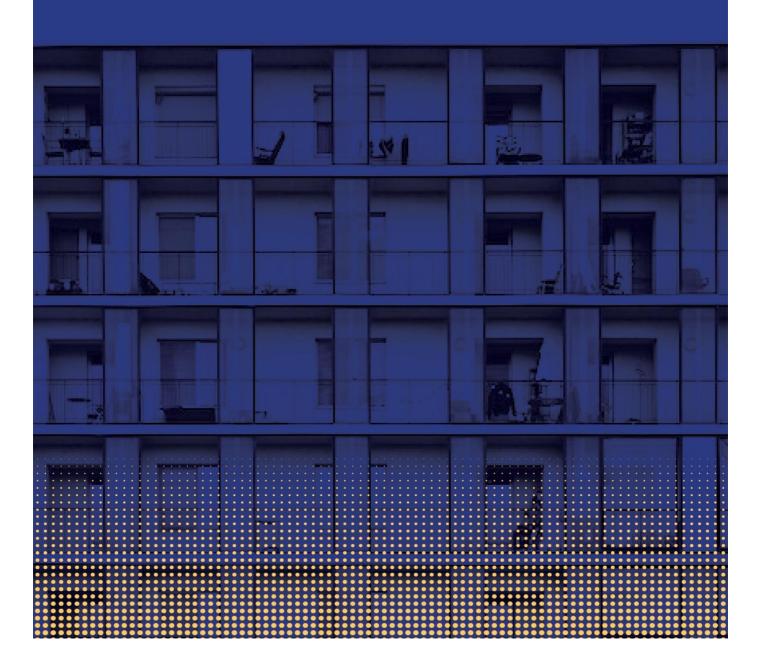
Social Housing Regulation Review

Better Social Housing Regulation for Young People

By Sebastian Antoine September 2021



Youth Affairs Council Victoria (YACVic) is the peak body and leading advocate for young people aged 12–25 and the youth sector in Victoria.

Our vision is that the rights of young people in Victoria are respected, and they are active, visible and valued in their communities.



YACVic respectfully acknowledges the Aboriginal and Torres Strait Islander people of this continent. We pay our respects to the ancestors and Elders past and present of all Aboriginal nations in Victoria.

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Executive Summary

The current social housing system in Victoria dramatically fails young people. Young people are systematically excluded from social housing despite many desperately needing the long-term safety and security that social housing provides. Regulatory reform will help more young people get access to housing support, and make life easier for young people in social housing. Substantial positive change requires broader action which can be enabled by regulatory settings.

Youth Affairs Council Victoria, the peak body and leading policy advocate for young people and the youth sector, welcomes the Social Housing Regulations Review and urges that the Review considers how the regulations can better support young people, including by ensuring more young people can access social housing.

By addressing barriers to young people's access to social housing, meaningfully involving young people in co-design of social housing systems and policies, and embedding youth work practice in the social housing workforce, social housing regulation can contribute to ending youth homelessness.

Summary of Recommendations

Recommendation 1:

Advocate to Homes Victoria to design and resource a plan to increase the number of young people accessing social housing including through targeted and sustained investment in social housing specifically for young people.

Recommendation 2:

Ensure new social housing regulation supports growth of both public and community housing to shorten the waitlist.

Recommendation 3:

Systematically collect data on young people who start applications for social housing but do not complete them and young people who are being supported by homelessness services who would benefit from access to social housing to inform social housing regulation and policy.

Recommendation 4:

Apply social housing regulations consistently across Victoria while allowing sufficient flexibility and additional resourcing for rural and regional housing providers to address locally-specific challenges and strengths to deliver consistent tenant outcomes.

Recommendation 5:

Include rent settings within the review of the regulations.

Recommendation 6:

Address rent settings as a barrier to young people being housed in social housing through advocating for both of the following initiatives:

- The Victorian Government to provide targeted financial support and incentives to social housing providers to house young people
- The Federal Government to increase income support payments to young people

Recommendation 7:

Embed and resource youth participation models and principles throughout the design, delivery, governance, monitoring and evaluation of Social Housing Regulation reform.

