

# Homelessness Research Conference

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# Costing lifecourse interactions and interventions for people experiencing compounding disabilities and disadvantages including homelessness

Professor Eileen Baldry  
University of New South Wales

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Never Stand Still

# Costing lifecourse interactions and interventions for people experiencing compounding disabilities and disadvantages including homelessness

**Presenter: Eileen Baldry**

Authors: Eileen Baldry, Ruth McCausland,  
Melissa Clarence, Leanne Dowse

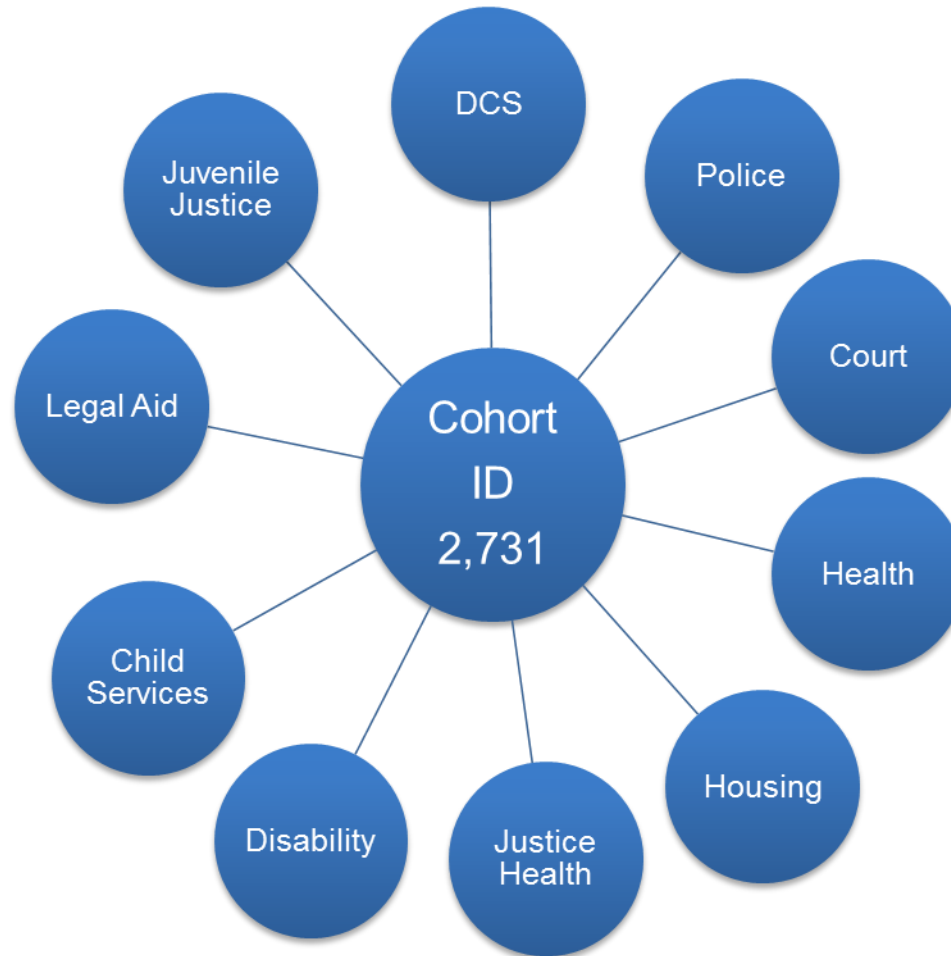
# FaHCSIA funded project: Costing Lifecourse Institutional Costs of Homelessness for Vulnerable people in the CJS

- Using the dataset created in the ARC Linkage Project People with Mental Health Disorders and Cognitive Disability in the Criminal Justice System
- Research Team: Eileen Baldry, Leanne Dowse, Melissa Clarence, Phillip Snoyman
- CIs: Eileen Baldry, Leanne Dowse, Ian Webster
- PIs: Tony Butler, Simon Eyland, Jim Simpson
- Partner Organisations: Corrective Services NSW, Justice Health, NSW Police, Housing NSW, NSW Council for Intellectual Disability, Juvenile Justice NSW

# The Dataset: The Method

- **Innovative data linkage and merging**
  - ❑ Cohort: 2001 Inmate Health Survey & DCS Statewide Disability database
  - ❑ Add Data drawn from:
    - ❑ The Centre for Health Research in CJS Health NSW (+data from 2009 survey)
    - ❑ NSW Department of Corrective Services
    - ❑ BOCSAR
    - ❑ NSW Police
    - ❑ Juvenile Justice
    - ❑ Housing NSW
    - ❑ ADHC
    - ❑ Legal Aid NSW
    - ❑ NSW Health (mortality, pharma., admissions)
    - ❑ Community Services – out of home care
    - ❑ Negotiating SAAP, Public Guardian & Financial Manager

