had escalated and were beyond the scope of what can be addressed with the types and length of support the program is able to provide. These differences across sites in the approach DCJ Housing staff took towards making referrals for less visible sustainment risks has been consistently reported across the baseline and interim evaluations of STSH. DCJ Housing staff in MD – Albury, SWS, WNSW – Bathurst and Orange, and SNSW felt that the holistic wraparound supports that service providers can deliver meant that STSH was also well suited to provide early intervention supports to address less imminent sustainment risks. These supports might include linking clients to MyAgedCare or the National Disability Insurance Scheme (NDIS); providing emotional or practical supports during serious illness; helping clients apply for property transfers; supporting families to get children back in their care; and providing support for clients with mental health and drug and alcohol use issues.

REFERRALS WERE PREDOMINANTLY ASSESSED AS MEDIUM OR HIGH RISK USING DCJ HOUSING'S TENANCY RISK ASSESSMENT

The DCJ Housing tenancy risk assessment is an automated calculation that uses a range of risk indicators to flag tenancies as being at high, medium or low risk (Section 3.1 provides more detail). The risk profile of tenancies referred into STSH is shown in Figure 20. Across all sites except for SSESNS, tenancies referred were most commonly assessed as at high risk in

the month before referral, which is consistent with the focus on referring tenancies with identified visible risk such as that associated with property care and rent arrears.

Of the original sites, MD – Albury had the highest proportion of tenancies that were assessed as at low risk in the month prior to referral. This site also had the highest proportion of tenancies referred for 'other' tenancy risks, and staff reported making referrals for less visible tenancy risks or where early intervention supports could prevent a risk from escalating. This suggests that the process DCJ Housing staff use in these sites to identify at-risk clients to refer to STSH may be more focussed on identifying other sustainment risks than DCJ's standardised tenancy risk assessment measure.

Despite the high complexity of the cohort the SSESNS site has targeted, nearly one-third (32%) of referrals were assessed as at low risk the month before referral. This is inconsistent with the DCJ Housing and service provider staff interviewed, who report that referrals in this site are almost exclusively made for very complex tenants at high risk of tenancy failure. This demonstrates the limitations of DCJ Housing's tenancy risk assessment measure. As tenancies referred to STSH in the SSESNS site were more likely to be newer than those referred to STSH in other pilot sites (see Section A8.6, Appendix 8), and the DCJ tenancy risk assessment is a retrospective measure driven by observed breaches, there is a higher proportion of tenancies at low risk not because there is no known risk, but rather because there is less time to observe breaches with newer tenancies.

FIGURE 20.   RISK ASSESSMENTS OF TENANCIES IN THE MONTH PRIOR TO REFERRAL TO STSH
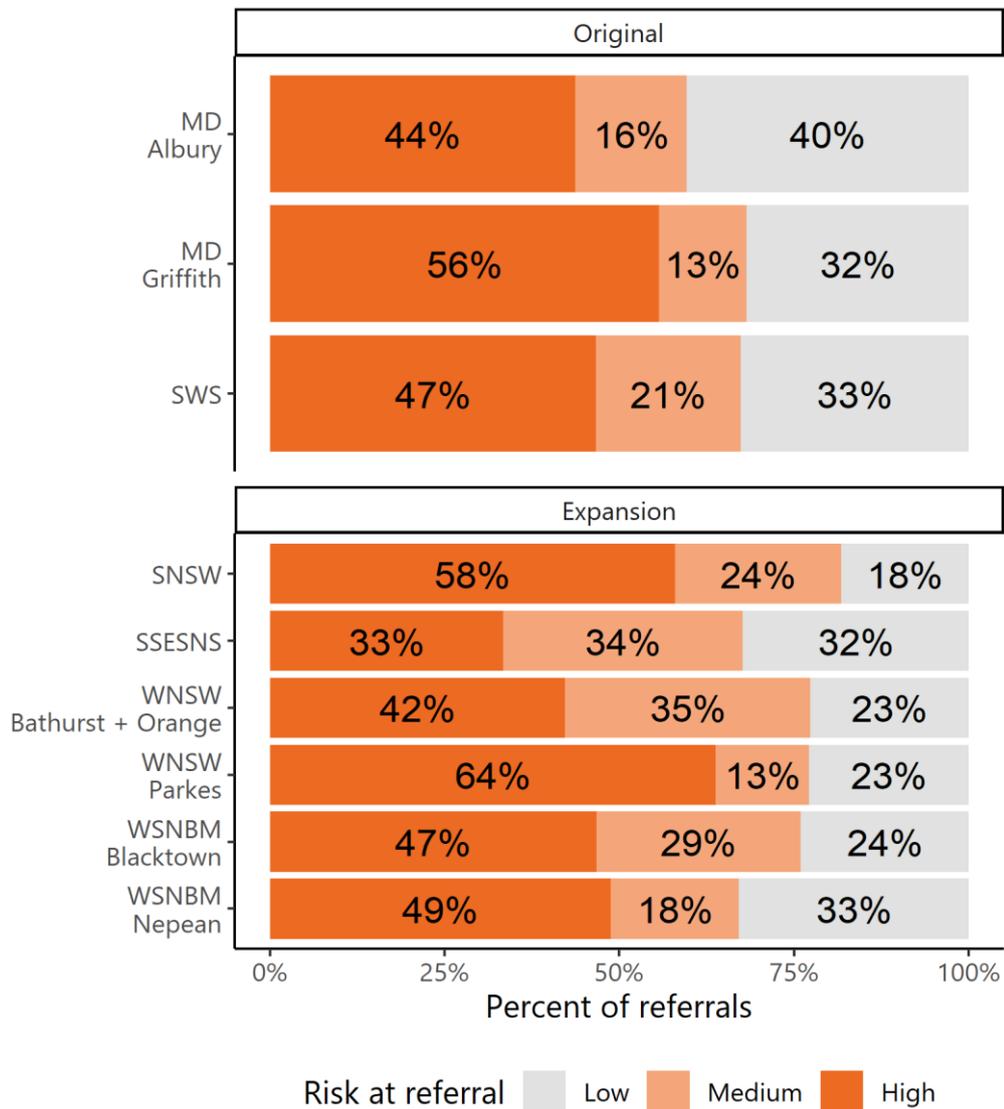
Source: STSH Master Dashboard, November 2022; TMP Tenancy Reports, December 2018 – November 2022; Tenancy Profile Reports, February 2021, May 2021 – November 2022. Note: Tenancy Profile Reports were not available for March or April 2021 for the STSH expansion sites. Tenancies where the risk assessment in the month prior to referral was not available have been excluded from this analysis.

THE INTENSITY OF SUPPORT THAT CLIENTS REQUIRED TO ADDRESS TENANCY RISKS DID NOT ALIGN WITH THE DEMAND MANAGEMENT FRAMEWORK

After STSH was rolled out in the original pilot sites, service provider staff found that a larger proportion of clients referred into the program by DCJ Housing required intense case management level supports than had been anticipated. As a result, service provider staff found it challenging to provide clients with the appropriate level of support with the worker caseloads that were required to meet contracted targets for referral numbers. To address

this, the demand management framework was introduced to better align the intensity of supports clients require with service provider staff caseloads and capacity.

The demand management framework (Figure 21) describes the different intensity of supports clients can receive when working with service providers, and provides a guide for the proportion of clients that service providers can engage with at different levels of support whilst maintaining appropriate staff caseloads.

FIGURE 21.   THE DEMAND MANAGEMENT FRAMEWORK

Open support (30%)	Minimal client contact (i.e., once a month phone call/ face-to-face where necessary) focused on monitoring client progress and catching issues that may emerge either pre or post more intensive support. This would primarily be for clients who have been closed from either brief intervention or case management, but could also be used for clients who are not ready to engage as a way of assertively trying to engage with them. Needs likely to be low urgency and low complexity (at this time).
Brief intervention (45%)	A 4 to 6 week support period focused on rapid, practical support, linking people with the right services, and generally getting people on track with some quick wins. This would primarily be for clients who have experienced a recent crisis or series of events that have led to their referral, where things had been relatively stable prior to the referral or the presenting issues are easily resolved. These clients may move into a period of open support following brief intervention. Needs may be medium to high urgency with low to moderate complexity.
Case management (25%)	Up to (and over where required) 12 months of intensive support with full case planning and case management. This would be primarily for clients with long-term, complex needs particularly in relation to stabilising their tenancy. Needs likely to be moderate to high urgency with moderate to high complexity.

Despite the introduction of the demand management framework, service provider staff continue to report that larger proportions of tenants referred into the program require intensive case management supports than was anticipated during program design. The demand management framework suggests that the smallest proportion of clients (25%) should be receiving case management support; however, in interviews service provider staff noted that the majority of referrals received are for clients who require this intensive support.

From July 2022, service providers began to report the category of support that current clients required on referral, and if that category of support had changed during the 12-month engagement period (Table 19). Although data on support category is only available for a

subset of clients across the pilot sites, there is sufficient data to understand the profile of client support needs across most sites.

In all sites, with the exception of WNSW, the majority of clients for whom case plan data is available required case management level support, consistent with reports from the service provider staff interviewed. Although only a small sample of clients from SSESNS had their category of support reported, the vast majority required case management support. This is consistent with the high complexity nature of the clients referred to the program in SSESNS, as discussed above.

TABLE 19.   THE INTENSITY OF SUPPORT PROVIDED TO STSH CLIENTS AS NOTED IN SERVICE PROVIDER CASE PLANS

	Case Management		Brief Intervention		Open Support		Total	
Site	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**
MD	35	60%	17	29%	6	10%	58	100%
SNSW	23	55%	15	36%	4	10%	46	100%
SSESNS	16	76%	1	5%	4	19%	21	100%
SWS	29	69%	8	19%	5	12%	42	100%
WNSW	16	23%	41	59%	12	17%	69	100%
WSNBM	20	50%	11	28%	9	22%	40	100%
Total	**139**	**51%**	**93**	**34%**	**40**	**15%**	**1420**	**100%**

Source: STSH service provider data: Case plan survey data – July-November 2022. Note: Case plan data was not reported by service providers prior to July 2022.

The majority of clients with case plan data in the WNSW sites required brief intervention. This was the only site where brief intervention support as outlined in the demand management framework was the most common type of support provided to clients, and is consistent with service provider reports regarding the focus on referrals with discrete property care risks that do not require additional supports or case management.

Interviews with DCJ Housing staff at the pilot sites revealed that at many sites, CSOs who make referrals into the program were not aware of the demand management framework and referred tenants who they felt were most at risk or most in need of intensive supports into the program. This was particularly evident in sites such as SSESNS, where CSOs reported having less understanding of the program and referral process (see Section 4.2.2). In addition to this limited communication and promotion of the demand management framework across all tenancy teams, and communication between service providers and DCJ Housing teams regarding capacity for different levels of support, DCJ Housing and service provider staff noted that accurately identifying the support needs of clients could be challenging at the point of referral. Some service provider staff note that it can take time to develop rapport with clients so that they feel comfortable to share information about their situation. The service provider can then more accurately identify risk factors and appropriate supports for the client. Some service provider staff also felt that some CSOs who identify and refer at-risk

clients did not have the time or skills required to understand whether more complex issues may have been driving what appeared to be a less complex tenancy risk.

Service providers at some sites reported that they were able to work well with DCJ Housing to manage the intensity of support required by clients with the caseloads of service provider staff. Where this worked well, DCJ Housing and service provider staff:

- maintained close and frequent communication regarding new referrals made
- confirmed that STSH was an appropriate service for the tenant referred
- considered the expected intensity of support that the referred tenant would require
- discussed whether the service provider had the current staff capacity to ensure the appropriate intensity of support could be provided to the tenant if the referral was accepted.

4.2.5 TO WHAT EXTENT DID TENANTS REFERRED TO STSH ENGAGE WITH SERVICE PROVIDERS FOR THE 12-MONTH SUPPORT PERIOD?

The STSH Operations Manual notes that service providers are expected to provide clients who engage with the program support with a tenant-agreed and service provider-endorsed case plan to sustain their tenancy for at least 12 months. Clients who have exited STSH early, or who have completed a 12-month support period and require additional supports to sustain their tenancy, can be re-referred into the program for an additional 12 months.

DCJ Housing staff are responsible for making a warm coordinated referral to the service provider, ensuring that tenants who are referred are willing to engage in this voluntary program and understand the purpose of their referral. Following the referral from DCJ Housing, service providers too are required to introduce the program to clients, and to reconfirm their understanding of the program and willingness to engage with supports.

THE VAST MAJORITY OF TENANTS REFERRED TO THE PROGRAM ENGAGED WITH SUPPORT

Service providers across the pilot sites were generally successful in engaging clients referred to the program (Table 20). Both original pilot sites had the same levels of engagement (87% of referrals engaged). Of the expansion sites, SNSW had the highest rates of engagement, with 100% of referrals made to STSH engaging with the program. WNSW – Parkes had highest proportion of referrals who did not engage with the program, with one in 5 (20%) referred tenants choosing not to participate.

TABLE 20.   THE PROPORTION OF REFERRALS THAT ENGAGED WITH THE PROGRAM

Subsite	% referrals engaged		Total referrals	
	N	%	N	%
MD – Albury	389	80%	485	100%
MD – Griffith	258	99%	261	100%
SWS	626	87%	716	100%
SNSW	186	100%	186	100%
SSESNS	273	98%	279	100%
WNSW – Bathurst and Orange	188	93%	202	100%
WNSW – Parkes	105	80%	131	100%
WSNBM – Blacktown	352	84%	420	100%
WSNBM – Nepean	236	85%	277	100%

Source: STSH Master Dashboard, November 2022.

An important aspect of STSH is that it is a voluntary program, and that tenants are required to consent to a referral into the program. Although engagement rates were generally high across sites, there are differences in the proportion of tenants referred to the program who did not engage with service providers. This may reflect differences in how DCJ Housing staff explain the program to tenants at the initial point of referral. DCJ Housing and service provider STSH staff across the pilot sites emphasised that CSOs accurately explaining the program to clients was crucial for client engagement, and where this did not happen, or where the voluntary nature of the program was not communicated, tenants may be less likely to engage with support after referral. Staff felt that providing tenants with informational materials regarding the program that they could read in their own time could help them understand the purpose of STSH and the supports available through the program. However, in some sites staff noted that the informational materials were not always kept up to date, which could be confusing for some clients.

PILOT SITES DIFFERED IN THE TIME TAKEN TO ENGAGE CLIENTS WITH THE PROGRAM AFTER REFERRAL

The STSH Operations Manual states that client intake should take place within 10 business days of a referral being made. Service provider staff emphasised that it was important for initial contact to be made in a timely manner as clients may not remember what STSH is about, or why they were referred to the program, and that this could be a barrier to successfully engaging with a new referral.

> *So then they'll go, 'Oh no, I'm not interested in that,' because they've forgotten actually what the program was about, or what they were doing it for. –* DCJ Housing staff member, WNSW – Parkes, Interview

Pilot sites varied in the extent to which they were able to meet this KPI. Of the original sites, MD – Griffith had the fastest intake processes, with a median of 3 business days between referral and intake (Table 21).). MD – Albury (median: 6 days) and SWS (median: 8 days) took longer from referral to intake. Service provider staff in SWS noted that high caseloads of existing clients impacted their ability to contact and engage with new clients in a timely way.

TABLE 21.   DAYS BETWEEN REFERRAL AND INTAKE IN THE ORIGINAL PILOT SITES

Subsite	N	Median	Min	Max
MD – Albury	320	6	1	44
MD – Griffith	204	3	1	45
SWS	701	8	0	294

Source: STSH Master Dashboard, November 2022. Note: Referrals where the recorded intake date is earlier than the referral date have been excluded from this analysis.

The number of days between referral and intake date for each client in the original sites is shown in Figure 22. Each point represents a client, with the colour of the point indicating whether that client had their program intake within the 10 business days of referral as outlined in the STSH Operations Manual. In MD – Griffith, very few clients had their intake 11 or more business days after referral, whereas in SWS the service providers did not meet this KPI for a larger proportion of clients.

FIGURE 22.   BUSINESS DAYS BETWEEN REFERRAL AND INTAKE FOR STSH CLIENTS IN THE ORIGINAL PILOT SITES
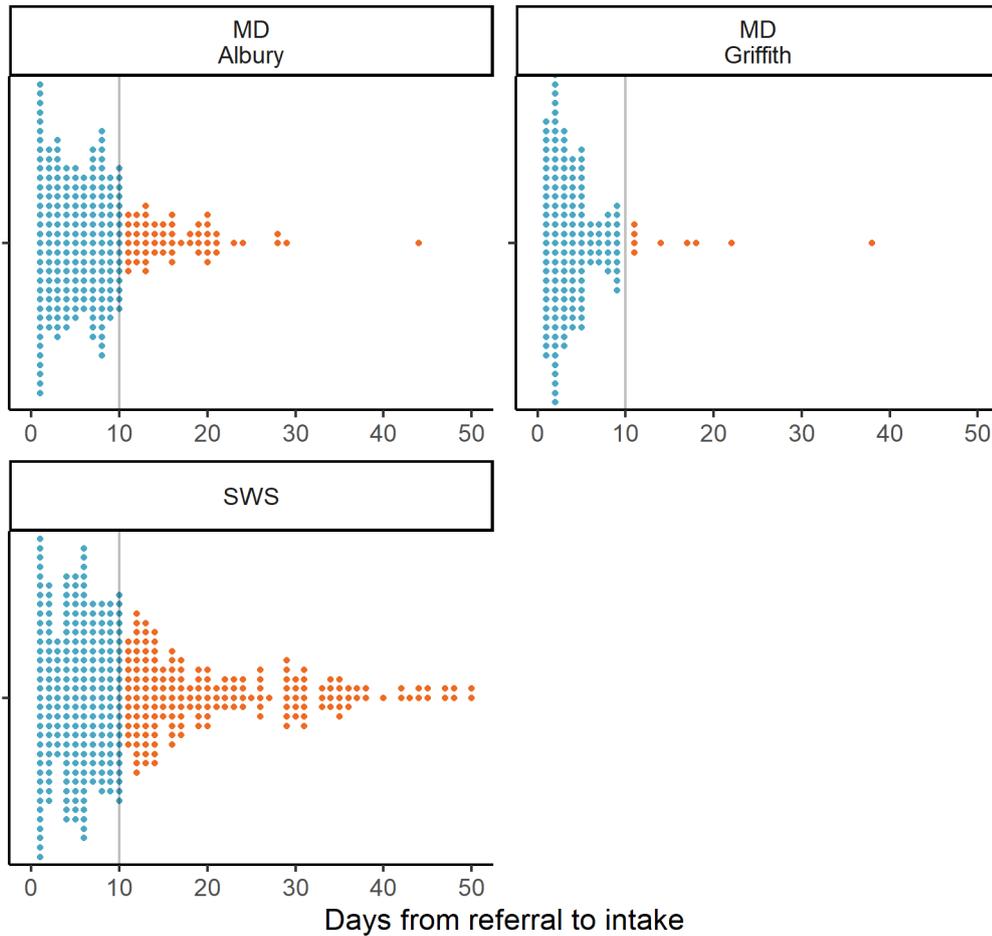
Source: Master STSH Dashboard, November 2022. Note: Referrals where no intake date was recorded have been excluded from this analysis. Where clients have been re-referred into the program, only the business days to intake from the first referral have been included in this analysis. Referrals where business days to intake were > 50 are not shown in this analysis.

There was also substantial variation in the time between referral and intake in the expansion sites (Table 22). The SNSW and the WNSW sites had the quickest time between referral and intake, whereas the SSESNS and WSNBM sites conducted intake later. DCJ Housing staff in WSNBM noted that tenants they referred to STSH frequently experienced lengthy delays between being referred into the program and service providers making initial contact. DCJ Housing staff in WSNBM also noted that service providers contacting clients substantially later than anticipated could have a negative impact on the relationship and trust between the tenant and DCJ Housing, as the delay could reinforce the tenant's perception that DCJ Housing is not interested in supporting them to maintain their tenancy.

TABLE 22.   NUMBER OF DAYS BETWEEN INTAKE AND REFERRAL FOR STSH CLIENTS IN THE EXPANSION SITES

Subsite	N	Median	Min	Max
SNSW	183	2	1	19
SSESNS	259	7	1	166
WNSW – Bathurst and Orange	198	3	1	47
WNSW – Parkes	112	3	1	35
WSNBM – Blacktown	321	10	1	221
WSNBM – Nepean	198	10	0	74

Source: Master STSH Dashboard, November 2022. Note: Referrals where the recorded intake date is earlier than the referral date have been excluded from this analysis.

These patterns are clearly illustrated in Figure 23, which presents the data in the same way as Figure 22. Nearly all clients in SNSW and the WNSW sites had their program intake within the 10 business day period outlined in the STSH Operations Manual, whereas larger proportions of clients in the SSESNS and the WSNBSM sites were not engaged in the program within the specified timeframe.

FIGURE 23.   DAYS BETWEEN REFERRAL AND INTAKE FOR STSH CLIENTS IN THE EXPANSION PILOT SITES
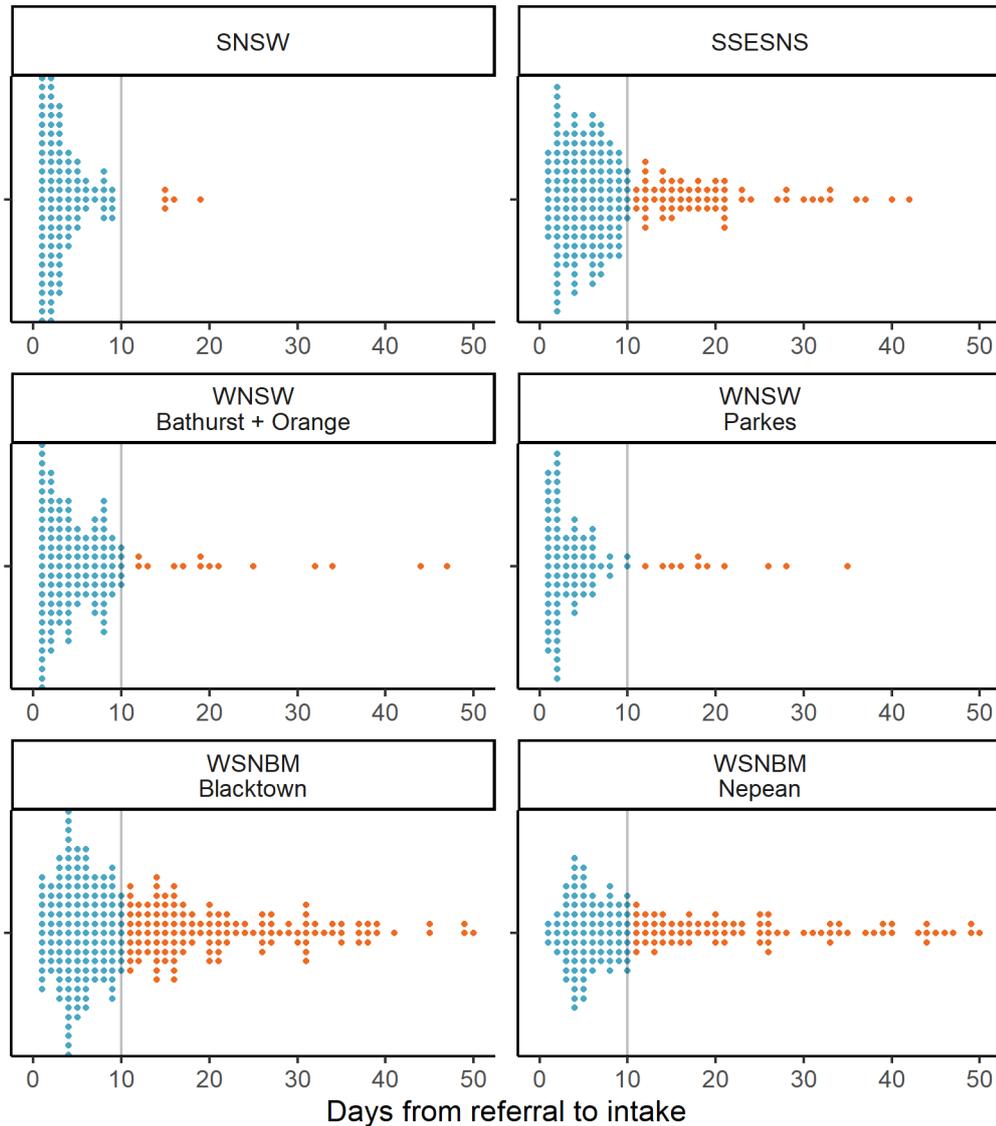
Source: Master STSH Dashboard, November 2022. Note: Referrals where no intake date was recorded have been excluded from this analysis. Where clients have been re-referred into the program, only the business days to intake from the first referral have been included in this analysis. Referrals where business days to intake were > 50 are not shown in this analysis.

Service provider staff at multiple sites noted that it was challenging to make contact with some clients, which impacted their ability to engage clients within 10 business days of intake. Service provider staff in MD – Albury noted that they sometimes received referrals where the contact details or phone numbers of clients listed in the referral form were out of date. In SSESNS, where referrals initially focused on tenants with a history of rough sleeping, service provider staff noted that former rough sleepers referred to the program often did not have a working mobile phone and did not always reside in their property full time, which could make it difficult to successfully engage with clients within the 10 business days.

DCJ Housing staff in some sites felt that service providers were not using the most effective approaches when attempting to engage with clients. In WSNBM, DCJ Housing staff noted

that service provider staff sometimes reported difficulties engaging with clients that they had not had trouble contacting, and in SWS, DCJ Housing staff reported that they suspected service provider staff may attempt to ring clients from a private number, and that clients may be hesitant to pick up the phone if they do not know the number. In MD – Albury, WNSW – Bathurst and Orange and SNSW, STSH specialists are able to inform clients which case worker will contact them, and the number/ organisation they would be ringing from, which staff found very helpful for successful client engagement.

> *But most of the time when I've met the client, I tell them who the case workers are, and that they're going to touch base with you. 'Please engage with them. They're here to help you. They're not going to judge you.' Like the lady on Friday, gave them the name, 'they're going to touch base with you early January. They'll be able to do what you need. If you need help with something, you talk to these people. They'll be able to do all the supports, or they'll put everything around you to help you.'* – DCJ Housing staff member, WNSW – Orange, Interview

WILLINGNESS TO ENGAGE WAS THE MOST IMPORTANT FACTOR FOR CLIENTS' CONTINUED ENGAGEMENT WITH SUPPORTS

Following the intake and initial engagement process, DCJ Housing and service provider staff emphasised that the most important predictors of whether a client would engage with STSH for the 12-month support period were the client's willingness to engage with supports and readiness to change.

> *[I]t's an obvious one, it is about engagement. If they're available, if they're responsive, then you are able to then get to know the person, and work on what support they might need. I mean, I'm assuming that is an effective way of working with someone, because you actually know and understand.* – Service Provider staff member, SSESNS – ACHRCS, Interview

As DCJ Housing and service provider staff have limited influence over a client's readiness to change and willingness to engage with supports, it is particularly important that clients understand the nature of the program and that they are not obligated to engage with the program if they do not want to. DCJ Housing STSH staff across multiple sites noted that as part of the referral process, they would clearly inform clients how severe the risk to their tenancy was, and what the consequences of taking action or not taking action would look like in order to motivate clients to engage with supports.