Recommendation 8:

Include the concept of social tenants in the review, with special reference to the experiences of young people experiencing housing stress or homelessness, but only apply social housing regulations to social housing.

Recommendation 9:

Implement strong protections for young people at risk of or experiencing homelessness through mechanisms like Consumer Affairs Victoria and VCAT.

Recommendation 10:

Proudly identify the intersection of the social housing workforce and the youth workforce.

Recommendation 11:

Mandate training for the social housing workforce on The Code of Ethical Practice for the Victorian Youth Sector (see next page) and Youth Participation and resource community housing providers to embed and resource ethical practice and youth participation.

Recommendation 12:

Create identified positions within the social housing workforce for workers with lived experience of social housing or youth homelessness. Create cadetships or traineeships to support people with lived experience to gain appropriate qualifications and enter the social housing workforce.

Recommendation 13:

Mandate the social housing workforce to complete community-led training on:

- Disability awareness and inclusion
- LGBTIQA+ awareness and inclusion
- Working respectfully across cultures
- First Nations cultural safety including self-determination
- Family violence training
- Trauma-informed practice
- Mental Health First Aid

Recommendation 14:

Identify young tenants as a priority cohort in social housing regulation, to ensure they have equitable access to social housing.

Recommendation 15:

Develop categories for priority access that represent the unique experiences of young people.

Recommendation 16:

Develop case studies of young people who qualify for priority access, to support young people and workers to navigate the social housing application process.

Recommendation 17:

Strengthen allocation processes to improve inclusion of people traditionally excluded from social housing, including young people.

Why Young People in Social Housing?

A large proportion of the homeless population in Victoria is young people aged 12-25, but this cohort is overwhelmingly excluded from the current social housing system. Reforming social housing regulations could improve young people's access to social housing and improve their experiences once in social housing. Better access to social housing would play a significant role in improving the mental wellbeing, employment prospects, and overall engagement in community of young people.

The Youth Homelessness Crisis in Victoria

Victoria is in a youth homelessness crisis. Over 6,000 young people experience homelessness on any given night. They are couch surfing, bouncing between short term rentals, renting overcrowded or unsafe properties, sleeping in their car or sleeping on the street.

Young people are nearly twice as likely to experience homelessness as people of other age groups.² Despite making up only 16 per cent per cent of the Victorian population, young people represent 26 per cent of people experiencing homelessness. The true number of young people experiencing homelessness is likely to be higher than ABS estimates because youth homelessness, compared with homelessness in other age cohorts, is often hidden.3

Negative Impacts on Young People

Experiencing homelessness has dramatic and long-lasting negative impacts on young people. Young people describe a sense of being left behind and how the instability has major impacts on all aspects of their lives.

Homelessness causes young people to experience depression, anxiety and a low sense of self-worth. 4 Young people experiencing homelessness are also more likely to disengage from education and employment.5 Without somewhere safe and secure to live, young people are at a greater risk of experiencing violence, poor nutrition, mental ill-health, unsafe sexual encounters, and substance abuse.6

Creating social housing that's accessible to young people will make a massive difference because it will be some sort of stability. The hardest thing for me has been constantly moving. It forms so much instability throughout all areas of my life and really disrupts study, work, my mental health and the ability to think of my future. Having a stable place to live would have the biggest positive impact.

Kirra from Melbourne

Expert Input to this Submission

This submission builds on YACVic's existing research and advocacy on youth homelessness.⁷ The submission elevates the voices of young people who have experienced homelessness. YACVic has spoken with dozens of young people with a wide range of experiences from across Victoria. Their voices and experiences form a perspective that is integral to this submission. Some of the young people had applied for social housing but were languishing on the waitlist. Many others had begun an application for social housing but did not complete it after learning of the lengthy wait times for a home. A small number of the young people had applied and were allocated a social home. All of the young people who contributed to this submission would have benefitted immensely from being able to access a social home as soon as they needed one.

This submission is also informed by the experiences of workers in the youth sector who support young people with housing. As noted above, access to housing has an interdependent relationship with young people's mental health, alcohol and other drug use, educational engagement, employment and physical health. Youth workers provide targeted and holistic support to young people across each of these domains and their efforts are often hamstrung by the lack of affordable, safe housing.