> *[We] explain to them what the process of the program is, how long it's going to run for [...] Letting them know the positives of it but also letting them know the need, in a positive way I guess. 'And if we don't succeed here, unfortunately it does go back to the tenancy team and unfortunately that then does go to tribunal to issue an order to you to comply.' So that's obviously said to them in a positive way, I guess, just to let them know that that's not the way we want to go, we want to go down this path in a positive way and get those matters resolved.* – DCJ Housing staff member, WNSW – Parkes, Interview

Although it is important for clients to understand the risks to their tenancy and why they have been referred to STSH, some service providers note that this approach may lead to

some clients agreeing to a referral despite not being willing to engage with supports, as they do not feel that the program was voluntary or because they feel DCJ Housing staff want them to agree to the referral. This can be frustrating for service providers, as some clients who are not willing to change will agree to engage with the program, only to later disengage when they become aware of the program's voluntary nature. This issue was also noted as a barrier by service provider staff in the past baseline reports, however there have been improvements as CSOs become better able to communicate the program to prospective clients at the point of referral.

In addition to ensuring the clients are ready to engage at the point of referral, service provider staff also noted that willingness to engage and readiness for change can vary across the support period, thereby affecting client engagement. Staff from SNSW and WNSW – Parkes found that clients' initial willingness to engage may be high, but clients frequently become less willing to engage when service provider staff begin to identify underlying issues driving tenancy risks.

> *The initial engagement when we're standing face to face with someone, saying, do you want to become a part of this program? I think we get that [...] we get 90% yes. [...] It's that two months later when [case workers] have asked the tough questions, and they're actually starting to crack what is going on and those underlying issues [...] And we found that pathway. It's like, do you want to start going down the pathway to resolve these issues? And then, that's where we hit the brick wall.* – DCJ Housing staff member, SNSW, Interview

SERVICE PROVIDERS FOUND SOME CLIENT COHORTS MORE DIFFICULT THAN OTHERS TO ENGAGE WITH SUPPORTS

Service provider and DCJ Housing staff noted that many individual factors influenced whether clients successfully engaged with the program, several staff across sites also noted that there were some common characteristics of clients who were more difficult to engage with supports as part of the program. These included:

- clients who feel **intense shame** about the tenancy risks they have been referred into the program to address (e.g., a severe property care issue and/ or hoarding)
- clients who had **negative past experiences with government and non-government services**, and who did not trust the system (e.g., tenants who did not have positive outcomes with past experiences with non-government organisations, clients who have had children removed from care, long-term social housing tenants who have had not received supports to address previous tenancy risks)
- clients with severe **mental health** issues, **drug and alcohol use** issues or **cognitive impairment**
- **younger clients**, who may be less likely to perceive poor property care as a risk.

4.2.6   WHAT WERE THE CRITICAL SUCCESS FACTORS AND BARRIERS FOR STSH PROVIDING SUPPORT TO AT-RISK TENANCIES?

Service providers were contracted to provide case management and wrap around support services to address the needs of social housing tenants to support the program objectives of:

- sustaining their tenancies – by avoiding and reducing tenancy breaches over a 12-month support period
- enhancing tenants' capacity to manage their tenancies independently beyond the 12-month period support period
- increasing participants social connection to improve overall wellbeing measured using the Personal Wellbeing Index.

Service providers were also able to use, at their discretion, a portion of STSH program funding or their own funds to provide brokerage support to clients by purchasing goods or services on the client's behalf. The recommended amount of brokerage for STSH is $1,000 per client, pooled across the client cohort.

Service provider staff and clients reported several types of practical and emotional support provided to clients as part of STSH (Figure 24). These supports broadly fell into the categories of tenancy supports, personal supports and emotional supports.

FIGURE 24.   TYPES OF SUPPORT SERVICE PROVIDERS DELIVERED TO AT-RISK TENANCIES

Tenancy support

- **Communication with DCJ Housing**
  - Advocating for clients' needs
  - Assistance with applying for housing transfers and obtaining housing for family members
- **Material support**
  - Obtaining equipment (e.g., lawn mowers, whipper snippers)
  - Ordering and installing home appliances (e.g., stoves, washing machines), security items (e.g., cameras, screen doors) and furniture
- **Maintenance and repairs**
  - Garden maintenance (e.g., assistance with lawn mowing, removing trees)
  - Fixing lights, toilets and bathroom tiling
  - Linking with volunteers who help with property maintenance
- **Property cleans**
  - Decluttering and waste removal (e.g., organising and filling skip bins, carpet removal)
  - Motivating clients to tidy their house
  - Arranging alternative accommodation during cleans and repairs
- **Skills workshops**
  - Hoarding workshop
  - Living skills workshop

Personal support

- **Administrative support**
  - Support with NDIS applications
  - Assistance with car registration
  - Acquiring a statutory declaration for people experiencing domestic and family violence
  - Applying for aged care services
  - Setting up online accounts (e.g., myGov)
- **Linking with health, social and other services**
  - Professional mental health or drug and alcohol use support (e.g., counsellors, psychologists, psychiatrists)
  - Domestic and family violence support
  - GPs
  - Social groups
  - Lawyers
- **Transportation**
  - Driving client to appointments
  - Picking up prescriptions
- **Financial support**
  - Providing food and vouchers for food and petrol
  - Direct financial support to cover rent and referral to services who can help with rent payments
- **Support finding employment**

Emotional support

- Listening to clients' needs
- Providing advice
- Checking in on clients' mental health
- Providing counselling and advice for family and relationship issues
- Providing emotional support during discussions with neighbours

From July 2022, service providers began to report the main focus of the support delivered to clients as part of their case plan; however, this data is only available for a limited number of clients. Case plan data revealed that service providers worked to support clients across a range of categories, with hoarding or squalor (42%), mental health (18%) and financial assistance (14%) being the most common areas of support (Table 23).

TABLE 23.   THE MAIN FOCUS OF SUPPORT FOR CLIENTS

Main focus of support	N	%
Hoarding or squalor	117	42%
Mental health	50	18%
Financial assistance	40	14%
Domestic and family violence	18	6%
Physical health	12	4%
Disability	10	4%
NDIS	9	3%
Drug and alcohol dependency	7	3%
Budgeting	5	2%
Education	5	2%
Employment	3	1%
Self-care	3	1%
Total	**279**	**100%**
Missing	12	

Source: STSH Service Provider data: Case Plans (July – November 2022). Note: Service providers did not report case plan data prior to July 2022.

USING A TRAUMA-INFORMED AND CLIENT-CENTRIC APPROACH HELPED SERVICE PROVIDERS MORE EFFECTIVELY IDENTIFY CLIENT NEEDS AND PROVIDE SUPPORTS

Service provider staff across sites described taking a trauma-informed and client-centric approach, supporting clients to address underlying causes of the tenancy risk/s identified by DCJ Housing.

Service provider staff said that being non-judgemental and taking the time to develop a relationship with clients, building rapport, trust and understanding enabled them to best identify where clients required additional supports to sustain their tenancy. Clients often described their service provider worker as non-judgemental and empathetic. Results from the client exit survey found that clients strongly agreed that they were treated with respect by service provider staff. Although there is limited exit survey data available for sites other than MD – Griffith (Table 24), the high levels of respect shown by service providers reported by clients in interviews is consistent across all sites.

TABLE 24. CLIENT REPORTED EXPERIENCES OF RESPECT FROM SERVICE PROVIDER STAFF

Site	N	Mean	Median	SD	Min	Max
MD - Albury	23	8	9	2	5	10
MD - Griffith	218	9	9	1	5	10
SWS	24	9	10	1	6	10
SNSW	4	10	10	0	10	10
SSESNS	7	10	10	1	8	10
WNSW - Bathurst + Orange	8	10	10	1	8	10
WNSW - Parkes	5	10	10	0	9	10
WSNBM - Blacktown	7	10	10	0	10	10
WSNBM - Nepean	5	10	10	0	10	10

Source: STSH service provider data: Exit survey data. Note: 0 = lowest levels of agreement, 10 = highest levels of agreement.

THE DURATION OF THE SUPPORT PERIOD ALLOWED SERVICE PROVIDERS TO WORK MORE IN DEPTH WITH CLIENTS TO ADDRESS TENANCY RISKS

Service provider staff felt that the duration of support was a critical success factor for the program, saying that the 12-month support period allowed them to get to know their clients properly, understand their needs and identify appropriate supports. The longer period of support also gave service providers the opportunity to identify and address underlying issues that may be driving observed tenancy risks, and gave clients sufficient time to learn new skills and make changes that not only address the immediate risks to the tenancy, but also enabled them to better maintain their tenancies after the period of support.

Some service provider staff noted that if clients do not need the support for 12 months because they have already had their issues addressed in a short amount of time, it can be hard to keep them engaged for the rest of the support period.

DCJ HOUSING AND SERVICE PROVIDERS LEVERAGED THEIR DIFFERENT APPROACHES AND TOOLS TO ENGAGE CLIENTS IN SUPPORTS AND ENCOURAGE CHANGES IN TENANCY MANAGEMENT

DCJ Housing and service provider staff both noted that the two organisations took different approaches when supporting clients to address tenancy risk, and that clients generally had different relationships with DCJ Housing and service provider staff. Where DCJ Housing and service provider STSH teams have good communication, the teams can work in collaboration and leverage the different approaches and tools available to achieve the best outcomes for clients.

Although service providers are working with DCJ Housing to deliver STSH, many clients perceive the service provider to be independent from DCJ Housing. Clients felt that their

workers were able to act as a conduit between themselves and DCJ Housing, communicating information from DCJ Housing in a way that they understood and listening and advocating for their specific needs. This can be particularly useful when engaging clients who do not have a positive relationship with DCJ Housing, or who may not feel comfortable discussing any challenges they are experiencing in maintaining their tenancy with DCJ Housing staff. Many DCJ Housing staff noted that they have been able to leverage the positive relationship that service provider staff develop with clients to improve their own relationship with clients, for example through conducting joint visits.

> *I think our clients can sometimes be quite closed in their thinking around, we are just here to make sure they pay their rent, don't blue with their neighbours and make sure they look after their property. But there's a whole range of other things that we can do for them. And that's the stuff I think when that comes from an external provider, it's just heard differently. If we were trying to say that because they'd […] All the clients often think that we have an ulterior motive around offering some of that stuff.* – DCJ Housing staff member, SWS, Interview

DCJ Housing staff in some sites described utilising formal actions, alongside the supports service provider workers provided, to create accountability for clients in addressing the tenancy risks they are being supported with. In MD, DCJ Housing STSH staff described using property care action plans or specific performance orders to keep clients accountable when dealing with property care issues. DCJ Housing staff in MD – Albury noted that the use of skip bins alone to address property care issues is not desirable, as they are a 'quick fix' and do not address the underlying behaviours that resulted in the need for a skip bin. To tackle this, DCJ Housing staff in this site used property care action plans to motivate change by requiring clients to take actions and meet certain milestones before skip bins were sourced. DCJ Housing staff in this site noted that this approach worked very well in motivating clients to engage with supports to address tenancy risks; however, this resulted in a lot of additional work for staff. DCJ Housing staff in other sites also noted that they worked closely with clients to create accountability through using incentives or other arrangements.

Example of good practice
- See Section A6.2 in Appendix 6 for a more detailed description of how DCJ Housing staff at the MD pilot site used property care action plans and other strategies to promote accountability in addressing tenancy risks, and address the perception of STSH as the 'skip bin program'.

DCJ HOUSING AND SERVICE PROVIDERS DID NOT ALWAYS AGREE ABOUT THE APPROPRIATE APPROACH TO SUPPORTING CLIENTS

In many cases, the different perspectives of DCJ Housing and the service provider and their respective approaches to supporting at-risk tenancies were complementary and both teams were able to work collaboratively to achieve positive outcomes for clients. In some sites, however, DCJ Housing and service provider staff had different views on the most appropriate approaches. The tension between the service provider's client-centric approach to support and DCJ Housing's process-based approach to managing tenancy risk was most notable where clients had been referred to the program as a result of property care.

In WSNBM, DCJ Housing staff felt that the 'client-paced approach' service providers took when providing support to clients resulted in some identified tenancy risks not being addressed in a timely manner. For example, where clients were referred to STSH for severe property care issues, DCJ Housing staff in this site felt that service provider workers frequently worked slower than DCJ Housing expected, despite the identified risks needing to be addressed quickly to save the tenancy or the tenant being at imminent risk of eviction.

As noted in Section 4.2.4, service provider staff across sites described different types of property care issues driving tenancy risks – including discrete property care issues, and hoarding. Service provider staff often identified that property cleans were the preferred approach to addressing property care risks driven by hoarding. This intervention worked well in some cases, in others it failed to result in lasting change. Service providers were aware that property cleans are only the first step in addressing hoarding behaviour, however they noted that due to a lack of available services that could provide psychological support to clients with hoarding behaviours there were limited options for further supports. When supporting a client with hoarding behaviour, their needs must be central to the support provided. Performing one-off clean ups that may be effective for less severe cases of neglected property care can be highly distressing for clients with hoarding behaviour, and will often be ineffective at sustaining change[9].

The distinct specialised supports required to address hoarding were recognised by DCJ Housing and service provider staff in SNSW, who identified hoarding as a frequent issue encountered amongst social housing tenants in the district and found they were seldom achieving good outcomes with these clients. In a shared effort, DCJ Housing and service provider staff liaised with a hoarding counsellor, educated themselves on the topic and started facilitating a 'Buried in treasures' course that provides in-depth training and support for clients with hoarding behaviours to help them gain insights into their behaviour. Service provider staff then help clients to implement the skills they learn in the program.

STAFF TURNOVER, AND THE SUBSEQUENT INCONSISTENCY IN CLIENT ENGAGEMENT WAS A CHALLENGE FOR EFFECTIVELY SUPPORTING CLIENTS

DCJ Housing staff identified that consistency in service provider staff, and in contact with clients, was required to successfully support clients to address tenancy risks, but that in some sites, staff turnover in service providers impacted the consistency of support that clients were able to receive. DCJ Housing staff from SWS and WNSW noted that it can be difficult to continue to engage clients with the program after their service provider worker changes, as it can take time for a relationship to be developed between the client and the new worker.

Consistency of engagement was also affected by staff capacity, turnover, recruitment if there were gaps in staffing for periods of time, or a higher proportion of clients requiring intense case management support than anticipated (see Section 4.2.4 for more detail regarding the intensity of support and the demand management framework used to manage it). DCJ Housing staff noted that this could result in:

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[9] Department of Health Victoria. (2015). Hoarding and squalor. Retrieved 2 March 2023, from https://www.health.vic.gov.au/wellbeing-and-participation/hoarding-and-squalor

- service provider workers having higher caseloads that include larger proportions of clients with complex issues
- new clients referred into the program not being able to be seen by service provider staff in a timely manner
- service providers being less able to support clients with lower support needs, as workers prioritise clients with more urgent needs
- higher caseloads, resulting in staff not being able to work as consistently with clients as intended.

4.3 HOW DID STSH CHANGE THE DELIVERY OF TENANCY MANAGEMENT AND SUPPORT SERVICES?

4.3.1 WHAT WERE THE CHANGES TO WAYS OF WORKING FOR DCJ HOUSING STAFF?

The introduction of STSH was intended to change how DCJ Housing staff, both in STSH-specific roles and in tenancy teams, delivered tenancy management and support services. This would be achieved through working with service providers who provide case management and wrap around supports to address the complex needs of tenants identified at risk of tenancy failure. In the original pilot sites, additional staffing resources were provided as part of the delivery of both the STSH and TMP pilots. In the expansion sites where TMP was not implemented, roles for additional DCJ Housing staff were introduced to support STSH program delivery.

DCJ HOUSING STSH STAFF WERE ABLE TO TAKE A MORE FLEXIBLE AND CLIENT-CENTRIC APPROACH WHEN ENGAGING AND SUPPORTING CLIENTS THAN WAS TYPICAL IN TENANCY TEAMS

STSH staff in DCJ Housing reported that the pilot allowed them to take a substantially different approach to their work with clients than business-as-usual approaches in tenancy teams allowed. DCJ Housing STSH staff noted that the change in approach to working with clients included:

- spending more time with clients to develop relationships
- taking a more holistic approach to understanding the challenges that clients are facing and how these contribute to identified tenancy risks
- working with service providers to provide wraparound supports to address identified tenancy risks
- taking a more flexible and less process-driven approach to addressing tenancy management issues.

> *I think in that STSH program it really needs to be that empathy, a little bit of compassion, a bit of friend making type thing. We want pretty much the client to think that the tenancy team are, they don't bend the rules, and they won't handle the property care, or whatever, not being done, but we're here to be your friends, and we're here to help pretty much fix the problem, so we need them to understand, or feel that way, I guess you would say.* – DCJ Housing staff member, WNSW – Parkes, Interview

DCJ HOUSING STSH STAFF FELT STSH ALLOWED THEM TO SPEND MORE TIME WITH TENANTS, BUT SOME TENANCY TEAM STAFF HAD INCREASED WORKLOADS

DCJ Housing STSH staff generally felt that they had sufficient time to complete their work activities, and that sharing support work with service providers allowed for them to spend more time nurturing relationships and spending time with clients in the field. However, some DCJ Housing STSH staff reported not having sufficient time to complete their work activities. This included where staff were taking on additional responsibilities due to staff turnover (e.g., in WNSW – Bathurst and Orange), or where high referral numbers made it difficult for STSH staff to keep up to date with both new and ongoing clients (e.g., in WSNBM).

Non-STSH DCJ Housing tenancy team staff reported that STSH had a mixed impact on their workload. Some DCJ Housing staff noted that STSH decreased their workload as the support that STSH is able to provide client with complex issues allows CSOs more time to deal with other tenancy matters. DCJ Housing staff in SNSW noted that having the STSH team and service providers able to work with more clients with more complex issues gave them more time to meet targets regarding CSVs and managing rental arrears. However, CSOs across all sites noted that STSH introduced an additional administrative burden because of the additional work required to refer tenants into STSH. CSOs in MD – Albury noted that although the referral process could be time intensive, this resulted in improvements in their workload later on as they were not required to support tenants engaged with STSH so intensively.

Interaction between STSH and the TMP

In the original pilot sites, additional staffing resources were provided to support the delivery of both the STSH and TMP pilots. As a result, particularly in SWS, there was a less clear distinction between staff in the tenancy team and staff involved in STSH delivery. CSOs at this site reported being more involved with the service providers and with supporting clients referred to the program than CSOs from the tenancy teams in the expansion sites.

CSOs in SWS reported that they had an increased workload as a result of STSH because they were heavily involved in client support for tenancies referred to STSH, and in some cases are supporting tenants with complex issues that would previously been handled by the internal DCJ Housing specialist.

INCREASED WORKLOADS DRIVEN BY STSH RESULTED IN HIGHER LEVELS OF STRESS FOR DCJ HOUSING STAFF

Staff taking on additional responsibilities on top of an existing workload reported higher levels of stress as a result of the pilot. Staff could take on this extra load because a vacant role was unfilled such as occurred in WNSW – Bathurst and Orange. It could also occur where the structure of STSH roles changed, resulting in substantial additional work for tenancy staff. This happened in WNBSM, where DCJ Housing Specialists took on responsibility for referrals and engaging with service providers before the STSH team structure in this site changed.

Other DCJ Housing staff noted experiencing lower levels of stress as a result of STSH. This was driven by reductions in workload, improved support with managing complex clients and knowledge of improved referral pathways and supports for tenants.

DCJ HOUSING STAFF GENERALLY FELT STSH IMPROVED THEIR JOB SATISFACTION

DCJ Housing staff frequently reported that STSH increased their job satisfaction, as they know they are better able to support clients and are seeing positive outcomes for clients.

Factors that had a negative impact on job satisfaction for DCJ Housing staff included:

- working with clients who chose to have limited engagement with the program
- not knowing if tenants referred into the program had improved outcomes
- the high workload associated with delivering the program
- uncertainty regarding the future of the pilot
- high levels of staff turnover.

4.3.2   WHAT WERE THE CHANGES TO WAYS OF WORKING FOR SERVICE PROVIDER STAFF?

Service providers worked in collaboration with DCJ Housing to support tenants to sustain their tenancies through providing case management and other wrap around supports to clients for a 12-month period. Compared to other programs that staff had experience with, which tended to have shorter durations and more focused goals for support, service provider staff noted that the focus on holistic wraparound supports as well as the duration of support allowed them to develop stronger relationships and work more deeply with clients, which they felt was valuable when working to support clients to create lasting change.

There were differences across sites in service provider staff experiences regarding the impact of STSH on their workload. Service provider staff differed in whether they felt they had sufficient time to complete their work as part of STSH. Staff who reported feeling that they did not have enough time to complete their work said that this was driven by high caseloads, a higher than expected number of clients with complex issues within their caseload, and understaffing driven by high levels of staff turnover.

MANY SERVICE PROVIDER STAFF REPORTED HIGH LEVELS OF STRESS IN THEIR ROLES

Service provider staff experiences of stress varied across sites and across individuals; however, many staff members across multiple sites reported experiencing significant levels of stress in their roles.

High caseloads were a substantial driver of stress, with many service provider staff reporting feeling overwhelmed or burn out. Many staff felt that the high caseloads, in combination with the number of clients with high needs, was not sustainable, and that they were not able to 'switch off' from their work at the end of the day. Service provider staff in WSNBM felt that it would be valuable for workers to receive more training in workload management. As a result of the higher than expected intensity of support clients required identified in previous reports, reductions in client caseloads and the demand management framework were introduced to address these issues and the workload of service provider workers. In sites where DCJ Housing and service providers had good relationships with each other, and discussed service provider capacity to provide case management level support to new clients, service providers were better able to manage the support intensity of workers caseloads. In

sites with less effective communication between DCJ Housing and the service provider, these issues remained a challenge.

Other factors associated with increased stress were difficulties engaging with clients or clients not engaging in supports, as well as the increased administrative work associated with meeting program reporting deadlines.

SERVICE PROVIDER STAFF FELT HIGH LEVELS OF JOB SATISFACTION

Despite high levels of stress, service provider staff generally reported feeling satisfied in their roles. High levels of job satisfaction were driven by being able to provide flexible, holistic support to their clients, and the positive outcomes they could achieve as a result of the program.

> *That's what I like about my job, is that I don't tell them, you need to do this. What we used to do in tenancy was – if you don't follow this […] this is what's going to happen. This is different. You're working with them and you're supporting them to help them get and reach an outcome or a goal. This is what I love.* – Service provider staff member, SWS – Neami, Interview

Service provider staff in some sites felt less satisfaction in their job if they were only providing clients with brief intervention such as financial support or brief property care supports, rather than ongoing supports. This is because they felt that working almost exclusively with these clients was inconsistent with the holistic approach to addressing tenancy risks that the program was supposed to promote (see Section 4.2.4 for more discussion regarding service providers' perspectives on the appropriateness of referrals), and highlights the importance of referring clients with a mix of support needs into the program.

Some service provider staff at some sites reported that despite finding satisfaction in the work they do with clients, they felt they were not remunerated appropriately, considering the complexity of the role and the often complex issues that clients present with. Feedback from staff included that their work often went beyond the scope of what a role as a community support worker would be expected to do (see Section 4.2.1 for more detail). Service provider staff also felt that not having sufficient opportunities for training or supervision impacted their job satisfaction.

4.4   TO WHAT EXTENT DID STSH ACHIEVE THE INTENDED OUTCOMES FOR TENANCIES?

The STSH Operations Manual states that the primary intended outcome of STSH is to sustain the tenancies of households currently living in social housing where there is a significant risk of tenancy failure through:

- enhancing tenant capacity to manage their tenancies independently
- avoiding or reducing tenancy breaches over the 12-month support period
- preventing homelessness following a failed social housing tenancy

- increase participants social connection to improve overall wellbeing measured using the PWI.

Service provider staff in the expansion sites noted that it has been difficult to clearly observe outcomes for tenancies, as STSH was rolled out in the expansion sites later than the original pilot sites, and they noted it can take time for the program's impact on tenancy outcomes to become evident. Many DCJ Housing and service provider staff in the expansion sites noted that although they may not have observed positive outcomes for all clients, they are confident in the program's ability to achieve outcomes in the future with the continued delivery of the pilot.

4.4.1 DID STSH IMPROVE CLIENTS' CAPACITY TO INDEPENDENTLY MANAGE THEIR TENANCY AGREEMENTS?

CLIENTS GENERALLY UNDERSTOOD THEIR TENANCY AGREEMENT BETTER AND HAD IMPROVED INTERACTIONS WITH DCJ HOUSING WHEN MANAGING ISSUES

Clients reported having a better understanding of what was required and expected of them as a tenant from working with their service provider worker to understand their tenancy agreement. Clients commonly described their worker as a conduit between themselves and DCJ Housing who was able to communicate information from DCJ Housing in a way they were able to understand. DCJ Housing staff in some sites noted that this resulted in increased engagement and communication with STSH clients, where clients were more likely to report actions and improvements and felt more comfortable talking to DCJ Housing staff about potential tenancy issues (see Section A7.1 in Appendix 7 for a client case story illustrating this impact).

> *I do everything by the book now.* – Client, MD – Griffith, Interview

In other sites, clients reported that their service provider worker was able to support them to navigate the DCJ Housing system with greater knowledge and efficiency than they were able to, resulting in some tenancy issues being addressed more quickly. However, this was driven by the service provider worker advocating for them with DCJ Housing and was not necessarily associated with improvements in their relationship with DCJ Housing.

> *They are, like I said, a good hand to fall back on only if I do need it. Or if Maintenance is taking too long, or [DCJ] Housing is stuffing me up with something else, I can call them and they can try and push it, which is good. I don't know, it's like that saying, having a card up your sleeve.* – Client, SSESNS Neami, Interview

STSH HELPED CLIENTS TO ADDRESS PROPERTY CARE RISKS, BUT THE SUSTAINABILITY OF CHANGES WAS NOT YET CLEAR

As described in Section 4.2.4, clients could be referred into STSH for a broad range of issues that DCJ Housing felt placed their tenancy at risk. Across sites, the majority of referrals were made as a result of risks driven by property care issues. DCJ Housing staff had mixed feelings about the efficacy of the program in addressing property care risks. Clients referred to STSH

as a result of property care were most commonly supported through property cleans and the provision of skip bins, which allowed for the immediate risk to the tenancy to be addressed. However, DCJ Housing staff in all sites noted that property cleans did not always result in sustainable changes in tenancy risk. This was particularly the case when property care issues were very severe, or where property care issues are driven by hoarding behaviours (see Section A7.1 in Appendix 7 for a client case story illustrating how the program can support clients with hoarding behaviours).

Example of good practice
▪ See Section A6.3 in Appendix 6 for a more detailed description of the good practice regarding the approach to supporting clients with hoarding behaviours used in SNSW.

DCJ Housing staff in WNSW – Parkes noted that the program was also able to address property care through the service providers supporting clients to fix property damage, and through using brokerage to purchase lawnmowers. Lawnmowers were noted to be particularly effective in promoting sustainable change, as they allowed clients to maintain their lawns independently.

Clients typically described receiving practical support from the service provider to address property care risks, and said this gave them the necessary tools and skills to better clean the property and maintain their tenancy. In MD – Griffith, several clients who had received support from the service provider to dispose of accumulated rubbish and improve the cleanliness of their property emphasised the relief they now feel at being able to more easily keep their property clean in an ongoing way, manage any potential pest infestations, and now have more space to more appropriately store things such as clothes. As a result of this support clients often reported feeling more at ease with DCJ Housing inspections as they felt more confident that they could meet the conditions of their tenancy agreements.

STSH REDUCED THE PROPORTION OF CLIENTS IN ARREARS, PARTICULARLY IN THE ORIGINAL PILOT SITES

In the original pilot sites, the proportion of STSH clients in arrears steadily declined across the first 12 months after intake into the program (Figure 25). The SWS pilot site saw a higher proportion of clients (29%) who were in rent arrears in the month of their intake than in the MD pilot site (18%) and saw a larger decline in the proportion of clients in rent arrears across the first 12 months after intake (SWS: 19percentage point decrease, MD: 9 percentage point decrease).

FIGURE 25.   THE PROPORTION OF STSH CLIENTS IN ORIGINAL PILOT SITES IN ARREARS ACROSS THE FIRST 12 MONTHS AFTER INTAKE
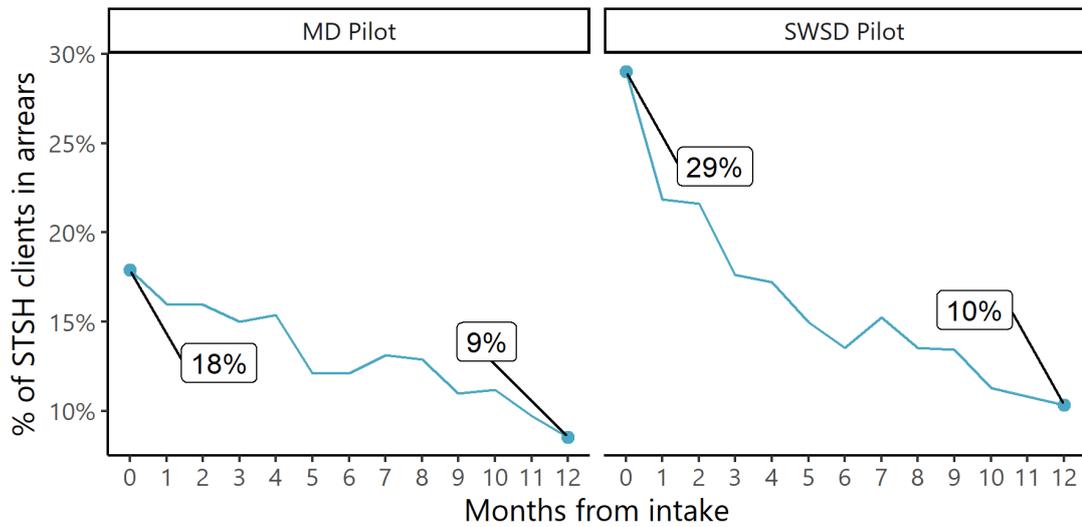
Source: STSH Master Dashboard, November 2022. TMP Tenancy Reports: December 2018- November 2022. Note: Month of intake was month zero, with the 12 months following intake calculated from this date for each client.

Across the expansion sites, there was more variability of impact in the changes in the proportion of clients in rent arrears across the first 12 months of the program (Figure 26). The SNSW and WSNBM pilot sites saw a similar proportion of clients in arrears at intake as the SWS pilot site (SNSW: 32%, WSNBM: 34%), however these sites saw smaller reductions in the proportion of clients in rent arrears 12 months after intake than was observed in SWS (SNSW: seven percentage point decrease, WSNBM: eight percentage point decrease). The proportion of clients in rent arrears in SSESNS remained relatively steady across the first 12 months of the program, whereas WNSW saw an 11 percentage point decrease in the proportion of clients in rent arrears.

FIGURE 26.   THE PROPORTION OF EXPANSION PILOT SITE STSH CLIENTS IN ARREARS ACROSS THE FIRST 12 MONTHS AFTER INTAKE
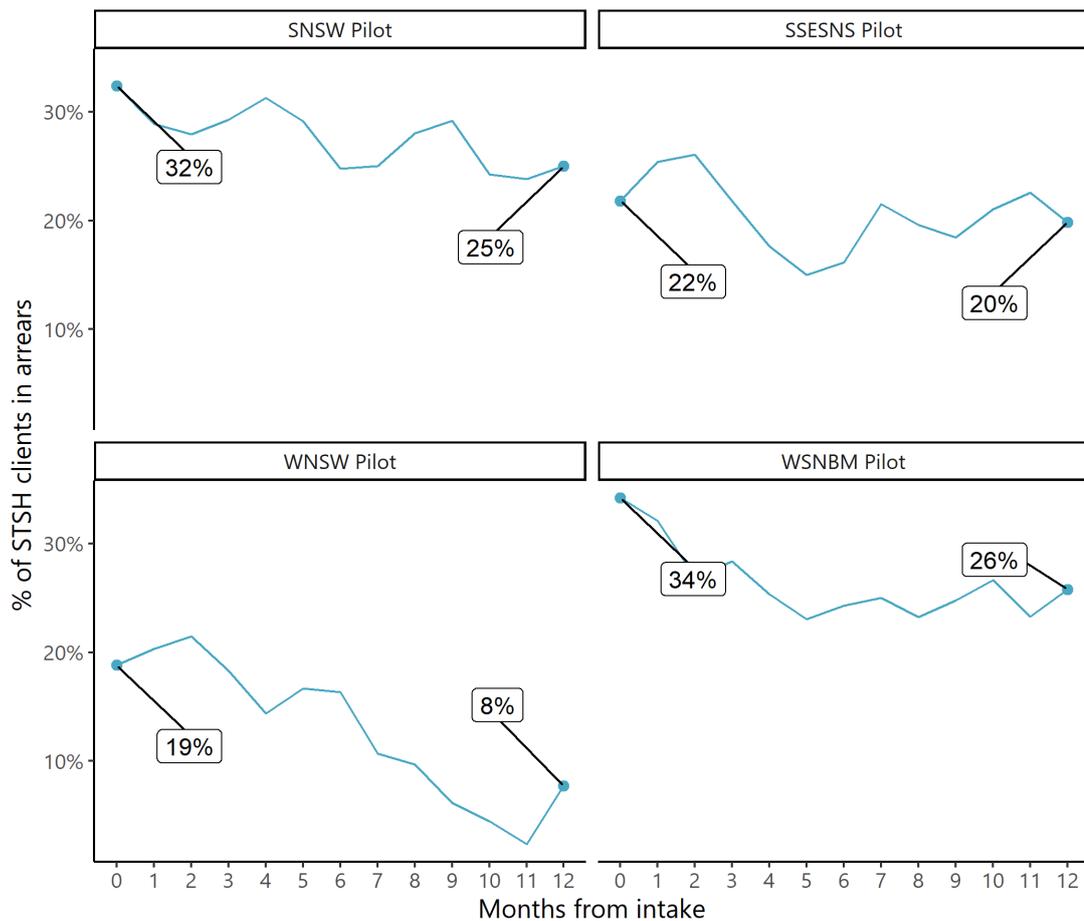
Source: STSH Master Dashboard, November 2022. Tenancy Profile Report: February 2021, May 2021 – November 2022. Note: Month of intake was month zero, with the 12 months following intake calculated from this date for each client.

Interaction between STSH and the TMP

As noted in Section 3.2.2 , tenancy teams in the original pilot sites were provided with additional staffing resources to deliver both the TMP and STSH. These additional resources were intended to provide tenancy team staff with more time to conduct intensive tenancy management activities.

The differences in the change in the proportion of STSH clients in arrears across the 12 months of support between the original and expansion sites, suggest that the changes to tenancy management approaches driven by the TMP, particularly in SWS, may be complementary to STSH in addressing risk driven by rent arrears for STSH clients.

CLIENTS FELT MORE CAPABLE OF MAINTAINING THEIR TENANCIES INDEPENDENTLY BECAUSE OF THEIR ENGAGEMENT WITH STSH

Service provider staff took a capacity-building approach when working with clients to address tenancy risks, supporting clients to develop the knowledge and skills required to independently maintain their tenancies after the support period has concluded. DCJ Housing

and service provider staff emphasised that capacity building was an important tool for promoting sustained behavioural changes, where clients feel more confident to independently manage and address issues that can contribute to tenancy risk.

Clients generally reported feeling more empowered to successfully sustain their tenancies as a result of their involvement with STSH. This is consistent with exit survey results, which found many clients reported high levels of improvement in their capability to manage their tenancy agreement (Table 25)

TABLE 25.   CLIENT REPORTED IMPROVEMENTS IN THEIR CAPABILITY TO MANAGE THEIR TENANCY AGREEMENT ON EXIT

Site	N	Mean	Median	SD	Min	Max
MD - Albury	23	7	8	3	0	10
MD - Griffith	218	8	8	2	0	10
SWS	24	8	10	3	0	10
SNSW	4	9	9	1	8	10
SSESNS	7	10	10	1	8	10
WNSW - Bathurst + Orange	8	9	10	1	8	10
WNSW - Parkes	5	9	9	1	8	10
WSNBM - Blacktown	7	9	9	1	7	10
WSNBM - Nepean	5	7	8	4	0	10

Source: STSH service provider data: Exit survey data. Note: 0 = lowest levels of agreement, 10 = highest levels of agreement.

For some clients, this improvement was the result of practical tools they were provided with through the program (e.g., through using brokerage to purchase a lawnmower) that allowed them to better maintain their properties.

> *I love getting out and doing the yard now. Having the lawnmower there, I can get out and do it. Just being out in the fresh air gives me a really great mind space.* – Client, MD – Griffith, Interview

Other clients reported developing new skills as a result of their engagement with STSH. Clients from the WNSW – Orange and Bathurst site found the Living Skills course, which was delivered and facilitated by another organisation in conjunction with Orange Local Aboriginal Land Council (OLALC), a highly valuable experience. The Living Skills course focuses on developing home maintenance and living skills, such as cleaning, cooking and budgeting – as well as educating clients on their rights as tenants. Clients in this site reported that they felt confident and empowered to manage the upkeep and maintenance of their own tenancy as a result of the skills they developed in this course.

I find the [Living Skills] courses that I'm doing here and the things that I'm doing with the Department of Housing and what they're doing for me, they've opened doors. [...] And if I can do this home maintenance, I might be able to fix the doors and the walls [...] And I can show the Department of Housing that I do love my home. – Client, WNSW – Bathurst and Orange, Interview

4.4.2   DID STSH RESULT IN HIGHER SUSTAINMENT RATES?

STSH WAS EFFECTIVE AT SUPPORTING CLIENTS TO SUSTAIN THEIR TENANCIES DURING THE 12-MONTH SUPPORT PERIOD, AND IN THE SUBSEQUENT 12 MONTHS

Across all pilot sites, 98% of clients who engaged with STSH sustained their tenancy and did not have a negative exit within the first 12 months post intake (Table 26). Within the original pilot sites, MD – Albury had the highest sustainment rate, with no clients who engaged with STSH negatively exiting from social housing during the first 12 months of program support. MD – Griffith saw the highest proportion of negative exits for STSH clients during the first 12 months of program support (n = 8, 6%).

As STSH was rolled out in the expansion sites over 2 years later than the original sites, fewer clients had been engaged with the program for at least 12 months at the end of the evaluation period. At November 2022, SNSW, WNSW – Bathurst and Orange and WSNBM – Blacktown did not have any STSH clients who had a negative exit within the first 12 months of program intake.

TABLE 26.   **THE PROPORTION OF CLIENTS THAT HAD A NEGATIVE EXIT WITHIN THE FIRST 12 MONTHS AFTER INTAKE**

	Tenancy sustained		Negative exit within 12 months		Total	
Site	**N**	**%**	**N**	**%**	**N**	**%**
MD - Albury	245	100%	0	0%	245	100%
MD - Griffith	134	94%	8	6%	142	100%
SWS	376	99%	5	1%	381	100%
SNSW	59	100%	0	0%	59	100%
SSESNS	145	97%	4	3%	149	100%
WNSW - Bathurst + Orange	57	100%	0	0%	57	100%
WNSW - Parkes	36	95%	2	5%	38	100%
WSNBM - Blacktown	80	100%	0	0%	80	100%
WSNBM - Nepean	92	99%	1	1%	93	100%
Total	**1224**	**98%**	**20**	**2%**	**1244**	**100%**

Source: STSH Master Dashboard, November 2022. Tenancies ended: 2017-2018 FY – 2022-2023 FY.
Note: Only tenants who had been referred to and had engaged with STSH for at least 12 months as at November 2022 have been included in this analysis.

Data on the high sustainment rates for clients engaged with STSH is consistent with what was reported in DCJ Housing and service provider interviews. Staff noted that the program had resulted in multiple cases of successful tenancy sustainment, including some cases where clients had been on the verge of losing their tenancy. Although the 100% sustainment rate for STSH clients in WNSW – Bathurst and Orange suggests the program is highly effective in this site, one SCSO and two CSOs in this site noted that referrals into the program were predominantly for discrete property care issues and that these issues were addressed through property cleans, and that they had not seen the program successfully sustain tenancies that were at greater risk of negative exits. This was because DCJ Housing felt there were little or no people referred into the program at this site who were at more imminent risk of negative exit.

STSH was also intended to support clients to successfully sustain their tenancies independently after the period of support concluded. The proportion of tenancies that had negatively exited from social housing within 24 months from starting the program is shown in Table 27. Of the 668 clients who had been engaged with STSH support at least 24 months prior to November 2022, 16 had negatively exited from their tenancy within that period. However, only three clients had a negative exit after the initial 12 months of support, suggesting that the program is effective in supporting clients to sustain their tenancies in the long term.

TABLE 27.   THE PROPORTION OF CLIENTS WITH NEGATIVE EXITS WITH 24 MONTHS OF INTAKE

	No negative exit		Negative exit - within 12m		Negative exit - between 12-14m		Total	
Site	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**
MD	350	97%	8	2%	3	1%	361	100%
SWS	302	98%	5	2%	0	0%	307	100%
Total	**652**	**98%**	**13**	**2%**	**3**	**0%**	**668**	**100%**

Source: STSH Master dashboard, November 2022. Tenancies ended: 2017-2018 FY – 2022-2023 FY. Note: Only tenants who were referred to and engaged with STSH for at least 24 months at November 2022 have been included in this analysis.

As the rollout of STSH in the expansion sites only started in March 2021, at the time of this report we are unable to examine sustainment rates in the 12 months after the initial support period for clients in the expansion sites.

THERE WAS LIMITED EVIDENCE THAT STSH HAD AN IMPACT ON OVERALL NEGATIVE EXIT RATES IN THE EXPANSION SITES

To understand the impact that STSH has had on the rate of negative exits across pilot sites, we examined changes in the proportion of tenancies that ended for negative reasons over the previous 12 months, from baseline to the end of the evaluation period (see Section 3.4.3 for a more detailed description of this method, and for the findings regarding the original sites).

Interaction between STSH and the TMP

In the 2 original pilot sites, where the TMP was delivered alongside the STSH pilot, both pilot sites saw greater declines in the negative exit rate from baseline to November 2022 than the comparison sites.

In contrast to the findings regarding negative exit rates at the original pilot sites, there was less evidence that STSH affected site-level negative exits overall. As Figure 27 shows, negative exit rates remained relatively steady across the evaluation period in the SSESNS, WNSW and WSNBM expansion pilot sites, generally in line with the small changes observed in the comparison sites over the same time period. The SNSW expansion pilot site was the only pilot site where a notable change in the proportion of tenancies ending for negative reasons was observed. In this site, there was a small decline in negative exits rates in the comparison group (0.2 percentage point decrease from baseline to November 2022). The expansion pilot site saw a 0.7 percentage point decrease in the negative exit rate from baseline across the delivery of STSH.

FIGURE 27.   THE PROPORTION OF TENANCIES WITH NEGATIVE EXITS OVER THE PREVIOUS 12 MONTHS, BY MONTH
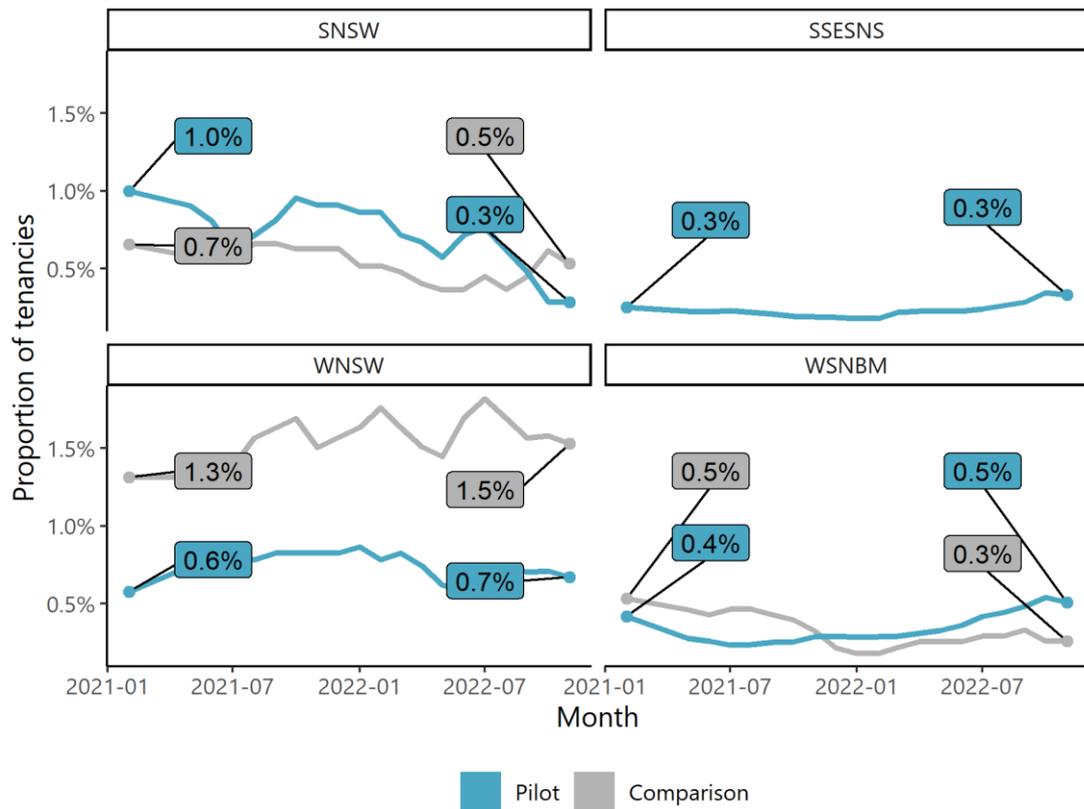
Source: Tenancy Profile Report: February 2021, May 2021 – November 2022. Tenancies ended: 2017-2018 FY – 2022-2023 FY. Note: For each month the proportion of tenancies ended for negative reasons is calculated as a rolling sum over the previous 12 months.

The reasons for negative exits in the STSH expansion pilot and comparison sites are shown in Table 28. With the exception of WSNBM, negative exits during the evaluation period were more likely to be the result of NCAT terminations in expansion pilot sites than in comparison sites; however, there did not appear to be any consistent differences between expansion pilot sites and comparison sites in the differences in the proportion of negative exits that were the result of abandoned tenancies.

TABLE 28.   REASONS FOR NEGATIVE EXITS AT STSH EXPANSION PILOT SITES AND COMPARISON SITES

Site	Breach – Abandoned		Breach – Eviction		Breach – NCAT terminated		Total	
	N	%	N	%	N	%	N	%
SNSW – Comparison	3	14%	13	59%	6	27%	22	100%
SNSW – Pilot	4	20%	9	45%	7	35%	20	100%
SSESNS – Pilot	32	27%	44	37%	42	36%	118	100%
WNSW – Comparison	20	48%	9	21%	13	31%	42	100%
WNSW – Pilot	8	25%	9	28%	15	47%	32	100%
WSNBM – Comparison	7	58%	1	8%	4	33%	12	100%
WSNBM – Pilot	42	50%	20	24%	22	26%	84	100%

Source: Tenancy Profile Report: February 2021, May 2021 – November 2022. Tenancies ended: 2017-2018 FY – 2022-2023 FY.

Interaction between STSH and the TMP

In the original pilot sites, where STSH and the TMP were delivered concurrently, negative exits were notably less likely to be the result of abandoned tenancies in pilot sites than in comparison sites. DCJ Housing staff noted that as a result of the TMP, they had more time available to address identified tenancy issues through NCAT hearings. As these site level changes to tenancy teams did not take place in the expansion sites, this may explain why this difference was not observed in STSH expansion pilot and comparison sites.

SITES DIFFERED IN HOW IN EFFECTIVELY THEY SUPPORTED CLIENTS TO NOT BREACH THEIR TENANCY DURING THE 12-MONTH SUPPORT PERIOD

All pilot sites varied in the breach rates of clients during the first 12 months after intake. Across all sites, 90% of the clients who had been engaged with the program for at least 12 months did not have any recorded breaches of their tenancy during the first 12 months after intake (Table 29). Of the expansion sites, MD – Albury had the lowest rate of breaches for STSH clients, with 93% of clients recording no breaches within the first 12 months after intake. SWS had the highest proportion of clients with breaches, with 16% of clients breaching within the first 12 months. As noted above, as STSH was rolled out later in the expansion sites, there are substantially smaller numbers of clients who were engaged with the program at least 12 months prior to the end of the evaluation period. Clients in the WNSW pilot sites had the lowest level of breaches, with only one client breaching within the first 12 months after intake. WSNBM – Nepean saw the highest levels of breaches recorded for STSH clients, with 14% of clients breaching within the first 12 months. It also should be noted that breach data for the WSNBM – Blacktown site is only available from May 2022

onwards, and the true breach rate for STSH clients in this subsite may be higher than the 10% currently observed.

TABLE 29.   THE PROPORTION OF STSH CLIENTS WITH A BREACH OF THEIR TENANCY AGREEMENT WITHIN THE FIRST 12 MONTHS AFTER INTAKE

	No breach within the first 12 months		One or more breaches within the first 12 months		Total	
Site	**N**	**%**	**N**	**%**	**N**	**%**
MD - Albury	229	93%	16	7%	245	100%
MD - Griffith	124	87%	18	13%	142	100%
SWS	321	84%	60	16%	381	100%
SNSW	52	88%	7	12%	59	100%
SSESNS	143	96%	6	4%	149	100%
WNSW - Bathurst + Orange	57	100%	0	0%	57	100%
WNSW - Parkes	37	97%	1	3%	38	100%
WSNBM - Blacktown	72	90%	8	10%	80	100%
WSNBM - Nepean	80	86%	13	14%	93	100%
Total	**1,115**	**90%**	**129**	**10%**	**1,244**	**100%**

Source: STSH Master Dashboard, November 2022. Note: Only tenants who had been referred to and had engaged with STSH for at least 12 months as at November 2022 have been included in this analysis. Breaches recorded in the STSH Master Dashboard have been used to calculate breach rates for STSH clients. In WSNBM – Blacktown, breach data is only available from May to November 2022.

DCJ Housing staff from SNSW reflected that the KPI of no breaches may sometimes be inappropriate to measure program success. They noted that clients may be doing well to address identified tenancy risks, but then breach their agreement for something unrelated to their referral.

EXTERNAL FACTORS INFLUENCED THE EXTENT TO WHICH STSH IMPACTED SIGNIFICANT TENANCY BREACHES IN THE EXPANSION PILOT SITES

To understand whether STSH was able to address the sustainment risks that can contribute to negative exits, we used the same approach as outlined in Section 3.4.3 to examine the proportion of tenancies in expansion pilot and comparison sites that had a significant breach of their tenancy agreement for each month across the evaluation period. A significant breach was defined as a tenancy that in a month either:

- was 3 or more weeks in arrears
- had any ASB strikes made
- had been subject to any NCAT actions relating to property care or tenant damage.

As noted in Section 3.4.3 breach rates were sensitive to factors external to tenancy risk. As a result of the COVID-19 pandemic, DCJ Housing introduced changes in policy regarding the processing of arrears and breaches, which had a visible impact on the breach rate in the original pilot sites. This demonstrates that the rate of significant breaches is driven not only by sustainment risks present in tenancies, but also by the policies and practices of DCJ Housing staff.

The proportion of tenancies with a significant breach in STSH expansion pilot sites and comparison sites across the evaluation period, broken down by month, is shown in Figure 28. There were no consistent patterns in the change in breach rate from baseline across the evaluation periods in the STSH expansion pilot sites. In SNSW and WSNBM, the significant breach rate remained reasonably steady; however, in SNSW the comparison site saw a decline in the breach rate across the same time period and in WSNBM the breach rate in the comparison site also remained steady. In WNSW, the pilot site and comparison site saw similar changes in the breach rate from baseline across the evaluation period. As breach rates are significantly impacted by external factors related to COVID-19, it is likely that any impact STSH had on breach rates in the expansion pilot sites is likely overshadowed by the influence that changes in processes and policy relating to the COVID-19 pandemic had on the site level breach rates.

FIGURE 28.   THE PROPORTION OF TENANCIES WITH A SIGNIFICANT BREACH IN THE EXPANSION PILOT SITES AND COMPARISON SITES, BY MONTH
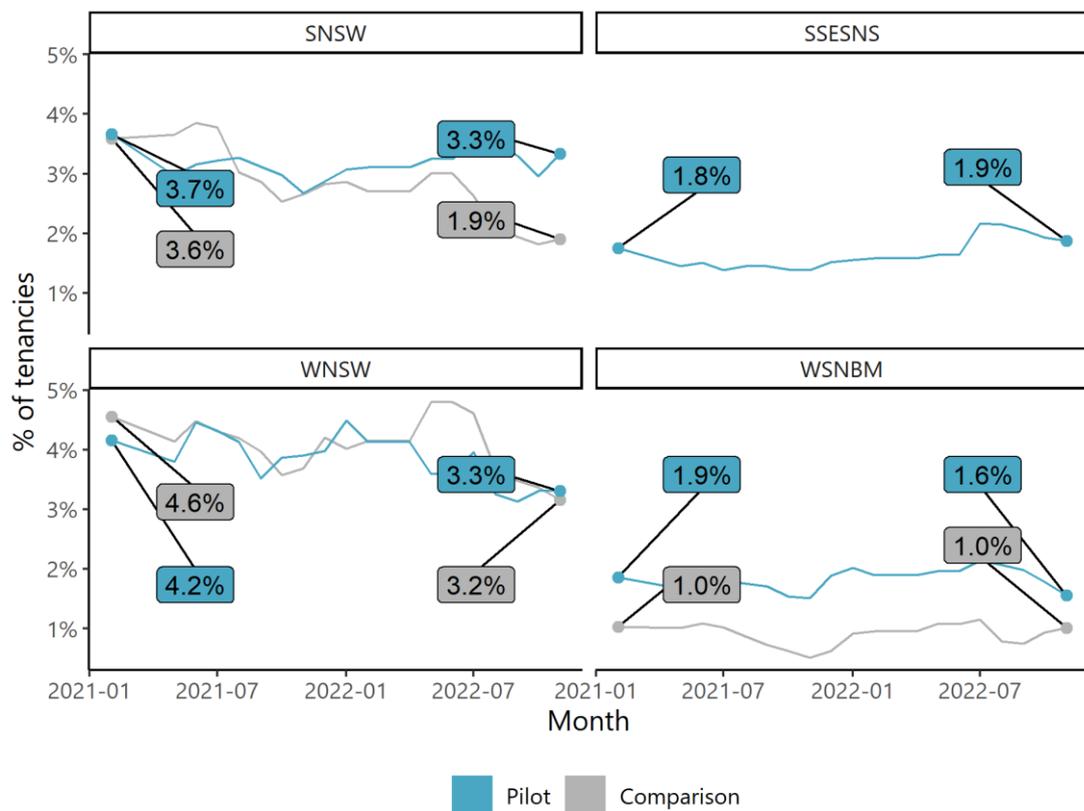
Source: Tenancy Profile Report: February 2021, May 2021 – November 2022. Tenancies ended: 2017-2018 FY – 2022-2023 FY.

Interaction between STSH and the TMP

Both original pilot sites saw small decreases in the proportion of tenancies with a significant breach from baseline to the end of the evaluation period, with both showing a larger decline than their respective comparison sites (see Section 3.4.3 for more detail).