Young People Currently Excluded from Social Housing

The current social housing system is designed for adults, and excludes young people. Reforms to social housing regulations could address young people's exclusion through reviewing rent settings and enabling growth in housing supply.

Systemic Exclusion from Social Housing

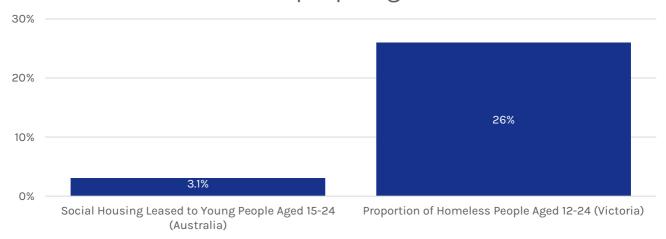
The current social housing system fails to effectively support young people at risk of or experiencing homelessness. While 26 per cent per cent of the homeless population in Australia are young people, only 3.1 per cent of social housing properties are leased to young people across Australia.^{8,9}

The number of young people in social housing as head tenants in Victoria is unknown, but given Victoria's relative lack of social housing, it is likely that the proportion of social housing leased to young people in Victoria is even lower than the Australia-wide figure of 3.1 per cent.¹⁰

Recommendation 1:

Advocate to Homes Victoria to design and resource a plan to increase the number of young people accessing social housing, including through targeted and sustained investment in social housing specifically for young people.

Social housing leased to young people and homeless people aged 12-25



Long Wait Lists and Abandoned **Applications**

Young people's exclusion from social housing is primarily caused by the lack of social housing properties. In Victoria, just to meet the national average of social housing stock, 6,000 new homes would need to be built each year for the next decade.11 This means that even once the Big Housing Build is complete, Victoria's social housing stock will be 3.5 per cent of all dwellings — still trailing the current national average of 4.5 per cent.12

When young people apply for social housing, they join the end of a lengthy waitlist. Young people have been told to expect to wait between seven and ten years for a property to become available, even if they are currently experiencing homelessness or are moving away from a situation of domestic violence. Young people experiencing homelessness are concerned about how they will survive the next weeks and months, not planning up to 10 years ahead.

Over summer, I went to apply for social housing and the worker said I'd have a five to seven year wait.

Kirra from Melbourne

I constantly had to move places. It made me feel alone and neglected. I had to focus on where I was going to sleep next week. I couldn't think about school or work or anything.

George from Melbourne

Concerningly, YACVic has heard from young people that a pathway to moving more quickly up the waitlist is to become pregnant.

You should have a baby. They move you up then. I got a two bedroom before the baby came.

Carrie from Mildura

Recommendation 2:

Ensure new social housing regulation supports growth of both public and community housing to shorten the waitlist.

Many young people do not continue with their social housing application because of the extended wait times, instead attempting to break into the private housing market. YACVic member organisations that provide targeted housing support for young people have identified that there is a lack of medium- and long-term housing support. Even though the young people they support need the long-term safety and security of social housing, their organisations are only funded to provide crisis or short-term support.

Recommendation 3:

Systematically collect data on young people who start applications for social housing but do not complete them, and young people who are being supported by homelessness services who would benefit from access to social housing, to inform social housing regulation and policy.

Rural and Regional Victoria Lack Social Housing

Young people in rural and regional Victoria identify that there are very few social housing properties in their area.

Everybody should get their own house with all the facilities and services that they deserve.

There just isn't enough social housing here. And there's definitely nothing in the smaller towns.

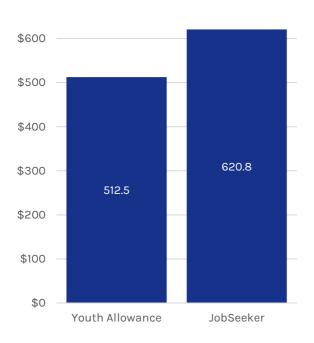
So even if there were enough houses in Warrnambool, people would have to travel away from their school, their family, their friends.