DCJ HOUSING AND SERVICE PROVIDER STAFF FOUND STSH WAS MORE EFFECTIVE IN ACHIEVING POSITIVE OUTCOMES FOR SOME COHORTS THAN OTHERS

Generally, DCJ Housing staff found that positive sustainment outcomes tended to be driven by individual factors, and that the program had the most impact with clients that were ready and willing to change. Some other cohorts and tenancy issues that DCJ Housing and service provider staff found tended to lead to better outcomes included:

- clients referred into the program to address discrete property care issues
- clients where tenancy risks were identified early
- elderly clients who required support with connections to MyAgedCare and/or providing physical supports for property care
- clients referred into the program for rent arrears
- clients who required transfers on medical grounds to a more appropriate property.

Some service provider staff said that they had achieved good outcomes for clients with disability through helping them access the NDIS which could provide eligible clients with funding for additional services and supports. However, these staff also noted that the complex and long NDIS application process remains a major barrier to achieving these outcomes for these clients.

DCJ HOUSING AND SERVICE PROVIDER STAFF FOUND THEY WERE LESS LIKELY TO ACHIEVE POSITIVE OUTCOMES WITH CLIENTS WITH MULTIPLE COMPLEX ISSUES, OR THOSE WHO WERE NOT READY TO ACKNOWLEDGE THEIR TENANCY RISKS

As mentioned above, DCJ Housing staff commonly found that the impact of the program on tenancy outcomes for clients varied on an individual basis. Nevertheless, DCJ Housing and service provider staff commonly identified some risk factors that required greater support to achieve positive tenancy outcomes:

- alcohol and drug use
- complex mental health issues (including trauma)
- multiple complex needs
- hoarding, and squalor
- limited independent living skills
- domestic violence
- criminal activity.

In SSESNS DCJ Housing STSH staff noted that in their cohort of former rough sleepers, clients having friends or acquaintances staying in their property without permission is a barrier to achieving positive outcomes. These staff said that property transfers could be an effective way to overcome this problem, however due to the limited availability of vacant properties this option was not always possible.

Clients who are not willing or able to acknowledge their tenancy risk or underlying issues tended to have worse outcomes, compared to clients who were willing and ready to change. Staff in SNSW found that it could be particularly difficult to get clients who exhibit antisocial behaviour (ASB) to acknowledge that their behaviour is wrong. A lack of services to address ASB compounds the issue.

4.5 TO WHAT EXTENT DID STSH ACHIEVE THE INTENDED OUTCOMES FOR CLIENTS?

In addition to addressing identified tenancy risks and supporting clients to sustain their tenancies, STSH aimed to increase clients' social connections and overall wellbeing.

4.5.1 TO WHAT EXTENT DID STSH CONTRIBUTE TO IMPROVEMENTS IN CLIENT HEALTH AND WELLBEING?

CLIENTS GENERALLY EXPERIENCED LOW LEVELS OF WELLBEING ON REFERRAL TO STSH

STSH clients frequently had complex and ongoing mental health and/or physical health issues, with commonly reported conditions being depression, anxiety, post-traumatic stress disorder, bipolar and hoarding behaviours. Clients interviewed also frequently had, or currently experienced high levels of trauma resulting from removal or children, family conflict, domestic violence, drug and alcohol use, and homelessness.

Service providers administered the Personal Wellbeing Index (PWI) to assess the overall wellbeing of clients at commencement, during and at the end of the program to examine changes in wellbeing. Consistent with interviews with clients, at the commencement of support clients reported low levels of overall wellbeing assessed through the PWI with a mean score of 52 (Table 30), which was substantially lower than the Australian average score of 75[10].

CLIENTS' OVERALL WELLBEING INCREASED AS A RESULT OF ENGAGEMENT WITH STSH AND OTHER SUPPORTS

Clients commonly reported improvements in wellbeing as a result of their involvement in STSH. Clients typically linked these improvements to the emotional support received from their service provider worker (see Section 4.2.6 for more detail), which helped clients to feel less alone and more confident in their ability to address and overcome ongoing challenges. Across sites, some clients said that the program has improved their wellbeing simply because of the improvements made to their living space.

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[10] International Wellbeing Group (2013). Personal Wellbeing Index: 5th Edition. Melbourne: Australian Centre on Quality of Life, Deakin University, http://www.acqol.com.au/instruments#measures

> *And like I said, for 30 odd years I've been trying to just get that someone to ring up and see how I'm going. It means a hell of a lot. If you were to have seen me a year ago, I wouldn't have talked to you. I've come a long way.* – Client, MD – Griffith, Interview

This is consistent with the PWI data collected by service providers, which found that STSH clients reported increasing levels of overall wellbeing over the period of their engagement with the program (Table 30). For clients who had a PWI assessment at the end of their 12-month support period, the mean overall wellbeing score (68) was 16 points higher than the median score at commencement, although still below the Australian average wellbeing score of 75. This is a considerable improvement considering the significant challenges and complex issues that clients typically face on referral to the program.

TABLE 30.   OVERALL WELLBEING FOR STSH CLIENTS ACROSS THEIR ENGAGEMENT WITH THE PROGRAM

Period of assessment	N	Mean	Median	SD	Min	Max
Initial	1013	52	56	21	3	99
Periodic	431	61	64	19	1	97
Finish	173	68	73	19	1	94

Source: STSH Service Provider data, November 2022.

For clients who had both an initial and 12-month PWI score recorded (n = 133), there was an average 13-point increase in wellbeing. This change was statistically significant (paired t-test; $t(132) = 8.23$, $p < .001$). The changes in wellbeing for individual clients are shown in Figure 29. Each point represents the change in reported overall wellbeing for a client, with blue points representing clients who had reported an increase in their wellbeing from intake.

**FIGURE 29.   CHANGE IN OVERALL WELLBEING FOR STSH CLIENTS ACROSS ALL
PILOT SITES FROM INTAKE TO THE END OF THE 12-MONTH
SUPPORT PERIOD**

Change in overall wellbeing
(Final - initial score)

Change in wellbeing   ● Declined wellbeing   ● Improved wellbeing
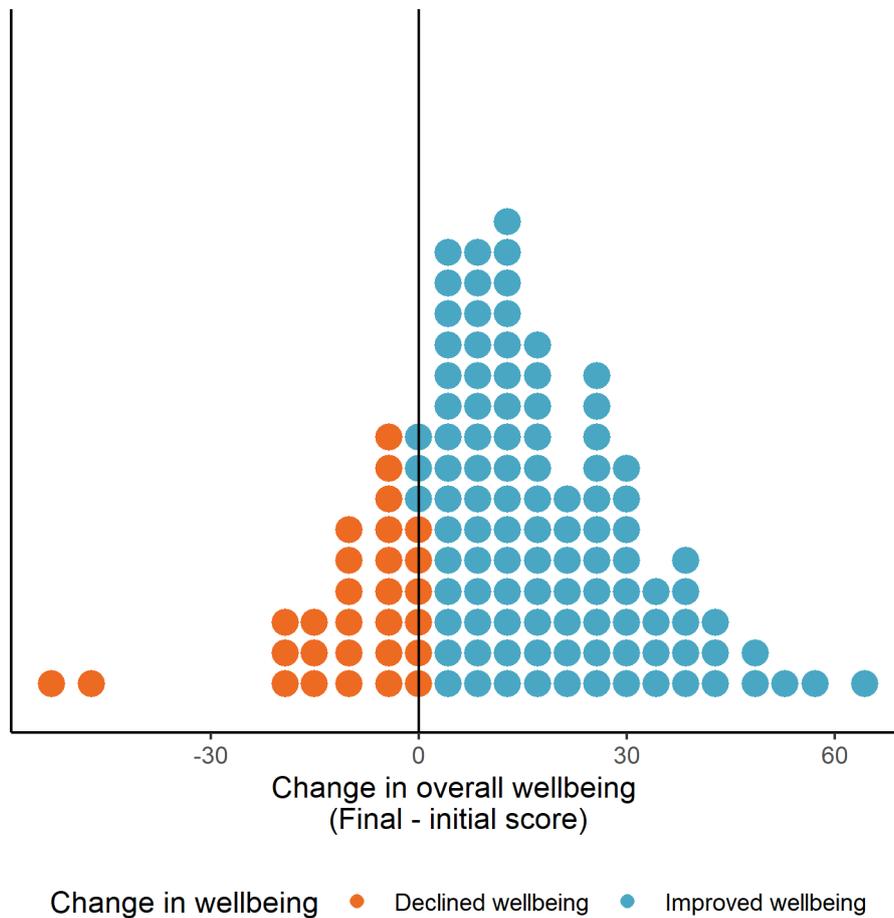
Source: STSH Service Provider data, November 2022. Note: Only clients who completed a PWI on intake and at 12 months after intake have been included in this analysis. Where clients have been re-referred into the program, only PWI scores from their first referral have been included in this analysis.

Although there are substantial improvements in overall wellbeing observed for clients where commencement and final PWI data is available, there are some notable limitations to this finding. The change in overall wellbeing is only able to be examined for a small proportion (13%) of all clients who have been engaged with STSH for at least 12 months. This was the result of slow uptake of the PWI in the MD – Albury and SWS original sites (compared to MD – Griffith which had a response rate of 76% for the initial PWI and 84% for the final PWI), and the lower response rates and smaller numbers of clients who have been engaged with STSH for at least 12 months at the end of the evaluation period in the expansion sites (see Appendix 5 A5.1 for PWI response rates by site and period of assessment). This may also reflect challenges in collecting PWI data from clients at the end, or close to the end of their support period, which introduces a potential for bias. However, if we restrict our analysis to MD – Griffith, where response rates were higher (Table 31), we still see a notable improvement in wellbeing from the initial to final PWIs. As this is consistent with the qualitative findings regarding improvements to wellbeing, and there is no evidence to suggest that the program would be having substantially different impacts on wellbeing

across the different sites, despite the small sample size this early evidence indicates that STSH is able to improve wellbeing for clients who engage with the program.

TABLE 31.   OVERALL WELLBEING FOR STSH CLIENTS IN MD – GRIFFITH ACROSS THEIR ENGAGEMENT WITH THE PROGRAM

Period of assessment	N	Mean	Median	SD	Min	Max
Initial	197	58	61	18	9	87
Periodic	161	67	70	17	10	93
Finish	119	67	73	17	19	93

Source: STSH Service Provider data, November 2022.

SUPPORTS PROVIDED THROUGH STSH HELPED CLIENTS TO ADDRESS MENTAL AND PHYSICAL HEALTH ISSUES

As noted above, clients referred into the program commonly experienced a range of mental health issues on referral. Clients noted that their mental health interacted with, contributed to, and/or was impacted by the tenancy risks that resulted in their referral into the program. For example, some clients noted that their anxiety increased when they were not on top of addressing their property maintenance, while others noted that their experiences of anxiety and depression contributed to their difficulties with property care. Many clients noted that the supports provided by their service provider worker helped to improve their mental health, which in turn has helped them to maintain their property and sustain their tenancy. Clients also reported now feeling more comfortable seeking help and using the services that have been offered to them. Service provider staff at SWS – Neami found that several clients had improved mental health and required lower levels of additional support as a result of their engagement with other support services (see Section A7.2 in Appendix 7 for a client case story illustrating this impact).

Clients with disability reported experiencing positive outcomes regarding their physical health and/ or accessibility issues as a result of their engagement with STSH. They commonly reported receiving assistance from their case worker with completing NDIS applications and obtaining prescriptions, and being referred to medical professionals where appropriate. At SSESNS, service providers noted that they were able to assist clients with transfers to more suitable housing on medical grounds (e.g., where there were accessibility issues for clients with physical limitations). Supporting clients with disability to complete NDIS applications and to access other supports for which they are eligible could have a substantial impact on clients' ability to successfully manage their tenancy. One client in MD – Albury noted that they received help from the service provider to complete an NDIS application and received financial support to purchase a mobility scooter. This helped to alleviate financial pressures so that they could focus on paying their rent and bills, which addressed rent arrears and allowed them to sustain their tenancy.

4.5.2   DID STSH IMPROVE CLIENTS' SOCIAL CONNECTIONS?

STSH IMPROVED SOCIAL AND COMMUNITY CONNECTIONS FOR CLIENTS

Clients commonly reported improved relationships and willingness to socialise with others as a result of the improvements in their wellbeing and mental health they experienced through their engagement with the program. Some clients in MD – Albury and SWS said that as a result of the skills they have developed during their engagement in STSH, they have been able to provide practical and emotional support to their neighbours. In WNSW, both clients and service provider staff noted that as a result of the program, clients had improved social skills as well as greater trust in and rapport with other tenants.

> *We have clients that don't actually interact with people very often. So bringing them into a group type of setting, it builds confidence, it builds social skills, it builds trust, it builds that type of rapport. So that's a massive outcome for some of our clients, and it gives them the confidence and the belief to actually take on any of the life hurdles that come at them.* – Service provider staff member, WNSW – Bathurst and Orange, Interview

In MD – Griffith, clients who had exited STSH reported high levels of improvement in their connections to their community after engaging in the program (Table 32). Although there is limited exit survey data available from clients in other pilot sites (see Appendix 5, A5.1 for exit survey response rates by site), early evidence suggests that there may be more variability in this outcome across sites.

TABLE 32.   CLIENT REPORTED IMPROVEMENTS IN COMMUNITY CONNECTIONS ON EXIT

Site	N	Mean	Median	SD	Min	Max
MD - Albury	23	7	7	3	0	10
MD - Griffith	218	8	8	2	0	10
SNSW	4	8	9	2	5	10
SSESNS	7	10	10	0	9	10
SWS	23	6	7	3	0	10
WNSW - Bathurst + Orange	8	10	10	1	8	10
WNSW - Parkes	5	7	7	1	5	8
WSNBM - Blacktown	7	8	8	1	7	10
WSNBM - Nepean	5	3	0	4	0	8

Source: STSH service provider data: Exit survey data. Note: 0 = lowest levels of agreement, 10 = highest levels of agreement.

CLIENTS WERE ABLE TO IMPROVE FAMILY AND PERSONAL RELATIONSHIPS THROUGH ENGAGING WITH SUPPORTS

Clients also highlighted the positive outcomes the program has had on their family relationships, and in the exit survey clients also reported high levels of improvement in connections with their family/ carers (Table 33).

TABLE 33.   CLIENT REPORTED IMPROVEMENTS IN CONNECTIONS WITH THEIR FAMILY/ CARERS ON EXIT

Site	N	Mean	Median	SD	Min	Max
MD - Albury	23	6	7	3	0	10
MD - Griffith	218	7	8	2	0	10
SNSW	4	8	9	3	3	10
SSESNS	7	10	10	1	8	10
SWS	24	8	8	3	1	10
WNSW - Bathurst + Orange	8	9	10	2	5	10
WNSW - Parkes	5	8	8	1	8	10
WSNBM - Blacktown	7	8	8	1	7	10
WSNBM - Nepean	5	7	8	2	4	10

Source: STSH service provider data: Exit survey data. Note: 0 = lowest levels of agreement, 10 = highest levels of agreement.

Across sites, many clients reported receiving emotional support from their service provider worker in the form of counselling and advice to family members. This was confirmed by service providers at SWS – Neami, who emphasised that their support often goes beyond the client and extends to their whole family. There were some instances where clients had either told their family members about the program, or expressed a desire to do so, to ensure the benefits of the program could extend to them.

> *I've actually told my brother about [the program], and now he's actually in a property, with his kids and he's happy, so if it wasn't for me telling him he'd probably still be homeless.* – Client, SSESNS Neami, Interview

In MD and SWS, DCJ Housing staff noted the program could have positive impacts on how parents were able to care for their children. In MD, 2 clients shared that the program has helped them become better parents and set their children up for success. For one client, part of this change has involved realising it is okay to ask for and rely on help.

> *Well, it makes me feel like a real independent mother because I can go out and do my lawn, I can maintain the yard for the kids. And, well, with getting the food and stuff, I feel much better because they've got food to eat and they're eating at the same time.* – Client, MD, Interview

4.6 WHAT WAS THE COST-EFFECTIVENESS AND PUBLIC VALUE OF STSH?

4.6.1 WHAT WAS THE COST-EFFECTIVENESS AND PUBLIC VALUE OF STSH AND TMP AS DELIVERED IN THE ORIGINAL PILOT SITES?

In the original pilot sites, DCJ staffing costs were provided as combined totals that could not be disaggregated between the TMP and STSH programs. It is also difficult to separate out at attribute impacts to either TMP or STSH where they have been delivered concurrently. Therefore, a combined analysis was undertaken to examine the joint economic costs and benefits of the programs in these sites. While benefits were identified for these programs, only the change in arrears levels could be directly attributed to the TMP. There were insufficient data to reliably establish the economic impacts of changes in wellbeing and potential avoided evictions that could be attributed to either program. Consequently, no Benefit-Cost ratio (BCR) or Net Present Value (NPV) could be established that would accurately reflect the programs.

Despite this, distributional and sensitivity analyses have been conducted in accordance with NSW Treasury Guideline TPP23-01, and qualitative considerations have been reported. In addition, a cost-effectiveness analysis has been completed for the programs, and counterfactuals have been reported. In this case, COVID-19 created significant impacts that are likely to have obscured differential changes between pilot and comparison sites.

OVERALL ANALYSIS

The key goals of the TMP are:

- Tenants will better understand and adhere to their obligations, have higher satisfaction and have realistic expectations regarding maintenance.
- There will be increased staff safety and improved relationships with tenants, including staff spending more time in the field.
- Relationships with stakeholders will be improved.

As stated earlier in this chapter, the key objectives of the STSH pilot are to:

- sustain tenancies by avoiding and reducing tenancy breaches over a 12-month support period
- enhance tenants' capacity to manage their tenancies independently beyond the 12-month support period
- reduce the resource and expenditure impost on Housing NSW and other NSW government-funded agencies resulting from tenancy failure
- prevent homelessness that has occurred following a failed social housing tenancy and
- increase participants social connection to improve overall wellbeing measured using the PWI.

While highly important and valuable, these specific objectives are difficult to measure and monetise. In particular, little data was available to monetise the impacts of breaches and homelessness prevention. However, there are some potential proxies in relation to satisfaction that were considered as part of analysis, and the delivery of the programs have realised benefits in the form of:

- reduced arrears levels within pilot sites
- reduced negative exits
- improved wellbeing of participants.

The total amount of the costs and benefits (that could be monetised) are provided in aggregate for the pilot sites in Table 34. Amounts are reported based on real values, with all reported nominal costs and benefits normalised to a baseline period of November 2022 using consumer price index data. The choice of baseline period reflects the use of a common base year for activities across both the pilot and expansion programs which commenced in 2019 and 2021 respectively.

TABLE 34.   CBA FOR STSH/TMP PILOT SITES

	Value ($, current)	Source
Staffing and administrative costs	$7,077,129.97	DCJ data on actual spending
Provider costs	$6,352,427.73	DCJ data on actual spending
Total costs (2022 dollars)	**$13,429,557.71**	
Arrears reduction	$1,458,431.46	DCJ data on arrears levels (excluding fraud and non-disclosure), as an incremental difference to levels in comparison sites and normalised to TMP portfolio size
Evictions avoided	N/A[11]	DCJ Benefits Register, $25,432 per eviction avoided (2021 value)
Increased wellbeing	N/A	Provider data on the change in PWI scores between entry and exit, expressed in quality-adjusted life years and normalised to a year's participation in STSH[12].
Total benefits (2022 dollars)	**N/A**	**Estimate boundaries (upper; lower)[13]**
NPV	**N/A**	**N/A**
BCR	**N/A**	**N/A**

Source: ARTD CBA.

While methods were developed to estimate the potential benefits attributable to the program from avoided evictions and changes in wellbeing, there were insufficient data on these to reliably establish these benefits. Moreover, this analysis does not incorporate monetised estimates of the value brought through achieving some key objectives of STSH, for example, the avoided costs of homelessness. For these reasons, neither BCR and NPV are reported.

The distributional analysis, sensitivity analysis and qualitative analysis below provide more detail.

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[11] For pilot sites, it was not possible to reliably differentiate between exits avoided attributable to the STSH program and those attributable to the TMP program. For error calculation purposes, the error was estimated based on the range of possible outcomes for the program (all tenancies sustained, no tenancies sustained). Due to insufficient evictions data, the results have not been reported here.

[12] An approach was developed that follows that used in Buckley, R., Brough, P., Hague, L., Chauvenet, A., Fleming, C., Roche, E., ... & Harris, N. (2019). Economic value of protected areas via visitor mental health. *Nature communications*, 10(1), 5005; a quality-adjusted life year was valued at $227,000 in current dollars, using guidance from https://oia.pmc.gov.au/sites/default/files/2022-09/value-statistical-life-guidance-note.pdf. Due to insufficient PWI data, the results have not been reported here.

[13] Upper and lower boundaries were estimated based on a 95% Confidence Interval from wellbeing estimates and the upper and lower limits of sustainment of client tenancies. However, for the same reasons that the BCR and NPV have not been presented, estimate boundaries have been omitted here.

DISTRIBUTIONAL ANALYSIS

A distributional analysis was completed to understand the variation in costs and benefits across the different pilot sites, given that these sites had different staffing ratios, different providers and delivery models, operated under different conditions during and after COVID-19 restrictions, and also collected different amounts of wellbeing data.

Due to the low numbers of PWI measurements and limited data, distributional analyses considering the different sites, and different cohorts of participants were not possible. In particular, variances in outcomes for Aboriginal participants, participants with disability and participants at different levels of tenancy failure risk that would be important for characterising program delivery cannot be reliably measured.

SENSITIVITY ANALYSIS

Sensitivity analysis was completed at discount rates of 3% and 7%, which found that changing the social discount rate led to some variability in the output costs and benefits, but did not substantially alter the analysis conclusions.

As well as considering different discount rates, multiple estimates of the overall change in wellbeing were applied (Table 35):

TABLE 35.   PWI OF STSH/TMP PILOT BY APPLIED MODEL OF WELLBEING CHANGE ESTIMATION

Model	Approach	Average annualised change in PWI
1 (primary model)	Average change in wellbeing on a site-by-site basis, using participants with more than 180 days between first and last PWI measurement	MD: 10.5 SWS -9.64
2	Aggregate average change in wellbeing across all pilot and expansion sites, using participants with more than 180 days between first and last PWI measurement	8.74
3	Aggregate average change in wellbeing across all sites, using participants with more than 360 days between first and last PWI measurement	12.91
4	Average of site-by-site changes in wellbeing across pilot and expansion sites	5.42

Source: ARTD CBA.

As can be observed in the table, there is a high degree of variation between the 4 models. This raises the question as to why the sole model producing a negative PWI has been selected as the primary model. The reasons for this are:

- The model accounts for differences between sites, and so captures potential effects arising from different providers, support models and geographic factors such as access to services.
- The model does not unfairly weight sites with higher use of the PWI instrument.
- The model produces the most conservative result, thereby making it consistent with NSW Treasury Guidelines on Cost-Benefit Analysis.

The error analysis of the model indicated that the programs may be producing positive benefits in the pilot sites, but the limitations of available PWI data (which apply to all models) limit our ability to confirm this quantitatively.

QUALITATIVE CONSIDERATIONS

As noted above, the CBA approach cannot take into account costs and benefits that cannot be readily monetised. This is especially true in this case, where key objectives of the program including the avoided costs of homelessness are not readily measurable or monetisable. Moreover, some theoretically monetisable costs and benefits could not be measured and/ or monetised in a meaningful way to support the analysis, as explained below:

- As observed in the introduction to this section, the program's objectives, while highly important and valuable, are difficult if not practically impossible to effectively measure and monetise in the context of the evaluation:
  - For TMP:
    - Tenants will better understand and adhere to their obligations, have higher satisfaction, and have realistic expectations regarding maintenance: While all 3 of these objectives are measurable in theory (and satisfaction is measured through the Housing Outcomes and Satisfaction Survey), no data exists that enables these objectives to be monetised for inclusion in a CBA. However, data from the evaluation (see Section 3.4.1) indicates that objectives relating to wellbeing and satisfaction were achieved to some degree across both sites.
    - There will be increased staff safety and improved relationships with tenants, including staff spending more time in the field: Data from the evaluation (see Section 3.3.1) also indicates that this objective was substantially achieved; however, none of the components of this objective are readily monetisable. In consideration of the staff safety component of the objective, the monetisation of risk management approaches is extremely difficult due to the probabilistic nature of incidents and the high variability in attributable costs per incident. Furthermore, the comparative presence or absence of incidents may or may not, prima facie, indicate success or failure of the program itself, further complicating analysis.

- Relationships with stakeholders will be improved: Again, this was observed as part of the program (see Section 3.3.2), especially in the pre-COVID phase of delivery. However, this is not quantitatively measured nor is it readily converted to an economic value.
  - For STSH:
    - Increased tenant independence in managing their tenancy: This was observed as part of the program (Section 4.4.1), especially in the pre-COVID phase of delivery. However, this is not quantitatively measured nor is it readily converted to an economic value.
    - Breach and NCAT costs: Across both pilot sites, the introduction of the TMP and STSH programs led to an initial observed increase in the number of breach notices and NCAT actions. This is likely attributable to the higher visibility of the portfolio, as well as the introduction of the enhanced CSV protocol and screening criteria for STSH. Despite having data on these increases, the impacts were not readily monetisable as there was no data on the time required to manage these events, and what proportion of this was incorporated in existing staff and administrative labour (and therefore already accounted for as a cost). In addition, there is the argument that while there is an initial uptick in breaches, the relative change declines over time due to improved participant outcomes and that there will be lower average breaches in the long term.
    - Reduced burden on other services and service providers: While participation in STSH is likely to involve service provision in the short term, the increase of tenant independence and wellbeing observed from qualitative data indicates that there is a reduced burden on services in the longer term, particularly in terms of mental health, addiction and financial support. However, as this data is not tracked systematically it is not possible to estimate the benefit. This data could be measured and monetised using linked data.
    - Preventing homelessness after a failed housing tenancy: While attempts have been made to quantify the level to which failed housing tenancies have been avoided through a reduction in evictions, it is not possible to obtain data relating to the number of failed social housing tenancies that resulted in subsequent homelessness. A proxy, such as accessing SHS, could be measured ad monetised using linked data.
    - Increase in social connection: As the overall change in the PWI has been measured and quantified, it is not possible to measure the increase in social connection as a separate benefit.

- Wellbeing attributable to TMP: Data from the Housing Outcomes and Satisfaction Survey was reviewed for the 2020 and 2021 editions to identify whether there was a statistically significant difference in PWI scores between years, and between pilot and comparison sites. Changes in PWI attributable to an intervention can be monetised on a per-person per annum basis, and this is done as part of the STSH CBA approach. However, analysis of the data found that the differences between and within groups

were not statistically significant[14]. Moreover, qualitative data indicates that external factors over this period likely had a greater impact on wellbeing changes in sites. Specifically, the restrictions imposed due to the COVID-19 pandemic impacted on overall wellbeing across all sites, but for the MD pilot site this was especially acute as the Albury area was subject to repeated border closures that affected access to employment, education and other services in the adjoining city of Wodonga.

- Breach and NCAT costs: Across both pilot sites, the introduction of the TMP led to an observed increase in the number of breach notices and NCAT actions. This is likely attributable to the higher visibility of the portfolio, as well as the introduction of the enhanced CSV protocol – a similar increase is observed in the STSH expansion pilot and comparison sites that subsequently adopted the enhanced CSV. Despite having data on these increases, the impacts were not readily monetisable as there was no data on the time required to manage these events, and on what proportion of this time was incorporated in existing staff and administrative labour (and therefore already accounted for as a cost). In addition, it is possible that while there was an initial uptick in breaches, the relative change will decline over time due to improved tenant management and, in the long term, there will be lower average breaches. Data is not yet available to confirm this effect, though the data that is available indicates that breaches do follow an initial uptick before returning to a neutral level over the TMP period.