Sam from Warrnambool

Recommendation 4:

Apply social housing regulations consistently across Victoria, while allowing sufficient flexibility and additional resourcing for rural and regional housing providers to address locally-specific challenges and strengths to deliver consistent tenant outcomes.

Fortnightly Income



Rent Settings Exclude Young People

The rent settings for community housing indirectly discriminate against young renters and are a direct cause of young people's exclusion from social housing. Young people seeking their own social housing lease are seen as less lucrative than larger families. Community housing rent is based on the income of all tenants and can include Family Tax Benefit payments.¹³ Young people receive lower income support payments like Youth Allowance (\$512.50 per fortnight) compared with the single JobSeeker rate (\$620.80 per fortnight).

Analysis from Melbourne City Mission (MCM) shows that community housing providers face financial challenges to providing housing to young people because of their lower income support payments.¹⁴

Recommendation 5:

Include rent settings within the review of the regulations.

Recommendation 6:

Address rent settings as a barrier to young people being housed in social housing through advocating for both of the following initiatives:

- The Victorian Government to provide targeted financial support and incentives to social housing providers to house young people
- The Federal Government to increase income support payments to young people

Centring Young Tenants

Putting young people at the centre of social housing regulation and social housing policy is key to ensuring success.

Youth Participation in Reform

The design of social housing regulation in Victoria in in need of the genuine participation of young people. Social housing regulation developed using co-design processes that meaningfully value diverse lived experiences will be more successful.

Successful co-design with young people requires a commitment to sharing responsibility and decision-making roles.

This process empowers young people and all other stakeholders to learn from each other and collectively create the best outcome.

YACVic, among many other organisations and academics, has developed a model of youth participation that would benefit the Social Housing Regulation Review. YACVic's model emphasises empowerment, purposeful engagement and inclusiveness.¹⁵

The community has a responsibility to ensure that young people are included in the development of the social and affordable housing system. Article 12 of the UN Convention on the Rights of the Child clearly states that young people have the right to participate and contribute to decision making processes that affect them. 16 The use of co-design principles to ensure that young

people are involved in the development of systems is consistent with this obligation.

Involving young people in the Social Housing Regulation Review does not end with the endorsement of the Review by the government. Young people should be engaged on an ongoing basis to determine priorities and take part in decision-making processes, and continue providing a lens of lived experience and connecting priorities to the experiences of communities. Best practice for youth participation also includes involving young people in governance and evaluation. This ongoing engagement of young people in the process will ensure that the Regulations effectively responds to the unique needs and preferences of young people accessing social housing throughout the lifetime of the Regulations.

Recommendation 7:

Embed and resource youth participation models and principles throughout the design, delivery, governance, monitoring and evaluation of Social Housing Regulation reform.

Benefits of Diverse Lived Experience

Lived experience is a vital asset to all project development and delivery. People with lived experience bring a unique and important perspective to design, decision-making and governance processes that cannot be captured in any other way. Consulting with stakeholders and service-users is a step towards embedding lived experience, but is no replacement for meaningful involvement of young people with lived experience throughout the length of the initiative.

Youth participation is about meaningfully working with young people as equals. Not putting us in a separate room, over there where we don't have any power. Having lived experience doesn't mean that we know everything, but our different perspective on the issue is very important.

Kirra from Melbourne

Involving young people with a diverse range of lived experiences will lead to better Regulations. Consider engaging with young people with a variety of lived experience. Each perspective has something valuable to contribute to the Reform. At minimum, the Panel should involve young people who:

- have previous or current experience of homelessness, in any of its forms;
- have applied for social housing and are currently on the waiting list;
- have attempted to apply for social housing and have not progressed with their application due to the expected long wait times;

- have previously lived in social housing as a lead tenant or as a child/dependent of an older tenant;
 and
- currently live-in social housing as a lead tenant or as a child/dependent of an older tenant.

Towards 'Social Tenants'

As a result of systemic and structural barriers, most young people who should be housed in social housing are excluded. They are living in a wide range of housing types and regularly shift between housing types. YACVic tentatively supports the Review's consideration of the concept of 'social tenants' to harmonise outcomes for all young people experiencing housing stress, regardless of their access to social housing. However, expanding the scope of social housing regulation to cover the wide range of settings in which young people experiencing housing stress live risks diluting the strength of the regulations.