COST-EFFECTIVENESS

In addition to the CBA, brief cost-effectiveness analyses (CEA) were conducted for TMP and STSH to understand the cost of percentage changes in tenancy visitation and for delivering the program to clients respectively. For policy development purposes, these analyses are normalised by the number of clients (Table 36, Table 37).

TABLE 36.   CEA OF THE TMP BY SITE

	SWS	MD
Cost (DCJ Staff only) (2022 dollars)	$3,375,608.59	$3,107,772.24
Percentage change in tenancy visitation relative to comparison site	8.8%	17.0%
Cost per percentage change in tenancy visitation relative to comparison site	$383,591.89	$182,810.13

TABLE 37.   CEA OF STSH PILOT BY SITE

	SWS	MD	Total

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[14] T-test, unpaired samples, tested to 95% significance.

Cost (2022 dollars)	$6,762,202.89	$6,667,354.82	$13,429,557.71
Number of program clients	564	617	1181
Cost per client (2022 dollars)	$11,989.72	$10,806.09	$11,371.34

In interpreting the above data for the TMP, it should be noted that while the MD site has a lower cost per percentage change in visitation, it started from a lower visitation rate (62.4% compared to 72.9%), and the SWS and MD sites reached similar rates of visitation by November 2022 (92.0% and 92.6% respectively). This suggests that incremental increases in visitation rates may not be linear but asymptotic in nature, and that greater effectiveness is likely to be observed in sites with lower starting levels of visitation.

For STSH, data indicate that the cost per client is roughly similar in both sites. Moreover, in considering the policy imperative of the program to prevent negative tenancy exits, in theory all STSH participants would otherwise be at future risk of a negative exit, which has a cost of $25,432 per tenancy (in 2021 dollars). As a business case, the cost per client to deliver the program relative to the potential cost of tenancy exit indicates that the grounds for implementing the STSH pilot were sound.

COUNTERFACTUALS

While care has been taken in this analysis to account for and compensate for counterfactuals such as the differences between pilot sites (especially in relation to PWI scores), there are other effects that confound the development of a CBA in this case that cannot be readily eliminated.

By far, the largest counterfactual that has impacted on the delivery of STSH is the COVID-19 pandemic, which saw fundamental changes to the way STSH was delivered and severely inhibited its ability to achieve its objectives. While all steps have been taken to minimise the effects of this, the differential effects of the pandemic and associated restrictions between sites mean that effects and access to services did vary significantly by location, as noted above for Albury. Moreover, the total effect of the pandemic on wellbeing is likely to have suppressed any beneficial effects of the program.

The change in staffing levels at both sites during the TMP also likely affected the delivery of the program and outcomes, though it is difficult to determine how long it took for the benefits of staffing level increases to be felt. For this reason, we have not presented this analysis.

An additional consideration is the impact of limited access to services on achieving STSH outcomes. Qualitative data indicates that for many clients, the major barriers to success in the program related to external systemic issues such as NDIS access and the limited services in sites (initially largely confined to regional areas, but more recently seen in urban areas due to a highly competitive employment market for case workers and specialists). This was also a

driver for clients being readmitted to the program, a process that is likely to have suppressed improvements in wellbeing.

4.6.2   WHAT WAS THE COST-EFFECTIVENESS AND PUBLIC VALUE OF STSH AS DELIVERED IN THE EXPANSION PILOT SITES?

The key objectives of the STSH expansion sites, as with the original pilot sites, are to:

- sustain tenancies by avoiding and reducing tenancy breaches over a 12-month support period.
- enhance tenant capacity to manage their tenancies independently beyond the 12-month support period.
- reduce the resource and expenditure impost on Housing NSW and other NSW government-funded agencies resulting from tenancy failure.
- prevent homelessness that has occurred following a failed social housing tenancy and
- increase participants social connection to improve overall wellbeing measured using the PWI.

As observed for the original pilot sites, these specific objectives are difficult to both measure and monetise, due to the limited data available. However, avoided costs of tenancy failure have been monetised, and the delivery of the program has realised some monetisable benefits in the form of:

- improved wellbeing of participants
- reduced negative exits.

The total amount of costs and benefits are provided in aggregate for the pilot sites in Table 38. Amounts are reported based on real values, with all reported nominal costs and benefits normalised to a baseline period of November 2022 using consumer price index data. The choice of baseline period reflects the use of a common base year for activities across both the pilot and expansion programs which commenced in 2019 and 2021 respectively.

TABLE 38.   CBA FOR STSH EXPANSION SITES

	Value ($, current)	Source
Staffing and administrative costs	$7,809,636.75	DCJ data on actual spending
Provider costs	$14,294,172.96	DCJ data on actual spending
Total costs (2022 dollars)	**$22,103,809.71**	
Evictions avoided	N/A[15]	DCJ Benefits Register, $25,432 per eviction avoided (2021 value)
Increased wellbeing	N/A	Provider data on the change in PWI scores between entry and exit, expressed in quality-adjusted life years and normalised to a year's participation in STSH[16].
Total benefits (2022 dollars)	**N/A**	**Estimate boundaries (upper; lower)[17]**
NPV	**N/A**	**N/A**
BCR	**N/A**	**N/A**

Source: ARTD CBA.

While methods were developed to estimate the potential benefits attributable to the program from avoided evictions and changes in wellbeing, there were insufficient data on these to reliably establish these benefits. Moreover, as with the CBA for the original pilot sites, this analysis does not incorporate monetised estimates relating to some key objectives of the program, including the avoided costs of homelessness.

As in Section 4.6.1, below we have provided a distribution analysis, sensitivity analysis and qualitative analysis to further explain our reasoning.

DISTRIBUTIONAL ANALYSIS

Given the pilot sites had different providers and delivery models, operated differently under COVID-19 restrictions and collected different amounts of wellbeing data, we completed a distributional analysis to attempt to understand potential variations in the model.

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[15] For expansion sites, a difference-in-difference approach was used to compare the level of annual negative exits between expansion sites and comparison sites (normalised for portfolio size), relative to the 2 years preceding the STSH roll-out; values were only calculated for sites with available comparison sites (SNSW and WNSW); WSNBM was excluded due to an anomalous spike in negative exits in 2022 that does not appear to be related to STSH. These sites were assigned zero benefits in the model. Due to insufficient evictions data, the results have not been reported here.

[16] An approach was developed that follows that used in Buckley, R., Brough, P., Hague, L., Chauvenet, A., Fleming, C., Roche, E., ... & Harris, N. (2019). Economic value of protected areas via visitor mental health. *Nature communications*, 10(1), 5005; a quality-adjusted life year was valued at $227,000 in current dollars, using guidance from https://oia.pmc.gov.au/sites/default/files/2022-09/value-statistical-life-guidance-note.pdf. Due to insufficient PWI data, the results have not been reported here.

[17] Upper and lower boundaries were estimated based on a 95% Confidence Interval from wellbeing estimates and the upper and lower limits of sustainment of client tenancies. However, for the same reasons that the BCR and NPV have not been presented, estimate boundaries have been omitted here.

As with the original pilot sites, the data available was limited. No sites had more than 10% of clients with PWI data that could be used, and in WSNBM this figure was a mere 1% of the cohort. This strongly contributes to the decision not to report benefit values.

This lack of PWI measurements and other data also ruled out distributional analyses considering different cohorts of participants as it did for the original pilot sites. As for those sites, variances in outcomes for Aboriginal participants, participants with disability and participants at different levels of tenancy failure risk that would be important for characterising program delivery could not be reliably measured at the expansion sites.

SENSITIVITY ANALYSIS

Sensitivity analysis was completed at discount rates of 3% and 7%, which found that changing the social discount rate does lead to some variability in the output, but does not substantially alter the analysis conclusions.

As well as considering different discount rates, multiple estimates of the overall change in wellbeing were applied (Table 39):

TABLE 39.   CBA OF STSH EXPANSION BY APPLIED MODEL OF WELLBEING CHANGE ESTIMATION

Model	Approach	Average annualised change in PWI
1 (primary model)	Average change in wellbeing on a site-by-site basis, using participants with more than 180 days between first and last PWI measurement	SSESNS: 3.21 SNSW: 21.34 WNSW: 22.54 WSNBM: -15.41
2	Aggregate average change in wellbeing across all pilot and expansion sites, using participants with more than 180 days between first and last PWI measurement	8.74
3	Aggregate average change in wellbeing across all sites, using participants with more than 360 days between first and last PWI measurement	12.91
4	Average of site-by-site changes in wellbeing across pilot and expansion sites	5.42

Source: ARTD CBA.

The table shows that there is a high degree of variation between the 4 models. While the choice of the model with a negative PWI for one site as the primary model might be questioned, it was selected for the expansion sites as it was for the original sites because:

- The model accounts for differences between sites, and so captures potential effects arising from different providers, support models and geographic factors such as access to services.
- The model does not unfairly weight sites with higher use of the PWI instrument.
- The model produces the most conservative result, thereby making it consistent with NSW Treasury Guidelines on Cost-Benefit Analysis.

The error analysis of the model indicated that the program may be producing positive wellbeing impacts across all sites, but the limitations of available PWI data (which apply to all models) limit our ability to confirm this quantitatively.

QUALITATIVE CONSIDERATIONS

As noted above, the CBA approach cannot take into account costs and benefits that cannot be readily monetised. This is especially true in this case, where key objectives of the program including the avoided costs of homelessness are not readily measurable or monetisable. Moreover, some theoretically monetisable costs and benefits could not be measured and/ or monetised in a meaningful way to support the analysis, as explained below:

- As observed in the introduction to this section, the program's objectives, while highly important and valuable, are difficult if not practically impossible to effectively measure and monetise in the context of the evaluation:
  - Increased tenant independence in managing their tenancy: This was observed as part of both the pilot and expansion programs (Section 4.4.1), especially in the pre-COVID phase of delivery of the pilot phase. However, this is not quantitatively measured nor is it readily converted to an economic value.
  - Breach and NCAT costs: Across expansion sites, the introduction of the STSH program led to an observed increase in the number of breach notices and NCAT actions. This is likely attributable to the higher visibility of the portfolio, as well as the introduction of the enhanced CSV protocol by DCJ Housing and screening criteria for STSH. Despite having data on these increases, the impacts were not readily monetisable as there was no data on the time required to manage these events, and what proportion of this was incorporated in existing staff and administrative labour (and therefore already accounted for as a cost). In addition, there is the argument that while there is an initial uptick in breaches, the relative change declines over time due to improved participant outcomes and that there will be lower average breaches in the long term.
  - Reduced burden on other services and service providers: While participation in STSH is likely to involve service provision in the short term, the increase of tenant independence and wellbeing observed from qualitative data indicates that there is a reduced burden on services in the longer term, particularly in terms of mental health, addiction and financial support. However, as this data is not tracked systematically it is not possible to estimate the benefit.
  - Preventing homelessness after a failed housing tenancy: While attempts have been made to quantify the level to which failed housing tenancies have been avoided through a reduction in evictions, it is not possible to obtain data relating to the number of failed social housing tenancies that resulted in subsequent homelessness.

o   Increase in social connection: As the overall change in the PWI has been measured and quantified, it is not possible to measure the increase in social connection as a separate benefit.

COST-EFFECTIVENESS

In addition to the CBA, a brief CEA was created for the expansion sites to understand the cost of delivering the program to clients. For policy development purposes, this analysis is normalised by the number of clients and presented below (Table 40).

TABLE 40.   CEA OF STSH EXPANSION BY SITE

	SNSW	SSESNS	WNSW	WSNBM	Total
Cost	$2,861,899.28	$6,924,028.68	$4,055,244.44	$8,262,637.31	$22,103,809.71
Number of program clients	187	256	288	500	1,231
Cost per client	$15,304.27	$27,046.99	$14,080.71	$16,525.27	$17,955.98

The data indicates that the cost per client is roughly similar across all but the SSESNS sites which is far more expensive. This is potentially due to the combination of the site focus on people exiting homelessness into social housing, as well as high turnover rates in site providers. Despite this, in considering the policy imperative of the program to prevent negative tenancy exits, in theory all STSH participants would otherwise be at future risk of a negative exit, which has a cost of $28,178.70 per tenancy (in 2022 dollar terms). As a business case, the cost per client to deliver the program relative to the potential cost of tenancy exit indicates that the grounds for implementing the expansion were sound across all sites.

COUNTERFACTUALS

While care has been taken in this analysis to account and compensate for counterfactuals such as the differences between expansion sites (especially in relation to PWI scores), there are other effects that confound the development of a CBA in this case that cannot be readily eliminated.

By far, the largest counterfactual that has impacted on the delivery of STSH is the COVID-19 pandemic, which saw fundamental changes to the way STSH was delivered and severely inhibited its ability to achieve its objectives. While all steps have been taken to minimise the effects of this, the differential effects of the pandemic and associated restrictions between sites mean that effects and access to services did vary significantly by location, as noted in Chapter 3 for the TMP program and in Section 4.6.1 for STSH pilot sites. Moreover, the total effect of the pandemic on wellbeing is likely to have suppressed some of the beneficial effects of the program. This is especially true for the expansion sites, which have operated in a post-pandemic environment.

An additional consideration is the impact of limited access to services on achieving STSH outcomes. Qualitative data indicates that for many clients, the major barriers to success in the program related to external systemic issues such as NDIS access and the limited services in sites (initially largely confined to regional areas, but more recently seen in urban areas due to a highly competitive employment market for case workers and specialists). This was also a driver for clients being readmitted to the program, a process that is likely to have suppressed improvements in wellbeing.

4.7   WHAT ARE THE RECOMMENDATIONS AND IMPLICATIONS FOR FUTURE DELIVERY?

As a result of the evidence gathered across the original and expansion STSH pilot sites as part of the final evaluation, as well as ARTD's previous evaluations of STSH, we have identified lessons learned and proposed recommendations regarding:

- staffing for DCJ Housing and service provider STSH teams
- STSH program guidelines, policies and procedures
- communication between DCJ Housing and service provider STSH teams
- referrals made into STSH
- how DCJ Housing and service providers work together to provide support to at-risk tenancies.

RECOMMENDATIONS REGARDING STAFFING FOR DCJ HOUSING AND SERVICE PROVIDER STSH TEAMS

- **DCJ Housing should consider experience and knowledge of DCJ Housing policies and working with clients with complex issues when staffing and training DCJ Housing STSH team roles**. In sites where DCJ Housing had experienced tenancy team staff in STSH positions (e.g. SCSO level positions), STSH team members felt they were more effectively able to support tenants with complex tenancy issues. Where it is not feasible for STSH positions to be filled with experienced tenancy team staff, this issue could be addressed through DCJ Housing providing additional training to STSH team members regarding managing complex tenancy issues and working with clients with complex issues.
- **DCJ Housing should co-locate DCJ Housing STSH team members with tenancy teams in an embedded or dispersed structure.** Sites where DCJ Housing STSH staff were co-located with the tenancy teams who made referrals into the program had more frequent and clear communication internally regarding the program, its purpose, the types of referrals required, and the impact the program had for clients who engaged with the program. Co-location can reduce barriers between tenancy teams and STSH staff, and ensure that CSOs are able to identify appropriate tenants to refer into the program and are able to make high-quality referrals.
- **Service providers should consider staff experience and knowledge of DCJ Housing policies when staffing and training service provider STSH team roles**. For service provider STSH staff to effectively support clients to sustain their tenancy it is important that staff are aware of and understand relevant DCJ Housing policy. This could be achieved through considering past experiences in programs related to tenancy support,

or through DCJ Housing and service providers delivering additional training to service provider STSH staff regarding relevant DCJ Housing policies.

- **Service providers should consider the complexity and intensity of support that STSH clients are likely to require in the position level/role descriptions for STSH staff**. If STSH roles are likely to continue to involve predominantly case management work, recruiting STSH staff as community support workers can result in staff requiring more and longer training to be confident in their roles, and can contribute to high levels of staff turnover.

- **Service providers should consider the value of having a diverse mix of STSH staff when recruiting and staffing the team**. A diverse pool of STSH staff can allow service providers to accommodate client preferences, cultural background, and staff safety when allocating workers to clients.

RECOMMENDATIONS REGARDING STSH PROGRAM GUIDELINES, POLICIES AND PROCEDURES

- **DCJ Housing and service providers should ensure program policies, processes and procedures are well documented, and that new staff are aware of and able to access relevant program documentation**.

- **DCJ Housing should clarify and clearly outline the core aspects of STSH program guidelines that are required to be delivered consistently across sites, and the aspects of the program that are able to be adapted by staff to suit their local context.** Where processes are adapted to meet local needs, DCJ Housing STSH staff should ensure that these changes are clearly documented and other staff aware of these processes.

- **DCJ Housing should clarify referral processes regarding client eligibility for the program.** Ensuring that DCJ Housing tenancy teams, DCJ Housing STSH teams, and service provider STSH teams have a shared understanding of the types of referrals that are appropriate for the program will help to streamline the referral process.

- **DCJ Housing should more clearly outline the distinction between roles and responsibilities of DCJ Housing STSH staff and DCJ Housing tenancy teams for tenants referred into STSH.** When a tenant is referred into STSH for support it is not always clear what responsibilities regarding tenancy management are taken on by the STSH team and what responsibilities remain with CSOs. This additional guidance should include how STSH staff can ensure that tenancy team staff are provided with updates regarding tenants they had referred into the program.

- **DCJ Housing and service providers should support their staff to better understand the processes and ways of working of the other organisation.** It is important that STSH staff in DCJ Housing and the service providers are able better understand the processes and ways of working of staff members to successfully work collaboratively to deliver positive outcomes for clients. Staff should be supported to understand how and why these processes and ways of working may differ from their own organisation, and how the different approaches and tools available to each organisation can best be used together.

RECOMMENDATIONS REGARDING COMMUNICATION BETWEEN DCJ HOUSING AND SERVICE PROVIDER TEAMS

- **DCJ Housing and service providers should ensure STSH staff meet and communicate regularly regarding referrals and clients**. The regularity and duration of meetings can vary but should provide DCJ Housing and service provider STSH staff sufficient time to ensure that both teams are able to discuss new referrals and updates regarding existing clients. Service provider staff receiving updates from DCJ Housing regarding the status of their existing clients would allow the service provider to better tailor their support to their clients.

- **DCJ Housing and service provider STSH staff should regularly discuss service provider capacity for accepting new referrals at the levels of support outlined in the demand management framework**. DCJ Housing STSH staff understanding the proportion of clients that service providers are currently providing case management support can allow them to more effectively communicate with tenancy team staff regarding the capacity the program has for new referrals, and if CSOs should adjust the types of tenancies they are referring into the program across program delivery.

RECOMMENDATIONS REGARDING REFERRALS INTO STSH

- **DCJ Housing should distinguish the types of property care issues driving tenancy risk when making referrals into the program and supporting clients to address these risks**. Severe property care issues driven by hoarding behaviours can require different approaches and supports to achieve sustainable change than other property care issues.

- **DCJ Housing should consider training CSOs in tenancy teams to understand less visible factors that can contribute to tenancy risks**. The holistic wraparound around approach that service providers take when supporting clients means that the program is well placed to address help tenants to address risk factors that are less visible than property care or arrears which are more easily identified, however not all CSOs are able to identify where these types of risks may be present in a tenancy. Additional training could allow for a broader range of risk factors to be considered when making referrals into STSH.

- **DCJ Housing should more clearly communicate to tenancy team staff the types of tenancy issues that are appropriate or not appropriate for referral into STSH**. For example, STSH is well placed to support clients with risks that are likely to impact their ability to sustain their tenancy if not addressed (e.g., through early intervention-type supports) as well as clients who are at more imminent risk of negative exit.

- **DCJ Housing should support CSOs to understand the program so that they are able to explain STSH clearly and accurately to clients at the point of referral**.

RECOMMENDATIONS REGARDING HOW DCJ HOUSING AND SERVICE PROVIDERS WORK TOGETHER TO PROVIDE SUPPORT TO AT-RISK TENANCIES

- **DCJ Housing and service providers should develop a clear and shared understanding of the distinction between property care issues driven by hoarding behaviours and other property care issues.**

- **DCJ Housing and service providers should develop a shared understanding of processes and considerations when working with clients with hoarding behaviours.**
- **DCJ Housing and service providers should consider approaches to deliver and/or facilitate specialist supports to address common issues for clients (e.g., hoarding, living skills).**
- **Where practical, service providers should consider clients having relationships with two workers, to minimise the potential disruption caused by staff turnover or unavailability.**

5.   RECOMMENDATIONS AND IMPLICATIONS

Based on the evidence gathered as part of the final evaluation, as well as ARTD's previous evaluations of STSH-TMP and the STSH expansion, we have identified lessons learned through the delivery of the STSH-TMP and STSH expansion pilots, and proposed recommendations regarding:

- effective approaches to identifying, engaging, and providing support to at-risk tenancies,
- potential future expansion of these pilot programs to other locations,
- and ways to improve social housing tenancies through existing Future Directions initiatives and the future commissioning of housing and homelessness services.

5.1   WHAT WERE THE LESSONS LEARNED FOR IDENTIFYING, ENGAGING AND PROVIDING SUPPORT FOR AT-RISK TENANCIES?

RECOMMENDATIONS FOR THE IMPROVED IDENTIFICATION OF AT-RISK TENANCIES

- **DCJ Housing should revise the criteria incorporated in the tenancy risk assessment to remove criteria that are not driven by tenant actions.** The current DCJ Housing tenancy risk assessment includes a criterion where a tenancy can be flagged at medium risk if it has not had a successful CSV within the past 12 months. This is a risk but is not driven by tenant actions. Removing this criterion would ensure that the risk assessment more clearly reflects risks driven by tenant actions, and would allow this assessment to more effectively be used to guide tenancy management activities.
- **DCJ Housing should consider if other criteria associated with tenancy risk should be added to the tenancy risk assessment calculation**. The current criteria in the tenancy risk assessment are reactive and driven by observed tenancy breaches. DCJ Housing should consider if adding additional criteria that DCJ Housing is aware of that are strongly associated with tenancy risk (e.g., tenant history of rough sleeping) could be added into the risk assessment. This would allow for these tenancies to be identified as potentially requiring additional supports in a proactive way, prior to risk escalating to an observed tenancy breach.
- **DCJ Housing should consider the added value of combining intensive tenancy management programs delivered by DCJ Housing (TMP or other models of intensive tenancy management programs) when identifying at-risk tenancies to refer to NGO service providers for additional supports**. Sites where TMP was delivered alongside STSH were generally more effective in identifying at-risk tenancies that would benefit from the support provided by the service providers, particularly in identifying tenancies that are at-risk due to less visible factors. As a result of TMP activities, tenancy teams were able to visit tenancies more frequently, spend more time with tenants in the field, and have improved relationships with tenants. As a result of this tenancy team staff in the TMP pilot sites were better placed to identify tenancy risks and make referrals into the program, particularly for less visible sustainment risks.

RECOMMENDATIONS FOR ENGAGING AND PROVIDING SUPPORT FOR AT-RISK TENANCIES

More specific recommendations regarding engaging and providing support for at-risk tenancies through STSH are presented in Section 4.7. The lessons learned from the delivery of STSH should be considered when working in collaboration with service providers to support at-risk tenancies.

5.2   WHAT ARE THE IMPLICATIONS FOR EXPANSION TO OTHER LOCATIONS?

DCJ Housing and service provider staff felt that STSH would work in other locations in NSW, and that there would be a need for the program across the state.

If expanding the program to other locations, DCJ Housing should consider the recommendations outlined in Section 4.7. In addition to these general recommendations, DCJ Housing should consider how the location or tenant profile of potential sites may influence the ability of the program to effectively identify and support at-risk tenancies.

If delivering STSH in regional locations, DCJ Housing should consider that:

- regional sites cover larger geographic regions, which if not appropriately addressed in worker caseloads, can impact the ability of staff to effectively work with and deliver supports to clients who are geographically dispersed.
- the service system and available third-party supports can be particularly challenging to access in regional areas, however engaging service providers that are able to make internal referrals or deliver support services themselves can help address this.
- it can be more challenging for service providers in regional locations to recruit and retain appropriately qualified and skilled staff, particularly when the duration of funding agreements make it challenging to offer longer-term stability in roles.

If delivering STSH in regions where there are high proportions of Aboriginal tenants, DCJ Housing should consider the value of having Aboriginal organisations and/or Aboriginal workers engaged in the delivery of the program and supporting Aboriginal clients. Having options for Aboriginal clients to work with Aboriginal staff can be helpful in building trust and rapport between clients and workers, and support clients to engage with the program.

5.3   WHAT ARE THE SPECIFIC RECOMMENDATIONS FOR IMPROVING SOCIAL HOUSING TENANCIES THROUGH EXISITING FUTURE DIRECTIONS INITIATIVES AND FUTURE COMMISSIONING OF HOUSING AND HOMELESSNESS SERVICES?

RECOMMENDATIONS REGARDING SUPPORTING AT-RISK TENANCIES THROUGH FUTURE INITIATIVES

- DCJ Housing should identify tenancy contexts where additional expertise in working with individuals with complex issues is required, and consider engaging NGO service providers to deliver specialist supports to tenants.
- DCJ Housing should consider supporting tenancy teams to deliver intensive tenancy management activities in parallel with NGO service providers delivering specialist supports to at-risk tenants.
- DCJ Housing should consider the importance of referring at-risk tenancies to capacity building and/or early intervention supports, which can allow tenants to address issues before they develop into significant risks.
- DCJ Housing should consider the high need for intensive case management supports for tenants when commissioning future services with supports delivered by NGO service providers, and ensure that the program referral numbers and proposed caseloads for service provider staff reflect the additional time it takes to deliver support at this intensity.

RECOMMENDATIONS REGARDING MEASURING OUTCOMES FOR FUTURE PROGRAMS

- When using the PWI as an outcomes measure as part of future program delivery, staff administering the PWI should receive adequate training, understand the value of using the PWI to assess outcomes for clients, and feel comfortable using the PWI with clients.
- DCJ Housing should re-consider the use of tenancy management actions as indicators of risk when assessing program outcomes in future evaluations. Where programs result in changes in staff capacity to pursue actions relating to tenancy risks, using metrics such as NCAT actions or ASB strikes to understand changes in tenancy risk is problematic as it is difficult to disentangle the impact of the changes in staff actions and changes in the underlying risk of tenancies.

APPENDIX 1   KEY EVALUATION QUESTIONS

For the final report we have condensed and revised the original key evaluation questions to improve clarity and reduce repetition. The original key evaluation questions are listed below.

IMPLEMENTATION AND DELIVERABLES

1. To what extent did the STSH/TMP programs deliver what was expected?
    a)   (for TMP sites) To what extent did the TMP ensure 100% of tenancies received at least one Client Service Visit in the previous 12 months; and higher-risk tenancies received at least two?
    b)   (for non-TMP sites) To what extent did staff ensure 65% of tenancies received at least one Client Service Visit in the previous 12 months?
    c)   To what extent were tenancies identified at high-risk of failure referred to the STSH program for support?
    d)   To what extent were at risk tenancies engaged by STSH provided with case management services for the 12-month support period?
    e)   What are the critical success factors and barriers for STSH and TMP working cooperatively in identifying, engaging and providing support for at risk tenancies?
    f)   Which client cohorts, in what tenancy contexts was STSH/TMP most / least successful in identifying and engaging at risk tenancies in support?

TENANCY MANAGEMENT AND SUPPORT SERVICES

2. To what extent did the STSH/TMP programs improve tenancy management services?
    a)   To what extent did the pattern of work activities change for Tenancy Management staff in the pilot teams—particularly in relation to the amount of time spent with tenants in the field?
    b)   To what extent did the pattern of work activities change for NGO support staff in the pilot sites—particularly in relation to the amount of time spent with tenants in the field?
    c)   To what extent did clients' experience of dealing with tenancy management issues change during the pilot?
    d)   To what extent did DCJ Housing / NGO staff experience of dealing with tenants change during the pilot—particularly in terms of job satisfaction; workplace stress and WHS issues?
    e)   To what extent did clients report a more positive experience of living in social housing?

TENANCY OUTCOMES

3. To what extent were at-risk tenancies sustained at the pilot sites?
    a)   To what extent were tenancies effectively identified through the STSH and TMP pilots as being at high, moderate, or low risk of tenancy failure; Which tenancy cohorts and risk factors were most / least able to be identified through the pilot?
    b)   Which client cohorts were identified as requiring more / less engagement and support to sustain their tenancies?

c) To what extent did the pattern of work activities change for STSH and DCJ staff to better align work activities with risks and outcomes?

d) To what extent did STSH clients sustain their social housing tenancy for at least 12 months or achieving a positive tenancy exit?

e) To what extent was there a change in the proportion of DCJ Housing tenancies that end for negative reasons over a 12-month period?

f) What are the critical factors and barriers to sustaining social housing tenancies for STSH clients / TMP team tenancies?

g) Which client cohorts, in what tenancy contexts was STSH/TMP most / least successful in sustaining social housing tenancies?

4. To what extent were the other key STSH/TMP outcomes achieved at the pilot sites?

a) To what extent did STSH clients have improved independence in managing their tenancy agreement and improved personal wellbeing?

b) To what extent did TMP pilot team tenants have improved experiences of living in social housing?

c) What are the critical factors and barriers for STSH clients / TMP pilot team tenants in improving independence in managing tenancies agreements, improving their personal wellbeing and improving their experiences of living in social housing?

d) Which client cohorts, in what tenancy contexts was STSH/TMP most / least successful in improving independence in managing tenancies agreements, improving personal wellbeing and improving their experiences of living in social housing?

e) Were there unintended outcomes (positive or negative) from the STSH and TMP programs?

f) What impacts did the COVID-19 pandemic have on the delivery of programs, and on outcomes for tenants?

g) What models of DCJ support are required to support the identification and management of tenants who enter the STSH program?

5. To what extent were the STSH/TMP outcomes sustained after the end of the support period?

a) To what extent did STSH clients sustain their social housing tenancy (or remain living independently outside of social housing) in the 12 / 24 months after the end of the support period?

b) What are the critical factors and barriers to sustaining tenancies after the end of the support period?

c) Which client cohorts, in what tenancy contexts was STSH/TMP most / least successful in sustaining tenancies after the end of the support period?

COST-EFFECTIVENESS AND PUBLIC VALUE

6. To what extent was the additional STSH/TMP investment in intensive tenancy management and support offset by cost savings through better tenancy outcomes and lower costs in managing tenancy agreement breaches?

a) To what extent were the outcomes achieved at the STSH/TMP pilot sites better than in the 12 months before the commencement of the pilots[18]?

b) To what extent were the outcomes achieved at the STSH/TMP pilot sites different to the outcomes achieved during over the same period in comparable non-pilot sites?

c) What were the estimated costs saving at the STSH/TMP pilot sites through better tenancy outcomes and lower costs in managing tenancy agreement breaches?

d) What are the critical factors and barriers to translating additional STSH/TMP investment in intensive tenancy management and support into cost savings through better tenancy outcomes and lower costs in managing tenancy agreement breaches?

FUTURE DIRECTIONS IN SOCIAL HOUSING

7. What are the implications of the evaluation findings for the Future Directions in Social Housing strategy and the future commissioning of the housing and homelessness services?

a) What are the lessons learnt for identifying, engaging and providing support for at risk social housing tenancies?

b) What are the lessons learnt for optimising the additional investment in intensive tenancy management and support to sustain at risk tenancies and improve long term independence in managing tenancy agreements?

c) What are the implications of the evaluation findings for any business case to expand the STSH/TMP pilots to other locations—in particular, what functions could be undertaken within existing resources of non-pilot DCJ Housing Tenancy Teams / DCJ-funded support providers; what is the best use of any additional investment to maximise public value?

d) What are the specific recommendations for improving social housing tenancies through existing Future Directions initiatives and future commissioning of housing and homelessness services?

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[18] For the original sites, Jan-Dec 2018; for the expansion sites a longer period will be examined due to the impacts of COVID-19 and associated policy responses on factors that impact tenancy sustainment, such as the Jobkeeper program.

APPENDIX 2   DETAILED METHODOLOGY

A2.1 ADMINISTRATIVE DATA SOURCES

TMP MONTHLY TENANCY REPORTS

TMP monthly tenancy reports covering tenancies in the original TMP-STSH pilot sites were available from December 2018 to November 2022.

Monthly tenancy reports, which included the same fields as the TMP monthly tenancy reports, for the STSH expansion sites were available from February 2021 to November 2022 with the exception of March and April 2021. Tenancy reports for these months were not available as they had not been generated for all teams at those time points.

TENANCY EXIT DATA

Tenancy exit data for the 2018-2019 to 2022-2023 financial years were provided. This allows for all tenancy exits in the pilot and comparison sites across the baseline period prior to the roll-out of the STSH-TMP and the STSH expansion to and across the evaluation period to be included in the analysis.

STSH REFERRAL REGISTER

A register of referrals to the STSH program in the pilot sites was provided. This register provides details on the dates of referrals, notification of service providers and engagement of clients, the primary reason for referrals, and whether clients are successfully engaged into the program by the service provider. This register also has data on breach actions by clients.

Breach data for STSH clients in WSNBM – Blacktown was not captured prior to May 2022.

STSH PWI DATA

Data on Personal Wellbeing Index scores for STSH clients across the pilot sites was provided. However at this point insufficient interim PWI data was available to examine changes in tenant wellbeing over time.

Prior to July 2022 the service provider for the SNSW site (Mission Australia) collected and reported PWI data through their in-house MAConnect system, however the data extracts provided did not include the time point that each PWI survey was collected at. As a result of this we have been unable to examine PWI scores across time points for this site collected during this period. From July 2022 onwards the SNSW provider collected and reported on PWI data in a consistent manner to the other pilot sites.

STSH EXIT SURVEY DATA

Service providers collected data from exit surveys administered to clients on conclusion of the program. Exit surveys asks clients to reflect on their time working with the STSH service provider and report if they:

- had achieved what they wanted,
- were treated with respect by staff from the service,
- had found out about and/or access services to help them and/or their family,
- were more likely to share feelings or seek advice on dealing with problems and know how to ask for help,
- felt heard and understood by their caseworker about any safety issues and know what options to take if they felt unsafe,
- were better connected with education or employment services,
- knew about the housing options that are suitable for them and have made progress in maintaining stability in their current housing,
- are better connected with their family, carers and support services,
- are better connected in the community,
- are more capable of managing their tenancy agreement,
- found that their experience of living in social housing has improved.

STSH CASE PLAN DATA

From July 2022 service providers reported case plan data for current clients. Case plan data included details regarding the demand management framework (both the initial assessment and if this had changed after initial intake), the main area that support will focus to help sustain the client's tenancy, whether there was a case plan to sustain the client's tenancy for at least 12 months in place, and if the case plan goal had been achieved.

DCJ HOUSING OUTCOMES AND SATISFACTION SURVEY (HOSS)

Data from the state-wide survey of DCJ social housing tenants for 2020 and 2021 were provided for the original and expansion pilot and comparison sites. The HOSS includes the PWI as well as questions regarding tenants' experiences of DCJ Housing tenancy management services.

FACSIAR TENANCY REPORTS

FACSIAR tenancy strip file monthly reports were provided from December 2018 to November 2022. This dataset includes more detailed demographic and tenancy data for STSH clients and all tenancies in pilot and comparison sites.

A2.2   QUALITATIVE DATA SOURCES

ARTD completed a series of site visits to all pilot and extension sites between November – December 2022. At each site, we interviewed DCJ Housing staff, and service provider staff, on the implementation and outcomes of both the TMP and STSH program. At some sites, we

also did observations of DCJ Housing visits under the TMP program. Staff interviews took place as either a group interview or as individual interviews, depending on availability. Where in-person interviews could not be arranged, we used Microsoft Teams to virtually meet with DCJ Housing and service provider staff for an interview.

During site visits, we also conducted a number of one-on-one client interviews. Clients were recruited through service providers, with service provider staff engaging with clients to seek consent to be involved in the evaluation and to arrange the interviews. Clients were provided with appropriate information to ensure informed consent and assent, as well as an incentive payment of $50 to reflect their participation in the evaluation process. Client interviews took place in service provider and DCJ Housing facilities. Where in-person interviews could not be arranged, we interviewed clients over the phone. We also offered Aboriginal clients the opportunity to speak with an Aboriginal interviewer if desired, which was taken up by some participants.

The interview guides used to interview participants from each stakeholder group are provided at Appendix 3.

The table below (Table A1) gives an overview of how many participants from each stakeholder group we interviewed for the evaluation.

TABLE A1.   THE NUMBER OF DCJ HOUSING STAFF, SERVICE PROVIDER STAFF, AND STSH CLIENTS INTERVIEWED AT EACH PILOT SITE

STSH Site	DCJ Housing staff	STSH Service provider staff	STSH clients
South Western Sydney (SWS)	8	SWS – Neami 3 SWS – Tharawal 1	18
Murrumbidgee (MD)			
Albury	3	3	4
Griffith	5	2	8
Western NSW (WNSW)			
Parkes	3	1	2
Orange	2	3	4
Bathurst	3		
Western Sydney Nepean Blue Mountains (WSNBM)			
Penrith	4		
Blacktown	4	16	9
Mt Druitt	5		
Sydney, South Eastern Sydney, and Northern Sydney (SSESNS)	6	SSESNS – Neami 4 SSESNS – ACHRCS 2	3
Southern NSW (SNSW)	5	3	11
Total	**48**	**38**	**59**

A2.3 ECONOMIC ANALYSIS

APPROACH TO THE COST BENEFIT ANALYSIS

The economic appraisal estimates the economic, and social costs and benefits of the TMP, STSH delivered in the original pilot sites, and STSH delivered in the expansion sites. In accordance with the NSW Guide to Cost Benefit Analysis (CBA) (TPP 23-02)[19] the following steps identified should be completed:

- Step 1: State objectives
- Step 2: Define the base case and develop options
- Step 3: Identify and describe all costs and benefits
- Step 4: Forecast all quantifiable costs and benefits

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[19] https://arp.nsw.gov.au/assets/ars/393b65f5e9/TPP17-03_NSW_Government_Guide_to_Cost-Benefit_Analysis_0.pdf

- Step 5: Value quantified costs and benefits
- Step 6: Assess net benefit (NPV and BCR) with sensitivity analysis
- Step 7: Assess distributional and equity impacts
- Step 8: Report results and key findings in executive summary format

All monetary values have been expressed in current values, with corrections for inflation drawn from Reserve Bank figures. Due to the different time periods in which the program was rolled out, social discounting of 5% p.a. has been applied retroactively such that figures are also expressed in current time values. While this differs from an *ex ante* analysis, this approach allows both the pilot and expansion phases of the program to be expressed in comparable terms.

SENSITIVITY ANALYSIS

As per Treasury guidelines, sensitivity analysis has been completed using changes in the social discount rate to 3% and 7%. Based on analysis of the wellbeing data, we also provide sensitivity analysis for the STSH program based on different analytical approaches, as well as attempting to characterise the potential error in the primary approach used to determine changes in wellbeing (which was deemed the most conservative approach).

APPENDIX 3   INTERVIEW GUIDES

A3.1 DCJ HOUSING STSH STAFF

Introduction

3. Could you tell me about your role, and how it relates to the STSH-TMP programs?
    a) How long have you been in this role?

The program

4. Where or how is the STSH-TMP program working well?
        Prompts: As a team, in terms of outcomes for clients, in outcomes for the community.
        How do you know this?
    a) TMP?
    b) STSH?
    c) STSH and TMP together?

5. Where or how is the STSH-TMP program not working well?
        Prompts: As a team, in terms of outcomes for clients, in outcomes for the community
        How do you know this?
    a) TMP?
    b) STSH?
    c) STSH and TMP together?

Processes

6. Tell me in your own words about the process for assessing tenancy risk?
    a) How do you assess if a tenancy is at risk of a negative exit (overall)?

TMP

7. How have your work activities changed as a result of delivering TMP?
    a) Has your work changed in terms of the way that you interact with clients in the field? In what way?

8. How has your experience of dealing with clients changed because of TMP?
    a) To what extent has your understanding of client needs changed as a result of delivering TMP?
    b) To what extent has your relationship with tenants changed as a result of delivering TMP?

9. How has your experience of your job changed as a result of delivering TMP?
    a) Do you feel that you have more or less time to complete your work?
    b) Do you feel more or less stressed in your job?
    c) Do you feel more or less satisfied with your job?
    d) Do you feel more or less safe in carrying out your job?

10. Prior to the TMP, what are the main reasons that you have observed for tenancies ending negatively?
    a)   Has this changed as a result of the TMP?

STSH

11. In terms of the process for assessing risk, identifying clients as appropriate for the program, and engaging with clients:
    a)   How do you identify clients requiring brief intervention vs. case management support?
    b)   Are there some risk factors that are easier or harder to identify? [*if required, probe on topics such rent/ water arrears, property damage, and anti-social behaviour*]
    c)   What works well when working with service providers to engage clients with the program?
    d)   What doesn't work so well about working with service providers to engage clients with the program?
    e)   Are there any cohorts of clients who are more difficult to engage or require more engagement time?

12. In terms of the process for providing support to clients:
    a)   What works well when providing support to clients?
    b)   Are there barriers that you encounter when trying to provide support?

13. How have your work activities changed as a result of delivering STSH?
    c)   Has your work changed in terms of the way that you interact with clients in the field? In what way?

14. How has your experience of dealing with clients changed because of STSH?
    a)   To what extent has your understanding of client needs changed as a result of delivering STSH?
    b)   To what extent has your relationship with tenants changed as a result of delivering STSH?

15. How has your experience of your work changed as a result of delivering STSH?
    a)   Do you feel that you have more or less time to complete your work?
    b)   Do you feel more or less stressed in your job?
    c)   Do you feel more or less satisfied with your job?
    d)   Do you feel more or less safe in carrying out your job?

16. Are there particular cohorts of clients who are more difficult to engage or require more engagement time?
    a)   Are there cohorts of clients who require less engagement time? *(prompt if necessary on cohorts – demographic, tenancy issue, mental health issues, etc.)*

Client outcomes

17. What do clients need in order to successfully sustain their tenancies?

a)   What barriers do you feel need to be addressed in order for clients to be able to sustain their tenancy? Are these barriers being addressed? Please describe.

18. Are there particular cohorts of clients, compared with others, who have better outcomes? Why?

19. Are there particular cohorts of clients, compared with others, who have worse outcomes? Why? What is being done to address this?

Program outcomes and lessons

20. Are there any lessons that you have learned from the program so far that would be useful to other teams or programs?

21. At this stage do you think the program would work in other areas of the state?

22. Overall, do you feel that this program is an effective use of resources in order to support tenants to successfully sustain their tenancies? Why/ why not?

23. Do you feel the program helps you more efficiently identify and support tenants in maintaining their tenancies?

Impact of COVID-19

24. How has COVID-19 affected the way that you are delivering STSH-TMP?

25. Are there any changes that have been made to the program that you think should stay in place as restrictions ease?

26. What longer-term impacts will COVID-19 have on outcomes for clients?

27. Is there anything else you would like to add about the program?

A3.2   DCJ HOUSING NON-STSH STAFF

Introduction

28. Could you tell me about your role, and how it relates to the STSH-TMP programs?
    a)   How long have you been in this role?
    b)   What is your understanding of the STSH program? TMP?

The program

29. Where or how is the STSH-TMP program working well?
    Prompts: As a team, in terms of outcomes for clients, in outcomes for the community. How do you know this?
    a)   TMP?
    b)   STSH?

c)   STSH and TMP together?

30. Where or how is the STSH-TMP program not working well?
> *Prompts: As a team, in terms of outcomes for clients, in outcomes for the community*
> *How do you know this?*

a)   TMP?
b)   STSH?
c)   STSH and TMP together?

Processes

31. Tell me in your own words about the process for assessing tenancy risk?

a)   How do you assess if a tenancy is at risk of a negative exit (overall)

32. Tell me about the process for making referrals into STSH?

TMP

33. How have your work activities changed as a result of delivering TMP?

a)   Has your work changed in terms of the way that you interact with clients in the field? In what way?

34. How has your experience of dealing with clients changed because of TMP?

d)   To what extent has your understanding of client needs changed as a result of delivering TMP?
e)   To what extent has your relationship with tenants changed as a result of delivering TMP?

35. How has your experience of your job changed as a result of delivering TMP?

a)   Do you feel that you have more or less time to complete your work?
b)   Do you feel more or less stressed in your job?
c)   Do you feel more or less satisfied with your job?
d)   Do you feel more or less safe in carrying out your job?

36. Prior to the TMP, what are the main reasons that you have observed for tenancies ending negatively?

a)   Has this changed as a result of the TMP?

STSH

37. In terms of the process for assessing risk, identifying clients as appropriate for the program:

a)   Are you aware of the different intensity of support that referrals can require? How do you identify clients requiring brief intervention vs. case management support?
b)   Are there some risk factors that are easier or harder to identify? [*if required, probe on topics such rent/ water arrears, property damage, and anti-social behaviour*]

38. How have your work activities changed as a result of STSH?

     f)   Has your work changed in terms of the way that you interact with clients in the field? In what way?

39. How has your experience of dealing with clients changed because of STSH?
    a)   To what extent has your understanding of client needs changed as a result of STSH?
    b)   To what extent has your relationship with tenants changed as a result of STSH?

40. How has your experience of your work changed as a result of STSH?
    a)   Do you feel that you have more or less time to complete your work?
    b)   Do you feel more or less stressed in your job?
    c)   Do you feel more or less satisfied with your job?
    d)   Do you feel more or less safe in carrying out your job?

Client outcomes

41. What do clients need in order to successfully sustain their tenancies?
    a)   What barriers do you feel need to be addressed in order for tenants to be able to sustain their tenancy? Are these barriers being addressed? Please describe.

42. Are there particular cohorts of clients, compared with others, who have better outcomes? Why?

43. Are there particular cohorts of clients, compared with others, who have worse outcomes? Why? What is being done to address this?

Program outcomes and lessons

44. Are there any lessons that you have learned from the program so far that would be useful to other teams or programs?

45. At this stage do you think the program would work in other areas of the state?

46. Overall, do you feel that this program is an effective use of resources in order to support tenants to successfully sustain their tenancies? Why/ why not?

47. Do you feel the program helps you more efficiently identify and support tenants in maintaining their tenancies?

Impact of COVID-19

48. How has COVID-19 affected the way that you are delivering STSH-TMP?

49. Are there any changes that have been made to the program that you think should stay in place as restrictions ease?

50. What longer-term impacts will COVID-19 have on outcomes for clients?

51. Is there anything else you would like to add about the program?

A3.3 SERVICE PROVIDER STAFF

Introduction

52. Could you tell me about your role, and how it relates to the STSH program?
     a)   How long have you been in this role?

The program

53. Where or how is the STSH program working well?
     Prompts: As a team, in terms of outcomes for clients, in outcomes for the community.
     How do you know this?

54. Where or how is the STSH program not working well?
     Prompts: As a team, in terms of outcomes for clients, in outcomes for the community
     How do you know this?
Processes

55. Tell me in your own words about the process for assessing tenancy risk.

STSH

56. In terms of the process for assessing risk, identifying clients as appropriate for the
     program, and engaging with clients:
     a)   How do you identify clients requiring brief intervention vs. case management
           support?
     b)   Are there some risk factors that are easier or harder to identify? [*if required, probe*
           on topics such rent/ water arrears, property damage, and anti-social behaviour]
     c)   What works well when working with DCJ Housing to engage clients in the
           program?
     d)   What doesn't work so well about working with DCJ Housing to engage clients with
           the program?

57. In terms of the process for providing support to clients:
     a)   What works well when providing support to clients?
     b)   Are there barriers that you encounter when trying to provide support?

58. Compared to other similar programs you may have experience with, are there any
     differences in work activities involved in STSH?

59. Compared to other similar programs you may have experience with, what is different
     about your experience dealing with clients as part of STSH?

60. How would you describe your experience of your work in delivering STSH?
     a)   Do you feel that you have enough time to complete your work?
     b)   Do you feel stressed in your job?
     c)   Do you feel satisfied with your job?
     d)   Do you feel safe in carrying out your job?

61. Are there particular cohorts of clients who are more difficult to engage, or require more engagement time?
    a) Are there cohorts of clients who require less engagement time? *(prompt if necessary on cohorts – demographic, tenancy issue, mental health issues, etc.)*

Client outcomes

62. What do clients need in order to successfully sustain their tenancies?
    a) What barriers do you feel need to be addressed in order for tenants to be able to sustain their tenancy? Are these barriers being addressed? Please describe.

63. Are there particular cohorts of clients, compared with others, who have better outcomes? Why?

64. Are there particular cohorts of clients, compared with others, who have worse outcomes? Why? What is being done to address this?

65. Were there other services that could have provided support but were at capacity or otherwise unable to provide support? Please describe
    a) To what extent has COVID-19 had an impact on the extent to which other services have been able to provide support?

66. Reflecting on the services provided to clients so far, how can your organisation do better in supporting clients to sustain their tenancies?

Program outcomes and lessons

67. Are there any lessons that you have learned from the program so far that would be useful to other teams or programs?

68. At this stage, do you think the program would work in other areas of the state?

69. Overall, do you feel that this program is an effective use of resources in order to support tenants to successfully sustain their tenancies? Why/ why not?

Impact of COVID-19

70. How has COVID-19 affected the way that you are delivering STSH?

71. Are there any changes that have been made to the program that you think should stay in place as restrictions ease?

72. What longer-term impacts will COVID-19 have on outcomes for clients?

73. Is there anything else you would like to add about the program?

A3.4 CLIENTS

Background

1. Can you tell me a little about your background and how you came to be involved in the 'Sustaining Tenancies/ Home to Stay' program?
    – Age and family situation
    – How long have you lived in your current accommodation? Can you tell me how it came about that you live there?
    – Are you happy with your place?
    – Is there anything that you don't like about where you're living now?
    – Do you have any worries about being able to stay in your place?

'Sustaining Tenancies/ Home to Stay' program

I now want to ask you some questions about your experience with 'Sustaining Tenancies/ Home to Stay'.

2. Can you please tell us if your experience of managing your tenancy has changed by being involved in the 'Sustaining Tenancies/ Home to Stay' program? If yes, please describe in what ways it has changed.

3. What has worked well for you in being a part of 'Sustaining Tenancies/ Home to Stay? Why is this? (Note – interviewee may have already answered this in the above question)

4. What has worked not so well for you in being a part of 'Sustaining Tenancies/ Home to Stay'? Why is this?

5. Do you feel that being part of 'Sustaining Tenancies/ Home to Stay' has made you more, or less able to manage your tenancy by yourself? Why do you say this?

6. Do you feel that being part of 'Sustaining Tenancies/ Home to Stay' has changed your wellbeing, e.g., how you feel about life, how you manage stress, etc.? Why do you say this?

7. Do you feel that being part of 'Sustaining Tenancies/ Home to Stay' has changed your experience of living in social housing? Why do you say this?

Interaction with Housing

I just want to talk about when you had dealings with Housing.

8. When you have talked with Housing, what went well?
    Prompts:
    – Did you get through to Housing quickly?
    – Did the person at Housing listen to you? Were they friendly and polite?
    – Did Housing respond quickly to what you talked to them about?

9. Were there any barriers when you were trying to engage with Housing? If so, can you give me some examples of what they were?

Prompts:
– When you contacted Housing, did it take you a long time to get through to the right person?
– Did the person at Housing not listen to you? Were they un-friendly and rude?
– Did Housing take a long time to answer your question/ concern/ reason you contacted them?
– Was Housing unable to help you?

10. What can Housing do to make 'Sustaining Tenancies/ Home to Stay' better for people like you?

Involvement with the [Service Provider]

And now I just want to talk about when you have dealings with [Service Provider].

11. Can you tell me about the contact you have with [Service Provider]?
Prompts:
– Do you remember when you first talked/ met with them?
– How often have you talked/ met with them?
– What have you talked with them about?
– What have they helped you with?

12. When you have/ had dealings with [Service Provider], what went well? Please describe.

13. When you have/ had dealings with [Service Provider], have there been any challenges to interacting with them? If yes, please describe what these are/ have been, and if your challenges were addressed.

14. What can [Service Provider] do to make 'Sustaining Tenancies/ Home to Stay' better?

15. Is there any advice that you have about 'Sustaining Tenancies/ Home to Stay' that would be useful to other people in the program?

16. Is there anything else you want to say about 'Sustaining Tenancies/ Home to Stay'?

Impact of COVID-19

17. Thinking back to the government restrictions due to COVID-19 (e.g., social distancing restrictions, etc), did this affect your involvement with 'Sustaining Tenancies/ Home to Stay'? [note, they may not have been involved with 'Sustaining Tenancies/ Home to Stay' during that time]

18. Did the government restrictions impact other parts of your life (e.g., work, education, health)?

APPENDIX 4   TMP – SUPPLEMENTARY TABLES AND FIGURES

A4.1 OVERVIEW OF THE TMP

TABLE A2.   ADDITIONAL DCJ HOUSING STAFFING FUNDED THROUGH TMP

Site	Initial additional staffing	Additional staffing after the extension of the pilot
South Western Sydney (SWS)	1 x 5/6 Senior Client Service Officer (Generalist) 2 x 5/6 Senior Client Service Officer (Specialist) 2 x 2/4 Client Service Officer 2 x 1/2 Business Support Assistant	4 x Client Service Officer 1 x Senior Client Service Officer
Murrumbidgee (MD)	(Albury) 1 x 5/6 Senior Client Service Officer (Specialist) (Albury) 2 x 2/4 Client Service Officer (Albury) 1 x 1/2 Business Support Assistant (Griffith) 1 x 7/8 Housing Manager (Project Officer) (Griffith) 1 x 2/4 Client Service Officer (Griffith) 1 x 1/2 Business Support Assistant	2 x Business Support Officer 1 x Client Service Officer 1 x Housing Manager

Note: TMP staff are also responsible for STSH referrals. As such, the additional funded positions listed involved TMP and STSH program delivery responsibilities and cannot be separated into TMP and STSH staffing at the original pilot sites.