Recommendation 8:

Include the concept of social tenants in the review, with special reference to the experiences of young people experiencing housing stress or homelessness, but only apply social housing regulations to social housing.

Recommendation 9:

Implement strong protections for young people at risk of or experiencing homelessness through mechanisms like Consumer Affairs Victoria and VCAT.

Youth Work and the Social Housing Workforce

The people working in the social housing sector have a significant impact on the experiences of young people accessing and living in social housing. They should have relevant and specific skills and knowledge to effectively support young tenants.

Housing Worker or Youth Worker?

Youth work is a practice and profession that places young people and their interests first. It is a relational practice, where the youth worker operates alongside the young person in their context. Youth work is also an empowering practice that advocates for and facilitates a young person's independence, participation in society, connectedness and realisation of their rights.¹⁷ Youth workers support young people to engage with their community and develop their skills and capabilities to achieve their goals.

Workers in the social housing sector who interact with young people are doing youth work. Ensuring the social housing workforce is guided and supported by youth work practice and principles, with the relevant and specific skills and knowledge, enables more positive outcomes for young people.

In Victoria the youth work profession is underpinned by a Code of Ethical Practice, which is informed by the UN Convention on the Rights of the Child and places the young

person at the centre of a youth worker's practice as the primary consideration.¹⁸

Youth work is not specific to one area of expertise, and instead encompasses a range of generalist and specialist areas, including active citizenship, education attainment, social cohesion, community connection, crime prevention, housing support, drugs and alcohol support, family violence prevention and recovery, labour market participation, positive mental health, and wellbeing.

Recommendation 10:

Proudly identify the intersection of the social housing workforce and the youth workforce.

Recommendation 11:

Mandate training for the social housing workforce on The Code of Ethical Practice for the Victorian Youth Sector (see next page) and Youth Participation, and resource community housing providers to embed and resource ethical practice and youth participation practice.

Code of Ethical Practice for

Youth Work Practice Responsibilities

To work ethically with young people, youth workers will adopt the following practice responsibilities:



Recognition of Indigenous peoples

Youth workers recognise that we live on the traditional lands and waters of the Indigenous peoples of Australia. They will be respectful of Indigenous culture, recognising that culture and connection to land is a right of Indigenous young people.

Youth workers will recognise the importance of culture to Indigenous young people's self-esteem and sense of identity.



Young people as the primary consideration

The primary consideration and key responsibility of the youth worker is the young people with whom they engage.



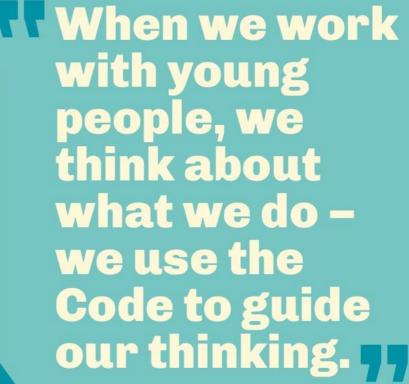
Duty of care

Youth workers will act in the best interests of young people, avoid exposing them to physical, psychological or emotional harm or injury, and always uphold the principle of 'do no harm'.



Privacy and confidentiality

Youth workers respect young people's right to privacy and confidentiality.



Find the full Code and support tools at www.yacvic.org.au/code



Boundaries

The youth work relationship is strictly professional. Professional boundaries intentionally protect both the young person and the worker. Youth workers will maintain the integrity of these limits.



Transparency, honesty and integrity

Youth workers will be open and honest with young people, enabling them to access information to make choices and decisions in their lives and in relation to their participation in youth work activities. Youth workers will act with integrity, adhering to the principles and practice responsibilities of their profession.



Social context

Youth workers will recognise the impact of social and structural forces on young people, so that their practice is responsive to young people's experiences and needs and to break down barriers that restrict young people's life opportunities.