TABLE A3.   TMP KEY DATES RELATING TO COVID-19 RELATED CHANGES TO DCJ HOUSING POLICIES AND PROCEDURES

Date	Impact	Detail
18.03.20	Client Service Visits (CSVs)	- All scheduled CSVs were cancelled on 18.03.2020, only critical CSVs were to be completed face to face - Districts commenced/completed CSVs at various times throughout 2020 & 2021 depending on their risk appetite (number of cases, lockdown locations, availability of staff in the office etc.) - Most district CSVs returned to business as usual on 3.03.2022

Date	Impact	Detail
		(refer to row 8)
30.03.20	STSH Referrals	• Referrals were put on hold temporarily for a month during the initial outbreak and then increased gradually thereafter • Initially, all services were provided via phone/video where possible, unless it was absolutely essential to meet face to face • Referral numbers for both pilot sites (Murrumbidgee & SWS) were reduced from 640 to 384 on 30th November 2020
25.03.20	Rent Arrears	• Tenancies which fell into arrears were put on a modest repayment plan (maximum 2% of income) • All Terminations and Possessions for non payment of rental arrears were stopped and a specific performance order (SPO) was applied through Tribunal (NCAT • No Termination and Possessions were to be applied for • Business and Usual policy for managing arrears commenced from 10 January 2022 (refer to row 9)
23.03.20	Working Arrangements	• Murrumbidgee pilot site was working from 4 locations. (Albury DCJ office, 2nd DCJ Albury office, Griffith office & working from home) • South West Sydney pilot site was split between Campbelltown Office and working from home
25.03.20	Staff Availability	• Due to an increase in demand on Access and Demand teams, additional tenancy staff were asked to assist a few days per week • This varied week to week depending on demand • High levels of staff illness and turnover from this period onwards
23.10.20	Virtual Client Service Visits	• Virtual CSVs went LIVE • A virtual client service visit (CSV) is similar to a standard CSV, with video calls over FaceTime or WhatsApp Messenger applications being used to complete the visit instead of DCJ Housing physically attending a tenant's home. Specifically, a virtual CSV involves tenants showing DCJ Housing staff their property over a video call, whilst staff record information in the I Visit You (IVY) application. • Virtual CSVs are an opportunity for DCJ Housing to check in with tenants and keep up to date with their tenancy management needs without physically attending their property.
03.03.22	Client Service Visits	• Full program return to face to face CSVs commenced • Client service visits could only be postponed in exceptional circumstances
10.01.22	Rent Arrears	• Return to Business as Usual policy for managing arrears from 10 January 2022

Date	Impact	Detail
09.05.22	Set for Success (SfS) Pilot goes LIVE	• Set for Success pilot goes LIVE statewide which includes the enhanced CSV questions for TMP to help identify and improve property care, reduce tenant damage and ASB

A4.2   WAS THE TMP IMPLEMENTED AS INTENDED?

DIFFERENCES IN ISSUES RAISED IN CSVS BETWEEN PILOT AND COMPARISON SITES

Pearson's chi-squared tests were used to examine if there were any statistically significant differences in the issues raised during CSVs in pilot and comparison sites. Differences are presented in the main body of the report in Section 3.2.1.

TABLE A4.   RESULTS OF THE STATISTICAL ANALYSES OF DIFFERENCES IN ISSUES REPORTED IN CSV BETWEEN PILOT AND COMPARISON SITES

Issue raised	MD Pilot vs. Comparison	SWS Pilot vs. Comparison
Property condition satisfactory	X-squared = 20.64, df = 1, p <.001	X-squared = 32.4, df = 1, p <.001
Requires referral to support agency	X-squared =89.02, df = 1, p < .001	X-squared = 40.722, df = 1, p < .001
Smoke alarm has been installed	X-squared = 1.6767, df = p , p > .05	X-squared = 0.999, df = 1, p > .05
Green light working	X-squared = 0.17, df = 1, p > .05	X-squared = 1.37, df = 1, p > .05
Kitchen stove secured	X-squared = 45.934, df = 1, p < .001	X-squared = 18.483, df = 1, p <.001
Requires modification to property	X-squared = 10.956, df = 1, p < .001	X-squared = 0.89, df =1, p > .05
WHS issues	X-squared = 16.31, df = 1, p < .001	X-squared = 188.87, df = 1, p < .001
Looking for employment	X-squared = 10.023, df =1, p = .0015	X-squared = 2.32, df =1, p > .05
Any other issues raised	X-squared = 337.35, df = 1, p <.001	X-squared = 574.59, df = 1, p < .001
Consider leaving housing	X-squared = 20.487, df = 1, p <.001	X-squared = 3.81, df = 1 p > .05

Source: IVY CSV TMP data, February 2019 – July 2022.

TABLE A5.   RESULTS OF THE STATISTICAL ANALYSES OF DIFFERENCES IN ISSUES REPORTED IN THE ENHANCED CSV BETWEEN MD AND SWS PILOT SITES

	MD Pilot vs. SWS Pilot
Visible damage	X-squared = 483.83, df = 1, p <.001
Property squalor	X-squared = 94.002, df =1, p <.001
Visible alterations	X-squared = 69.561, df =1, p <.001
Maintenance concerns	X-squared = 675.04, df =1, p <.001
Household pets	X-squared = 0.006, df =1, p >.05
Mould	X-squared = 0.44, df =1, p >.05
Appropriate furniture	X-squared = 64.094, df =1, p <.001
Lawn maintenance	X-squared = 136.41, df =1, p <.001
Neighbour concerns	X-squared = 212.41, df =1, p <.001
Fraud	X-squared = 2.49, df =1, p >.05
Felt safe	X-squared = 45.031, df =1, p <.001
Drugs and weapons	X-squared = 39.295, df =1, p <.001
All rooms inspected	X-squared = 33.47, df =1, p <.001
Currently employed	X-squared = 75.51, df =1, p <.001

Source: IVY CSV TMP data, February 2019 – July 2022.

CHANGES IN THE PROPORTION OF TENANCIES FLAGGED AS AT MEDIUM OR HIGH RISK
DUE TO SPECIFIC TENANCY RISKS

**FIGURE A1. THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES
FLAGGED AS AT MEDIUM OR HIGH RISK DUE TO TENANT DAMAGE**
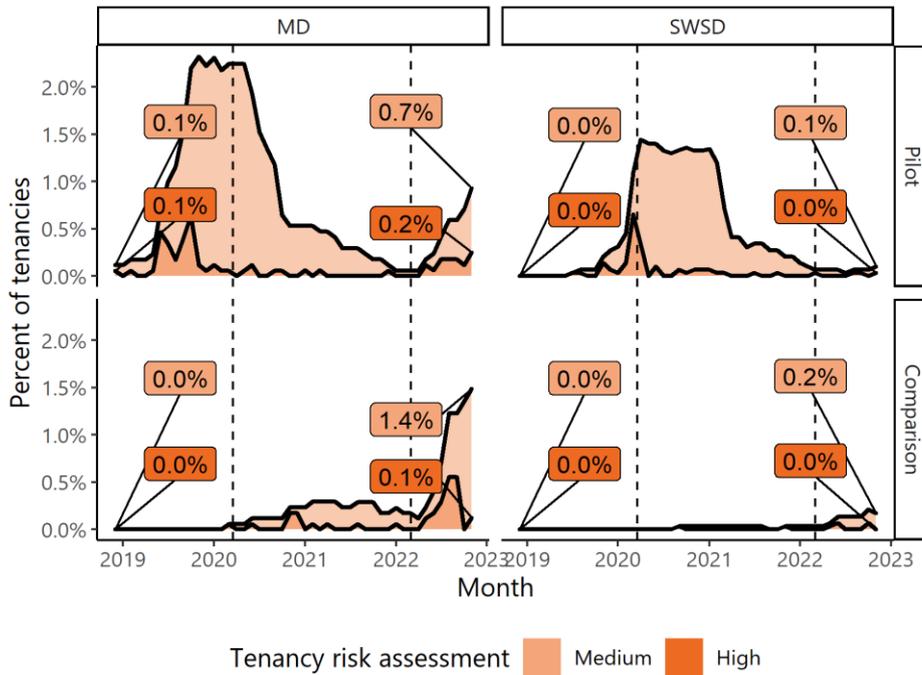
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the
points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs
cancelled; 3 March 2022: CSVs return to business as usual).

**FIGURE A2. THE PROPORTION OF TENANCIES IN THE MD PILOT SITES FLAGGED AS
AT MEDIUM OR HIGH RISK DUE TO TENANT DAMAGE**
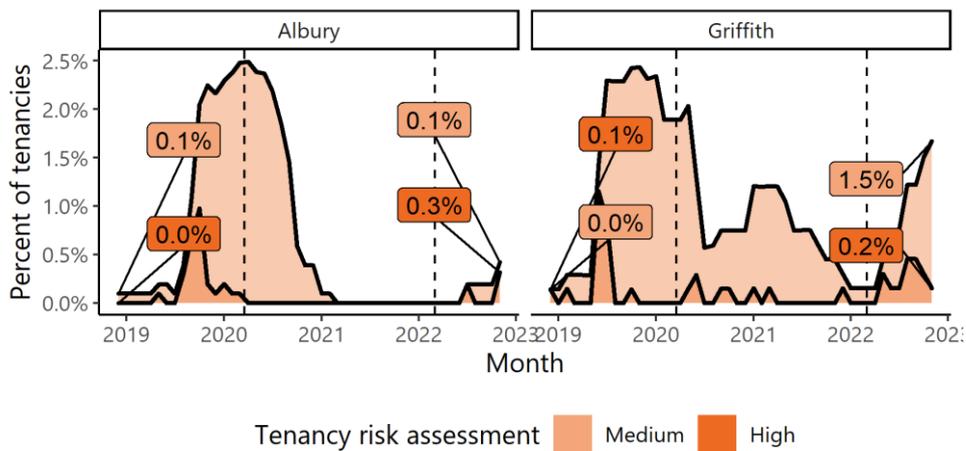
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the
points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs
cancelled; 3 March 2022: CSVs return to business as usual).

FIGURE A3.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES FLAGGED AS AT MEDIUM OR HIGH RISK DUE TO RENT ARREARS
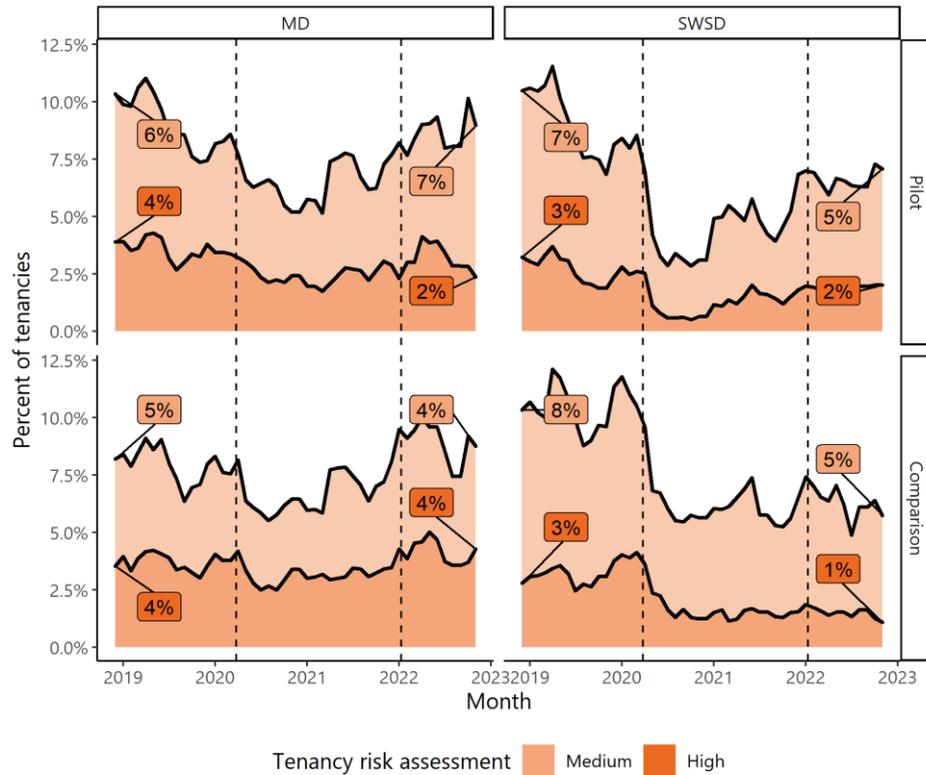
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

FIGURE A4.   THE PROPORTION OF TENANCIES IN THE MD PILOT SITES FLAGGED AS AT MEDIUM OR HIGH RISK DUE TO RENT ARREARS
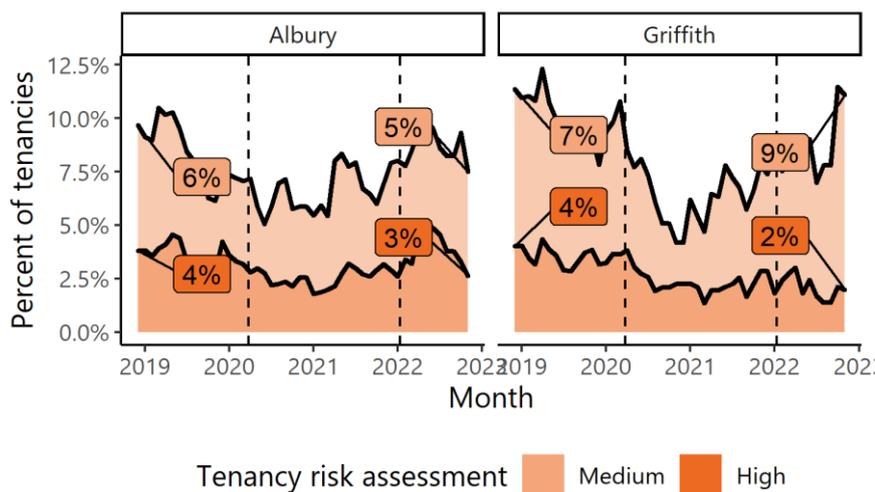
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

FIGURE A5.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES FLAGGED AS AT MEDIUM OR HIGH RISK DUE TO WATER ARREARS
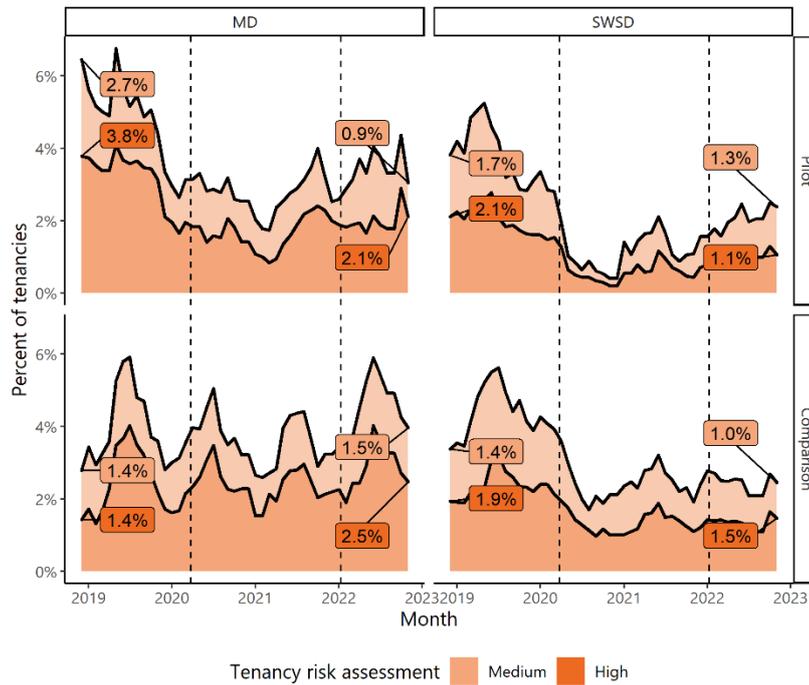
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

FIGURE A6.   THE PROPORTION OF TENANCIES IN THE MD PILOT SITES FLAGGED AS AT MEDIUM OR HIGH RISK DUE TO WATER ARREARS
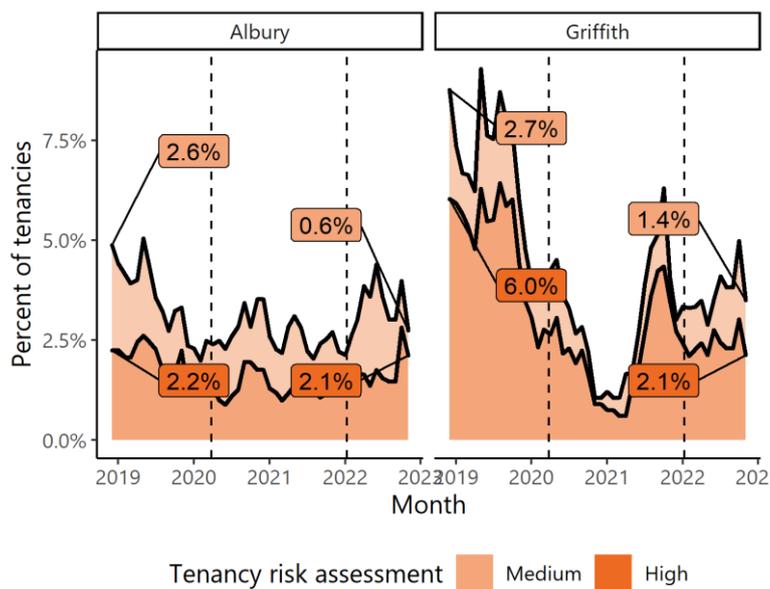
Source: TMP Tenancy Reports: December 2018 – November 2022. Note: Dashed lines indicate the points at which DCJ policy regarding the completion of CSVs changed (18 March 2020: All CSVs cancelled; 3 March 2022: CSVs return to business as usual).

A4.3   HOW DID THE TMP CHANGE THE DELIVERY OF TENANCY MANAGEMENT AND SUPPORT SERVICES?

A4.4   TO WHAT EXTENT WERE THE INTENDED OUTCOMES FOR TENANCIES ACHIEVED?

CHANGES FROM BASELINE IN NCAT APPLICATIONS AND BUSINESS ACTIONS

TABLE A6.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES WITH A NCAT APPLICATION MADE FOR RENT IN THE PAST 12 MONTHS

Site	December 2018	November 2022	Change
MD Comparison	1%	5%	4%
MD Pilot	3%	5%	2%
SWSD Comparison	2%	4%	2%
SWSD Pilot	5%	3%	-3%

Source:

TABLE A7.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES WITH A NCAT APPLICATION MADE FOR PROPERTY CARE IN THE PAST 12 MONTHS

Site	December 2018	November 2022	Change
MD Comparison	0%	0%	0%
MD Pilot	0%	2%	1%
SWSD Comparison	0%	0%	0%
SWSD Pilot	0%	0%	0%

TABLE A8.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES WITH A PROPERTY CARE BUSINESS ACTION MADE IN THE PAST 12 MONTHS

Site	December 2018	November 2022	Change
MD Comparison	5%	6%	1%
MD Pilot	5%	7%	2%
SWSD Comparison	1%	2%	1%
SWSD Pilot	1%	2%	2%

TABLE A9.   THE PROPORTION OF TENANCIES IN PILOT AND COMPARISON SITES WITH A TENANT DAMAGE BUSINESS ACTION MADE IN THE PAST 12 MONTHS

Site	December 2018	November 2022	Change
MD Comparison	0.00%	1.486%	1.486%
MD Pilot	0.12%	0.932%	0.816%
SWSD Comparison	0.00%	0.175%	0.175%
SWSD Pilot	0.00%	0.102%	0.102%

NEXT HOUSING LOCATIONS FOR TENANTS WHO NEGATIVELY EXIT

TABLE A10. THE NEXT HOUSING LOCATION FOR TENANTS WHO NEGATIVELY EXITED SOCIAL HOUSING DURING THE EVALUATION PERIOD

	MD Comparison		MD Pilot		SWSD Comparison		SWSD Pilot	
Where next housed	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Unknown next housing type	32	52%	28	50%	33	80%	27	73%
Family/friends	19	31%	20	36%	6	15%	2	5%
Private rental (as tenant or occupant)	4	6%	3	5%	0	0%	1	3%
Interstate/overseas	2	3%	0	0%	0	0%	1	3%
Other (not listed above or below)	2	3%	0	0%	0	0%	4	11%
Social housing - public housing	2	3%	0	0%	0	0%	0	0%
Institution - rehab/health care/respite	1	2%	0	0%	0	0%	0	0%
Institution - prison/correctional	0	0%	2	4%	1	2%	0	0%
Private ownership	0	0%	0	0%	1	2%	0	0%
Short medium term - caravan park/boat	0	0%	1	2%	0	0%	0	0%
Short medium term - SHS/crisis/refuge	0	0%	1	2%	0	0%	0	0%
Short medium term - temp (hotel/motel)	0	0%	1	2%	0	0%	0	0%
Social housing - same property	0	0%	0	0%	0	0%	2	5%
Total	**62**	**100%**	**56**	**100%**	**41**	**100%**	**37**	**100%**

Source: TMP report November 2022: Tenancies ended (2017-18 FY – 2022-23 FY). Note: Only tenancies ended between January 2019 and November 2022 are included in this analysis.

A4.5 WHAT WAS THE COST-EFFECTIVENESS AND PUBLIC VALUE OF TMP?

APPENDIX 5 STSH – SUPPLEMENTARY TABLES AND FIGURES

A5.1 LIMITATIONS

TABLE A11. INITIAL PWI RESPONSE RATES, BY SITE

Site	N complete	N clients	Response rate
MD - Albury	76	389	20%
MD - Griffith	197	258	76%
SWS	110	626	18%
SNSW	83	186	45%
SSESNS	91	273	33%
WNSW - Bathurst + Orange	137	188	73%
WNSW - Parkes	87	105	83%
WSNBM - Blacktown	97	352	28%
WSNBM - Nepean	46	236	19%
Total	924	2613	35%

Source: STSH Service Provider data, November 2022.

TABLE A12. PERIODIC PWI RESPONSE RATES, BY SITE

Site	N complete	N clients	Response rate
MD - Albury	15	260	6%
MD – Griffith*	161	159	101%
SWS	37	405	9%
SNSW	21	108	19%
SSESNS	39	175	22%
WNSW - Bathurst + Orange	47	99	47%

WNSW - Parkes	21	71	**30%**
WSNBM - Blacktown	20	192	**10%**
WSNBM - Nepean	6	136	**4%**
Total	367	1605	**23%**

Source: STSH Service Provider data, November 2022.Note: *In MD – Griffith there are more clients with periodic PWIs administered than clients who have been engaged with the program for at least six months at the end of the evaluation period. This may be driven by clients who have completed the periodic PWI prior to the six month mark, or data entry errors regarding the period of assessment.

TABLE A13.   FINAL PWI RESPONSE RATE, BY SITE

Site	N complete	N clients	Response rate
MD - Albury	5	245	**2%**
MD - Griffith	119	142	**84%**
SWS	5	381	**1%**
SNSW	10	59	**17%**
SSESNS	5	149	**3%**
WNSW - Bathurst + Orange	0	57	**0%**
WNSW - Parkes	2	38	**5%**
WSNBM - Blacktown	9	80	**11%**
WSNBM - Nepean	2	93	**2%**
Total	157	1244	**13%**

Source: STSH Service Provider data, November 2022.

TABLE A14.   EXIT SURVEY RESPONSE RATE, BY SITE

Site	N complete	N clients	Response rate
MD - Albury	23	295	**8%**
MD - Griffith	218	218	**100%**
SWS	24	500	**5%**
SNSW	4	60	**7%**
SSESNS	7	143	**5%**
WNSW - Bathurst + Orange	8	48	**17%**

WNSW - Parkes	5	23	22%
WSNBM - Blacktown	7	78	9%
WSNBM - Nepean	5	97	5%
Total	301	1462	21%

Source: STSH Service Provider data, November 2022.

A5.2 OVERVIEW OF THE STSH PILOT

TABLE A15.   ADDITIONAL DCJ HOUSING STAFFING RESOURCES AND TEAM STRUCTURE FOR STSH PILOT SITES

District	Positions	Team Structure
Murrumbidgee (MD)*	● Housing Manager x1 ● Client Service Officer x1 ● Business Support Officer x2	Embedded
South West Sydney District (SWS)*	● Client Service Officer x4 ● Senior Client Service Officer x1	Embedded
Western Sydney Nepean Blue Mountains (WSNBM)	Prior to July 2022: Manager x1 ● Senior Client Service Officer x3 From July 2022 across Penrith and Blacktown funding has been provided for: ● Senior Client Service Officer x 3 ● Client Service Officer x 3 ● Housing Assistants x 3	Centralised Team
Southern NSW (SNSW)	● Housing Manager x1 ● Senior Client Service Officer x2	Embedded
Western NSW (WNSW)	● Senior Client Service Officers x3	Embedded
Sydney, South Eastern Sydney, and Northern Sydney District (SSESNS)	● Housing Manager x1 ● Senior Client Service Officer x2 ● Client Service Officer x2	Centralised Team

Note: * in both original pilot sites the additional funded positions were responsible for the delivery of both STSH and TMP. As a result of this it is not possible to separate out additional STSH specific resourcing for these two sites.

A5.3   WAS THE STSH PILOT IMPLEMENTED AS INTENDED?

A5.4   HOW DID STSH CHANGE THE DELIVERY OF TENANCY MANAGEMENT AND SUPPORT SERVICES?

A5.5   TO WHAT EXTENT DID STSH ACHIEVE THE INTENDED OUTCOMES FOR TENANCIES?

TABLE A16.   STSH CLIENTS WITH POSITIVE EXITS FROM SOCIAL HOUSING WITHIN THE FIRST 12 MONTHS AFTER INTAKE

	Positive exit within 12 months		Total	
Site	**N**	**%**	**N**	**%**
MD	5	1%	387	100%
SWS	2	1%	381	100%
SNSW	1	2%	59	100%
SSESNS	1	1%	149	100%
WNSW	2	2%	95	100%
WSNBM	0	0%	173	100%
Total	**11**	**1%**	**1244**	**100%**

Source: STSH Master dashboard, November 2022. Tenancies ended: 2017-18FY – 2022-23 FY. Note: Only tenants who were referred to and engaged with STSH for at least 12 month at November 2022 have been included in this analysis.

A5.6   TO WHAT EXTENT DID STSH ACHIEVE OTHER INTENDED OUTCOMES FOR CLIENTS?

A5.7   WHAT WAS THE COST-EFFECTIVENESS AND PUBLIC VALUE OF STSH?

APPENDIX 6   EXAMPLES OF GOOD PRACTICE

A6.1 STREAMLINING REFERRAL PROCESSES

Tenancy team staff from multiple sites identified the STSH referral form as a barrier to making a referral, describing it as long and time consuming, and incomplete client information (on Housing's database) often prevented them from completing the form.

CSOs from SNSW described how they had streamlined the internal referral process to enable the referral form to be completed in a more efficient manner. CSOs now send an email containing the following information, to Housing STSH staff:

- client's name
- client's address
- T-file number
- name of referring CSO
- tenancy portfolio
- rationale for the referral
- and any other important notes about the client (e.g., if there is a two-person visit flagged).

The STSH specialist then adds to the client information if they have further information on the client's situation and tenancy history and makes contact with the client. They then contact the service provider. Housing staff reported being very happy with this change in process, as it streamlined the process, saving them time, and provided them with comprehensive information on the client's situation.

A6.2 ADDRESSING PERCEPTIONS THAT STSH WAS A 'SKIP BIN' PROGRAM

Since early program implementation, the perception that STSH is targeted to property care solutions and skip bin provision has been an issue that some program staff from DCJ Housing and some service providers raised. Particularly at the MD pilot site, Housing staff described how some community members referred to STSH as the 'skip bin program', and that incidentally Housing clients called Housing staff asking for a skip bin as they had heard other social housing tenants had been provided with one through the program. Program staff described skip bins as a band-aid solution to address property care issues or hoarding behaviours, through which, by themselves, sustainable outcomes could not be achieved.

While there are still situations where providing a skip bin in conjunction with other interventions is necessary and useful to address bad property care, Housing staff wanted to address client's perception that the purpose of STSH is to hand out skip bins without any other intervention. Housing staff at the MD pilot site described strategies they have successfully used to address this:

- **Property care action plans**: Tenancy team CSOs work closely with clients who have property care issues and develop an action plan with them on how to address these. CSOs then follow-up with the client to ensure they can adhere to the plan and are reaching agreed milestones. If this approach does not resolve the tenancy risk and the client requires further support, they are referred to the STSH where support may include providing a skip bin to remove large amounts of rubbish.
- **Skip bin funding**: DCJ Housing staff require clients to fund up to half of their skip bin themselves, if possible. The aim of this is for the tenant to take responsibility and, according to Housing staff, clients appreciate being able to contribute to the cost.

DCJ Housing staff (and some service provider staff) suggested that rather than providing 'quick fixes' such as skip bins, a more effective and long-lasting solution to ensure properties were maintained was to provide living skills to teach clients how to take care of their property. In WNSW, service provider staff organised a living skills course for clients to learn how to do basic home maintenance, cleaning, cooking, and learn budgeting skills, as well as educating clients on their rights as a tenant.

DCJ Housing staff from MD – Albury and from SNSW explained that in some cases, providing clients with a skip bin (if they requested it) could be used as an incentive for engagement with the program, which could then facilitate addressing underlying issues such as the impact of a client's mental health on their capacity to successfully sustain their property.

A6.3   SUPPORTING CLIENTS WITH HOARDING BEHAVIOURS

Both DCJ Housing and service provider staff across sites said that hoarding (and squalor) was a key tenancy risk for some clients. As described in the STSH expansion baseline evaluation, service providers commonly found that hoarding was the referral reason that required the highest level of engagement and support, and clients with hoarding issues require long-term consistent engagement with case workers to build rapport and trust before the underlying reasons behind the hoarding can be addressed.

Many service provider staff said they lacked the appropriate skills and experience to successfully support clients with hoarding behaviours, adding that specialist services were often not available or not accessible (e.g., due to financial reasons or waitlists).

In SNSW, the service provider and DCJ Housing staff took a joint approach to address hoarding. DCJ Housing and service provider staff liaised with a counsellor who specialises in working with people with hoarding issues, received training on the topic and facilitated the 'Buried in Treasures' program that provides in-depth training and support for clients with hoarding behaviours to help them gain insights into their behaviour. Service provider staff then help to practically implement the skills clients learn in the program. As a result of the course, an ongoing support group was created, where clients with hoarding behaviours can connect and support each other.

APPENDIX 7   CLIENT CASE STORIES

A7.1 CASE STORY 1

Joanne* is a woman in her 50s who has lived in her current social housing property for about 9 years. She lives in a multiple-bedroom house with two of her children and her dogs. A car accident a couple of years ago left Joanne with a chronic injury that is causing her some pain and is making cleaning and maintaining her house more challenging. Joanne was aware that her lack of property maintenance was putting her at risk of losing her tenancy, but she was unable to deal with the property care herself.

Joanne was referred to STSH, where she received some practical support to clean up her yard. She was also connected with a lawn mowing service to help her take care of her lawns. Joanne enrolled in a living skills course that was offered by the STSH service provider – a support she greatly appreciated. In the course she learned about budgeting, food shopping, cooking and cleaning. She also learned about her rights and obligations as a tenant, which has made a big difference to her confidence to advocate for her rights at appointments with DCJ Housing, *'yesterday … I went into Department of Housing, and it made me more confident to stand there and not leave until I was satisfied… which, I've never done that.'*

In a couple of weeks, Joanne plans to enrol in a home maintenance course that will teach her how to do small repairs around her property. '*if I can do this home maintenance, I might be able to fix the doors and the walls, the windows, and all that myself. And I can show Department of Housing that I do love my home.*'

Joanne appreciated that the service provider workers were respectful, looked her in the eye, and did not speak down to her, or make her feel inadequate if she didn't already know some of the things she learned in the living skills course.

Through the support Joanne received, she was able to address some of her property care issues, including cleaning up her yard. She also used the skills she has acquired at the living skills course to improve her budgeting. Learning new information and skills about how to take care of her property made Joanne feel empowered and confident as she felt that she was now able to better take care of her property and therefore sustain her tenancy.

A7.2 CASE STORY 2

Ronald*, a man in his 60s, has lived in his current social housing property for about 8 years, after living on the streets. Despite finding his place a little too small for him and his two dogs, he is happy to have somewhere he can call home.

Ronald has been living with depression, has had suicidal thoughts in the past and was isolating himself. This impacted his ability to take care of his tenancy, which he said could be in a 'mess' at times.

Ronald also had maintenance issues, including a broken stove and toilet, which he said were not addressed by DCJ Housing for several years. Due to feeling let down by DCJ Housing, Ronald would not let CSOs enter his place for an inspection. Sometimes he was also abusive towards them.

Since Ronald was referred to STSH, he received emotional support and advocacy support from his service provider worker, Tom*. Ronald said that Tom was there for him, checked in on him and listened to him if he felt depressed or thought of harming himself. Ronald liked that Tom is cheery, '*that makes me cheery just by talking to him*', that he's empathetic and reliable, checking in on Ronald regularly, and sometimes providing food for him. Tom also communicated with DCJ Housing on behalf of Ronald and supported him during inspections. As Ronald said, '*He looks out for me a lot, and I love that*'.

Through Tom's advocacy support, Ronald's toilet and stove were fixed, which Ronald was very happy about. With Tom's support, Ronald now feels confident enough to let CSOs in for service visits. Ronald said Tom has '*He taught me a lot. Just little things like getting a new stove, my toilet fixed. And that's just pumped my self-esteem right up, you know what I mean?*'

Being able to talk to Tom about what is going on in his life and how he feels, made Ronald feel better and brought his 'spirits back up', making a start to a potential recovery from depression. Ronald also stopped isolating himself and even felt confident enough to participate in the STSH evaluation interview – something he would not have done before he received support from STSH. Feeling better, Ronald found the energy to patch up some holes in walls, hoping that if he takes good care of his current tenancy, he may have the chance of being transferred to a house with a garden for his dogs.

A7.3 CASE STORY 3

Mary-Ann*, a woman in her 60s, has lived in her social housing home for about 20 years. She likes living in her house, which she shares with her partner of 30 years. While her house was already crowded with things, after her parents passed away, Mary-Ann stored some of their possessions at her house, wanting them to be close to her. Possessions started piling up and despite trying to keep her house clean, things were getting out of control. Mary-Ann got herself '*in a rut with the house*', and was unable to reduce her possessions, which caused her worries about being able to stay in her home. She was referred to STSH by DCJ Housing to receive help tidying up her home.

Mary-Ann worked with one STSH worker for a while, and when they left their position, she started working with Christie*. Mary-Ann likes working with Christie, describing her as a kind person. Christie meets with Mary-Ann weekly and has supported Mary-Ann with cleaning up her property, and sorting out things that Mary-Ann is happy to get rid of; Mary-Ann did not have a car for a while and so Christie helped her dispose of her unwanted things. Christie also connected Mary-Ann with the 'Buried in Treasures' course, a program that helps people to understand and address their hoarding behaviour; the course is run by the service provider. Mary-Ann attended the course twice, once online (due to COVID-19 restrictions) and the second time face-to-face, in the hopes of benefiting more from it being in person. She enjoyed the course, and particularly liked having it presented face-to-face, saying she

retained more information when hearing it from a person physically in front of her. Mary-Ann enjoyed connecting with people attending and presenting the course, including a cleaner who helped presenting the course and gave Mary-Ann some tips around cleaning her house.

After initially being hesitant to talk to Christie about her issues, Christie's kind personality allowed Mary-Ann to open up. She now finds that the best thing about having Christie in her life is having someone to talk to. Mary-Ann feels so comfortable talking to Christie that she talks to her about other things happening in her life, including her relationship with her partner. Mary-Ann said about talking with Christie '*it's now just like you're talking to your best friend.*'

Despite having symptoms of depression for much of her life, Mary-Ann had never previously opened up to anyone about it. She put it off, thinking that her symptoms were connected to medication she takes for another health issue. A conversation that Mary-Ann had with a woman at the hoarding behaviour course though, prompted her to believe that she may have depression, and she trusted Christie enough to tell her about it and ask her to arrange a doctor's appointment; Christie accompanied Mary-Ann to the appointment. As a result, Mary-Ann got a mental health plan and was connected with a counsellor.

Through the support Mary-Ann received from Christie, she has been able to start addressing her hoarding behaviour. Mary-Ann described how '*since doing it [the course] the second time, my whole thinking's changed.*' Taking part in the 'Buried in Treasures' course allowed her to let go of some of the things she had accumulated, donating them to local organisations.

Being able to talk to Christie about her worries made Mary-Ann feel good and has also improved her relationship with her partner. Christie and STSH Housing staff also see how Mary-Ann's living situation and happiness have improved. Mary-Ann was re-referred to STSH and will continue to receive support from Christie. She is happy that she accepted help and finds '*you'd be to be able to do things more with a bit of help instead of doing things alone, which I've been doing.*'

*not their real names.

APPENDIX 8 BASELINE DEMOGRAPHIC COMPARISONS OF STSH PILOT SITES, COMPARISON SITES, AND CLIENTS

The demographics profiles of the original and expansion pilot and comparison sites at baseline (original sites: December 2018, expansion sites: February 2021) and STSH clients on intake are shown below.

A8.1 TENANCIES WITH AN ABORIGINAL HEAD TENANT

ORIGINAL SITES

There were higher proportion of Aboriginal head tenants in STSH clients than in pilot sites as a whole (MD: STSH 37%, Pilot 27%; SWS: 18%, Pilot 8%) – although there were lower proportions of tenancies where Aboriginality was not provided for STSH referrals.

Pilot vs. comparison sites

TABLE A17. THE NUMBER AND PROPORTION OF TENANCIES WITH AN ABORIGINAL HEAD TENANT IN ORIGINAL PILOT AND COMPARISON SITES

	MD Comparison		MD Pilot		SWSD Comparison		SWSD Pilot	
	N	%	N	%	N	%	N	%
Aboriginal and/or Torres Strait Islander	364	21%	461	27%	266	8%	243	8%
Not Indigenous	1,079	61%	1,023	59%	2,192	69%	1,898	65%
Not provided	313	18%	236	14%	736	23%	796	27%
Total	**1,756**	**100%**	**1,720**	**100%**	**3,194**	**100%**	**2,937**	**100%**

Source: FACSIAR tenancy strip files - December 2018.

STSH clients

TABLE A18.   THE NUMBER AND PROPORTION OF STSH CLIENT TENANCIES WITH AN ABORIGINAL HEAD TENANT IN THE ORIGINAL PILOT SITES

	MD		SWS	
	N	**%**	**N**	**%**
Aboriginal and/or Torres Strait Islander	268	37%	128	18%
Not Indigenous	424	58%	453	65%
Not provided	34	5%	112	16%
Total	**726**	**100%**	**693**	**100%**

Source: STSH Referral Register; FACSIAR tenancy strip files - January 2019-November 2022.

EXPANSION SITES

There were a higher proportion of Aboriginal head tenants in STSH client tenancies than in pilot sites as a whole.

This was most notable in SSESNS (STSH: 25%, Pilot: 8%) although this is a unique STSH cohort compared to the other sites.

Pilot vs. comparison sites

TABLE A19.   THE NUMBER AND PROPORTION OF TENANCIES WITH AN ABORIGINAL HEAD TENANT IN EXPANSION PILOT AND COMPARISON SITES

	SNSW Comparison		SNSW Pilot		SSESNS Pilot		WNSW Comparison		WNSW Pilot		WSNBM Comparison		WSNBM Pilot	
	N	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Aboriginal and/or Torres Strait Islander	360	14%	422	20%	1,821	8%	986	62%	706	29%	97	3%	1,091	12%
Not Indigenous	1,642	63%	1,293	61%	18,080	74%	483	30%	1,366	56%	2,155	77%	6,306	68%
Not provided	588	23%	388	18%	4,375	18%	132	8%	355	15%	558	20%	1,930	21%
Total	**2,590**	**100%**	**2,103**	**100%**	**24,276**	**100%**	**1,601**	**100%**	**2,427**	**100%**	**2,810**	**100%**	**9,327**	**100%**

Source: FACSIAR tenancy strip files - February 2021.

STSH clients

TABLE A20.   THE NUMBER AND PROPORTION OF STSH CLIENTS TENANCIES WITH AN ABORIGINAL HEAD TENANT IN EXPANSION PILOT SITES

	SNSW		SSESNS		WNSW		WSNBM	
	N	%	N	%	N	%	N	%
Aboriginal and/or Torres Strait Islander	42	26%	52	25%	98	38%	130	20%
Not Indigenous	102	62%	143	70%	133	52%	429	65%
Not provided	20	12%	9	4%	24	9%	97	15%
Total	**164**	**100%**	**204**	**100%**	**255**	**100%**	**656**	**100%**

Source: STSH Referral register; FACSIAR tenancy strip files - March 2021-November 2022.

A8.2 TENANCIES WITH CHILDREN

ORIGINAL SITES

STSH client tenancies more likely to have children than the pilot sites as a whole (MD: STSH 50%, Pilot 36%; SWS: STSH 41%, Pilot 40%).

Pilot vs. comparison sites

TABLE A21.   THE NUMBER AND PROPORTION OF TENANCIES WITH CHILDREN IN ORIGINAL PILOT AND COMPARISON SITES

	MD Control		MD Pilot		SWSD Control		SWSD Pilot	
	N	%	N	%	N	%	N	%
No	1,129	64%	1,097	64%	1,931	60%	1,996	68%
Yes	627	36%	623	36%	1,263	40%	941	32%
Total	**1,756**	**100%**	**1,720**	**100%**	**3,194**	**100%**	**2,937**	**100%**

Source: FACSIAR tenancy strip files - December 2018.

STSH clients

TABLE A22.   THE NUMBER AND PROPORTION OF STSH CLIENTS WITH CHILDREN IN THE ORIGINAL PILOT SITES

	MD		SWS	
	N	%	N	%
No	360	50%	410	59%
Yes	366	50%	283	41%
Total	**726**	**100%**	**693**	**100%**

Source: STSH Referral Register; FACSIAR tenancy strip files - January 2019-November 2022.

EXPANSION SITES

With the exception of SSESNS, STSH clients were more likely to have children than tenancies in the pilot and comparison sites.

Pilot vs. comparison sites

TABLE A23.   THE NUMBER AND PROPORTION OF TENANCIES WITH CHILDREN IN EXPANSION PILOT AND COMPARISON SITES

	SNSW Comparison		SNSW Pilot		SSESNS Pilot		WNSW Comparison		WNSW Pilot		WSNBM Comparison		WSNBM Pilot	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
No	1,922	74%	1,460	69%	21,675	89%	966	60%	1,586	65%	2,479	88%	6,803	73%
Yes	668	26%	643	31%	2602	11%	635	40%	841	35%	331	12%	2,524	27%
Total	**2,590**	**100%**	**2,103**	**100%**	**24,277**	**100%**	**1,601**	**100%**	**2,427**	**100%**	**2,810**	**100%**	**9,327**	**100%**

Source: FACSIAR tenancy strip files - February 2021.

STSH clients

TABLE A24.   THE NUMBER AND PROPORTION OF STSH CLIENTS TENANCIES WITH CHILDREN IN EXPANSION PILOT SITES

	SNSW		SSESNS		WNSW		WSNBM	
	N	%	N	%	N	%	N	%
No	92	56%	199	98%	130	51%	418	64%
Yes	72	44%	5	2%	125	49%	238	36%
Total	**164**	**100%**	**204**	**100%**	**255**	**100%**	**656**	**100%**

Source: STSH Referral register; FACSIAR tenancy strip files - March 2021-November 2022.

A8.3   NUMBER OF PEOPLE PER TENANCY

ORIGINAL SITES

There were similar distributions of numbers of people per tenancy for STSH clients and pilot sites.

Pilot vs. comparison sites

TABLE A25.   THE NUMBER OF PEOPLE PER TENANCY IN ORIGINAL PILOT AND COMPARISON SITES

Site	N	Mean	SD	Min	Max
MD Control	1,756	2	1	1	9
MD Pilot	1,720	2	2	1	12
SWSD Control	3,194	3	2	1	11
SWSD Pilot	2,937	2	2	1	13

Source: FACSIAR tenancy strip files - December 2018.

STSH clients

TABLE A26.   THE NUMBER OF PEOPLE PER TENANCY FOR STSH CLIENTS IN THE ORIGINAL PILOT SITES

Site	N	Mean	SD	Min	Max
MD	726	2	2	1	9
SWS	693	2	2	1	10

Source: STSH Referral Register; FACSIAR tenancy strip files - January 2019-November 2022.

EXPANSION SITES

There were similar distributions of numbers of people per tenancy for STSH clients and pilot sites.

Pilot vs. comparison sites

TABLE A27.   THE NUMBER OF PEOPLE PER TENANCY IN EXPANSION PILOT AND COMPARISON SITES

Site	N	Mean	SD	Min	Max
SNSW Comparison	2,590	2	1	1	11
SNSW Pilot	2,103	2	1	1	12
SSESNS Pilot	24,277	1	1	1	10
WNSW Comparison	1,601	2	1	1	10
WNSW Pilot	2,427	2	1	1	9
WSNBM Comparison	2,810	2	1	1	8
WSNBM Pilot	9,327	2	1	1	12

Source: FACSIAR tenancy strip files - February 2021.

STSH clients

TABLE A28.   THE NUMBER OF PEOPLE PER TENANCY FOR STSH CLIENTS IN EXPANSION PILOT SITES

Site	N	Mean	SD	Min	Max
SNSW	164	3	2	1	9
SSESNS	204	1	0	1	3
WNSW	255	2	2	1	9
WSNBM	656	2	2	1	12

Source: STSH Referral register; FACSIAR tenancy strip files - March 2021-November 2022.

A8.4   TENANCIES WITH MORE THAN ONE HOUSEHOLD MEMBER

ORIGINAL SITES

There were a similar proportion of 1 person households in SWS STSH clients and pilot sites.

There were fewer 1 person households in MD STSH clients (40%) compared to pilot (48%).

Pilot vs. comparison sites

TABLE A29.   THE NUMBER AND PROPORTION OF TENANCIES WITH MORE THAN ONE HOUSEHOLD MEMBER IN ORIGINAL PILOT AND COMPARISON SITES

	MD Control		MD Pilot		SWSD Control		SWSD Pilot	
	N	%	N	%	N	%	N	%
1 person household	808	46%	831	48%	1,063	33%	1,126	38%
>1 person household	948	54%	889	52%	2,131	67%	1,811	62%
Total	**1,756**	**100%**	**1,720**	**100%**	**3,194**	**100%**	**2,937**	**100%**

Source: FACSIAR tenancy strip files - December 2018.

STSH clients

TABLE A30.   THE NUMBER AND PROPORTION OF STSH TENANCIES WITH MORE THAN ONE HOUSEHOLD MEMBER IN THE ORIGINAL PILOT SITES

	MD		SWS	
	N	%	N	%
1 person household	293	40%	268	39%
>1 person household	433	60%	425	61%
Total	**726**	**100%**	**693**	**100%**

Source: STSH Referral Register; FACSIAR tenancy strip files - January 2019-November 2022.

EXPANSION SITES

There were different patterns of difference between STSH clients and pilot sites in the proportion of 1 person householders. The proportion of 1 person tenancies was lower in STSH clients than pilots in some cases (e.g. SNSW), higher in STSH clients than pilots in others (e.g. SSESNS), similar in others (e.g. WSNBM).

Pilot vs. comparison sites

TABLE A31.   THE NUMBER AND PROPORTION OF TENANCIES WITH MORE THAN ONE HOUSEHOLD MEMBER IN EXPANSION PILOT AND COMPARISON SITES

	SNSW Comparison		SNSW Pilot		SSESNS Pilot		WNSW Comparison		WNSW Pilot		WSNBM Comparison		WSNBM Pilot	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1 person household	1,300	50%	1,072	51%	17,200	71%	725	45%	1,193	49%	1,829	65%	4,467	48%
>1 person household	1,290	50%	1,031	49%	7,077	29%	876	55%	1,234	51%	981	35%	4,860	52%
Total	2,590	100%	2,103	100%	24,277	100%	1,601	100%	2,427	100%	2,810	100%	9,327	100%

Source: FACSIAR tenancy strip files - February 2021.

STSH clients

TABLE A32.   THE NUMBER AND PROPORTION OF STSH TENANCIES WITH MORE THAN ONE HOUSEHOLD MEMBER IN EXPANSION PILOT SITES

	SNSW		SSESNS		WNSW		WSNBM	
	N	%	N	%	N	%	N	%
1 person household	56	34%	190	93%	102	40%	291	44%
>1 person household	108	66%	14	7%	153	60%	365	56%
Total	164	100%	204	100%	255	100%	656	100%

Source: STSH Referral register; FACSIAR tenancy strip files - March 2021-November 2022.

A8.5   TENANCY RISK ASSESSMENT

ORIGINAL SITES

There were a higher proportion of STSH clients at high risk than pilot sites overall.

Pilot vs. comparison sites

TABLE A33.   THE NUMBER AND PROPORTION OF TENANCIES AT HIGH RISK IN ORIGINAL PILOT AND COMPARISON SITES

	MD Control		MD Pilot		SWSD Control		SWSD Pilot	
	N	%	N	%	N	%	N	%
High	170	10%	268	16%	273	9%	206	7%
Medium	457	26%	572	33%	771	24%	878	30%
Low	1,129	64%	880	51%	2,150	67%	1,853	63%
Total	**1,756**	**100%**	**1,720**	**100%**	**3,194**	**100%**	**2,937**	**100%**

Source: FACSIAR tenancy strip files - December 2018.

STSH clients

TABLE A34.   THE NUMBER AND PROPORTION OF STSH CLIENTS AT HIGH RISK IN THE ORIGINAL PILOT SITES

	MD		SWS	
	N	%	N	%
High	348	47%	324	45%
Medium	107	14%	144	20%
Low	291	39%	248	35%
Total	**746**	**100%**	**716**	**100%**

Source: STSH Referral Register; FACSIAR tenancy strip files - January 2019-November 2022.

EXPANSION SITES

There were a higher proportion of STSH clients at high risk than in pilot sites overall.

Pilot vs. comparison sites

TABLE A35.   THE NUMBER AND PROPORTION OF TENANCIES AT HIGH RISK IN EXPANSION PILOT AND COMPARISON SITES

	SNSW Comparison		SNSW Pilot		SSESNS Pilot		WNSW Comparison		WNSW Pilot		WSNBM Comparison		WSNBM Pilot	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
High	341	13%	437	21%	2,032	8%	220	14%	454	19%	235	8%	1,496	16%
Medium	2,094	81%	582	28%	20,504	84%	1,019	64%	1,108	46%	2,017	72%	5,161	55%
Low	155	6%	1,084	52%	1,741	7%	362	23%	865	36%	558	20%	2,670	29%
Total	**2,590**	**100%**	**2,103**	**100%**	**24,277**	**100%**	**1,601**	**100%**	**2,427**	**100%**	**2,810**	**100%**	**9,327**	**100%**

Source: FACSIAR tenancy strip files - February 2021.

STSH clients

TABLE A36.   THE NUMBER AND PROPORTION OF STSH CLIENTS AT HIGH RISK IN EXPANSION PILOT SITES

	SNSW		SSESNS		WNSW		WSNBM	
	N	%	N	%	N	%	N	%
High	95	51%	68	24%	135	41%	312	45%
Medium	39	21%	70	25%	62	19%	165	24%
Low	52	28%	141	51%	136	41%	220	32%
Total	**186**	**100%**	**279**	**100%**	**333**	**100%**	**697**	**100%**

Source: STSH Referral register; FACSIAR tenancy strip files - March 2021-November 2022.

A8.6   TENANCY TENURE LENGTH

ORIGINAL SITES

STSH clients had tenancies that were shorter on average than the pilot sites.

Pilot vs. comparison sites

TABLE A37.   THE LENGTH OF TENANCIES IN ORIGINAL PILOT AND COMPARISON SITES

Site	N	Mean	SD	Min	Max
MD Control	1,756	9.0	9.8	0	48.9
MD Pilot	1,720	8.7	9.8	0	48.8
SWSD Control	3,194	11.5	9.9	0	48.8
SWSD Pilot	2,937	11.9	10.3	0	48.0

Source: FACSIAR tenancy strip files - December 2018.

STSH clients

TABLE A38.   THE LENGTH OF STSH CLIENT TENANCIES IN ORIGINAL PILOT SITES

Site	N	Mean	SD	Min	Max
MD	726	5.7	6.7	0	50.7
SWS	695	9.2	8.6	0	47.2

Source: STSH Referral Register; FACSIAR tenancy strip files - January 2019-November 2022.

EXPANSION SITES

STSH clients had tenancies that were shorter on average than the pilot sites.

Pilot vs. comparison sites

TABLE A39.   THE LENGTH OF TENANCIES IN EXPANSION PILOT AND COMPARISON SITES

Site	N	Mean	SD	Min	Max
SNSW Comparison	2,590	12.7	11.6	0	51.0
SNSW Pilot	2,103	9.7	10.0	0	51.1
SSESNS Pilot	24,277	11.9	9.9	0	51.1
WNSW Comparison	1,601	8.0	8.4	0	51.0
WNSW Pilot	2,427	9.0	9.5	0	51.0
WSNBM Comparison	2,810	11.9	10.0	0	51.1
WSNBM Pilot	9,327	12.0	11.0	0	51.1

Source: FACSIAR tenancy strip files - February 2021.

STSH clients

TABLE A40.   THE LENGTH OF STSH CLIENT TENANCIES IN EXPANSION PILOT SITES

Site	N	Mean	SD	Min	Max
SNSW	164	7.9	7.2	0	35.1
SSESNS	204	1.9	2.4	0	26.0
WNSW	255	6.7	6.0	0	35.9
WSNBM	657	9.9	9.5	0	51.1

Source: STSH Referral register; FACSIAR tenancy strip files - March 2021-November 2022.

A8.7   AGE OF HEAD TENANT

ORIGINAL SITES

Pilot vs. comparison sites

STSH clients were slightly younger on average than the pilot sites overall.

TABLE A41.   AGES OF HEAD TENANTS IN ORIGINAL PILOT AND COMPARISON SITES

Site	N	Mean	SD	Min	Max
MD Control	1,756	49	17	17	96
MD Pilot	1,719	49	17	17	94
SWSD Control	3,194	53	16	18	97
SWSD Pilot	2,937	55	16	19	105

Source: FACSIAR tenancy strip files - December 2018.

STSH clients

TABLE A42.   AGES OF HEAD TENANTS FOR STSH CLIENTS IN ORIGINAL PILOT SITES

Site	N	Mean	SD	Min	Max
MD	726	42	14	17	90
SWS	693	48	14	20	94

Source: STSH Referral Register; FACSIAR tenancy strip files - January 2019-November 2022.

EXPANSION

STSH clients were on average younger than the pilot sites as a whole.

Pilot vs. comparison sites

TABLE A43.   AGES OF HEAD TENANTS IN EXPANSION PILOT AND COMPARISON SITES

Site	N	Mean	SD	Min	Max
SNSW Comparison	2,590	56	16	20	99
SNSW Pilot	2,103	53	16	17	96
SSESNS Pilot	24,276	62	15	18	103
WNSW Comparison	1,601	50	17	17	97
WNSW Pilot	2,427	50	17	17	96
WSNBM Comparison	2,810	61	15	20	105
WSNBM Pilot	9,327	56	16	2	102

Source: FACSIAR tenancy strip files - February 2021.

STSH clients

TABLE A44.   AGES OF HEAD TENANTS FOR STSH CLIENTS IN EXPANSION PILOT SITES

Site	N	Mean	SD	Min	Max
SNSW	164	45	13	20	84
SSESNS	204	44	10	21	71
WNSW	255	44	15	18	86
WSNBM	656	49	14	18	94

Source: STSH Referral register; FACSIAR tenancy strip files - March 2021-November 2022.