Anti-oppressive practice: non-discrimination, equity and self-awareness

Youth workers will ensure that equality of opportunity is promoted and will enable and encourage young people to respect and celebrate their own and others' cultural backgrounds, identities and choices.



Cooperation and collaboration

Youth workers will cooperate and collaborate with others, including families, in order to secure the best possible outcomes for young people.



Knowledge, skills and self-care

Youth workers will keep abreast of the information, knowledge and practices needed to meet their obligations to young people.



As Victoria's youth peak body, Youth Affairs Council Victoria (YACVic) works across the state in the best interests of young people and the youth sector.

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Lived experience workforce

Young people with lived experience of homelessness told YACVic that the best housing workers they engaged with had lived experience of homelessness themselves.

Providing housing support is a relational practice and success depends largely on the relationship between the worker and the young person. Young people who engaged with workers without lived experience clearly identified a gap in understanding, and the negative impact this had on them.

A worker with personal experience was helpful.

Sam from Melbourne

The services haven't experienced homelessness themselves. They don't know the practical stuff. They don't know how it feels.

Carrie from Warrnambool

Recommendation 12:

Create identified positions within the social housing workforce for workers with lived experience of social housing or youth homelessness. Create cadetships or traineeships to support people with lived experience to gain appropriate qualifications and enter the social housing workforce.

Intersectionality

Young people experiencing housing insecurity or homelessness often have other intersecting and interdependent experiences or identities. Young people who have experience of out-of-home care, family violence, the youth justice system, mental illness, disability, who are Aboriginal or Torres Strait Islander or have a refugee or migrant background or are LGBTQIA+ are overrepresented in the youth homelessness cohort.

Taking a youth work approach involves engaging with and supporting young people holistically, including responding to young people's intersecting identities and experience. With appropriate training and support, the housing workforce can meaningfully support these young people.

Recommendation 13:

Mandate the social housing workforce to complete community-led training on:

- Disability awareness and inclusion
- LGBTIQA+ awareness and inclusion
- Working respectfully across cultures
- First Nations cultural safety including self-determination
- Trauma-informed practice
- Family violence training
- Mental Health First Aid

Improving Regulations for Young People

Beyond the themes already explored in this submission, several consultation questions in the review of Social Housing Regulations highlight opportunities to make changes which would have a positive impact for young people accessing social housing and young tenants' experiences when in social housing.

Principles and Objectives

The proposed principles for effective social housing regulation are appropriate and will result in better outcomes for tenants. YACVic particularly commends the Panel for identifying the need for regulations to generate 'equitable and consistent [outcomes] across tenants'.¹⁹

YACVic strongly urges the review to consider young people a key cohort and key stakeholder of social housing reform.

Existing regulation, along with policy and investment settings, systematically exclude young people from social housing. Updated regulation would prioritise equitable access to social housing for young tenants, in line with the commitment that the regulations are 'equitable and consistent across tenants'

Recommendation 14:

Identify young tenants as a priority cohort in social housing regulation, to ensure they have equitable access to social housing.

The Victorian Housing Register

The Victorian Housing Register aims to ensure that the people in most need are at the front of the queue for placement into social housing. The policies and processes that govern the Victorian Housing Register are appropriate in a context of adequate housing supply. In that context, appropriately, applicants in the greatest need are first in line to access housing. If there is enough public and community housing, others on the list, while not first in line, will access housing with minimal wait times.

However, in the current context of limited supply of social housing in Victoria, and the slow growth of social housing, the Victorian Housing Register indirectly contributes to exclusion of young people. Young people are less likely to be priority applicants so are continually superseded by others considered higher priority, and consequently languish for years on the wait list. Young people told YACVic that the wait time of over five years directly contributed to them not making an application to the Victorian Housing Register at all. The Social Housing Regulation Review should consider changes to the policies and processes underpinning the Victorian Housing Register to ensure the inclusion of people who have been excluded from social housing.

Recommendation 15:

Develop categories for priority access that represent the unique experiences of young people.

Recommendation 16:

Develop case studies of young people who qualify for priority access to support young people and workers to navigate the social housing application process.

Recommendation 17:

Strengthen allocation processes to improve inclusion of people traditionally excluded from social housing, including young people.

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