# SQL server, relational dataset



## Cohort - Summary

- Full Cohort N=2,731
- Women = 11%
- Indigenous Australians = 25%
- ~40% had been Juvenile Justice clients



# Aliases

- For the 2,731 ~30,000 aliases = average of 10 per person
- some very few, some 40 or 50
- Difficulty matching IDs across the different databases
- Data from CJ agencies basis of determining valid IDs
- All verified CJ IDs valid - data from the non-CJ agencies were accepted only if a matched address could be ascertained for each individual





# The Costing Project

- Creating Lifecourse pathways for individuals from the dataset
- Gathering costings for each agency event and interaction from each agency
- Developing case studies
- Applying the costs to each event in each case study

# Novel administrative case study development

- Built around the chronological longitudinal and vertical administrative event data
- Fleshed out with details from agency case notes and information
- Every agency event/service in the person's life costed and added to create lifecourse pathway costs

# Costings Methodology

- Common costings approaches focus on ‘cost-effectiveness’, ‘cost-saving’ or ‘cost-offset’ of a specific program or service
- This study focused on lifecourse economic costs for persons experiencing homelessness and high human and criminal justice agency engagement
- Costs attributable to particular and cumulative interactions with relevant agencies were developed
- ‘Partial economic evaluation’ (Pinkney & Ewing, 2005)

# Pathways analysis

- Identifies costs by tracing activities and experiences of homeless individuals;
- Quantifies costs by linking instances to unit costs; and
- Traces the accumulation of cost instances over time. (Pinkney and Ewing 2006, 102)
- ‘Simulation’ or ‘empirical’ approach - this project took empirical approach



# Costing Government Services

- ‘Mix-and-match’ approach to accommodate variety of differently structured and costed programs and services
- Commonwealth Productivity Commission’s (PC) Steering Committee for the Review of Government Service Provision (SCRGSP) annual Report on Government Services (RoGS) limitations - ‘black box’ approach (Pinkney and Ewing 2006, 168)

# Gathering 'bottom up' unit costs

- The full cost of a service is represented by the aggregation of direct, indirect and capital-related costs
- Project identified all interactions between individuals and agencies and asked each agency for full costs for each of these units



# Gathering costs

Costing 'units' e.g.

**Community Services** :Investigation, Removal of child, Out of home care

**NSW Police**: Police incident by incident type and outcome, Transport, Custody, Offence

**Juvenile Justice**: Court assistance, Conferencing, Community orders, Custody, Reports

**NSW Housing**: Assessment for eligibility, Rent Start, Housing tenancy costs

**SAAP service providers**: Accommodation, Services

And so on for all other agencies: Courts, Corrective Services, Justice Health, NSW Health, Disability, Legal Aid, Centrelink

# Costings

- Some agencies able to provide full costings, but some not able to do so
- So some costings relied on annual reports or RoGS



# Limitations

- No direct Centrelink, SAAP, school education, mental health ambulatory data - relied on other agency information
- Some costings are incomplete / waiting on final information from agencies

# Case study example

## Matthew:

- Indigenous man now early 20s
- BID, AOD
- Childhood exposure to AOD, neglect, lack of schooling, homelessness
- At 7yr first police contact, by 11yr 70 contacts with police
- By 10yr in OHC
- 10 times in JJ
- Mild to medium crimes
- Cycling in and out adult prison
- Pharmacotherapy for cocaine, speed, cannabis
- No disability or support services



# Case study: Peter

- Peter is a non-Indigenous man in early 40s with ID, AOD, & MHD (Schizophrenia, Psychosis & PD)
- Special Schooling & 2 offences as child -no custody.
- ~30 begins Rentstart and other housing assistance
- Age 26 begins offending intensifies around 31-33yrs
- Frequent custody - in 1 year 10 episodes & 13 psychiatric admissions
- Released in 2004 on complex needs parole order - housing in caravan - case manager - sees him free of police contact for 19 month of the order.
- Order completed resumes frequent police contact (24 in 2007) with further substantial custodial episode.

# Case Study Natalie

- Natalie a young woman mid twenties
- BID, AOD & MHD
- As a child recognised as ‘young person at risk’ - victim of violence at home
- Frequent OHC episodes, crisis accommodation and youth shelters 10 periods in JJ
- Regular victim of DV as well as AVOs against her
- 4 adult custodies by age 20
- By age 23 Natalie has 3 children
- Priority and other housing support but break down due to household violence and prison

# Benefits of this approach

- Costs seen in the context of narrative of an individual's lifecourse: breadth and depth of social disadvantage, multiple support service needs and frequent and ongoing criminal justice contacts observable chronologically and in relation to each other.
- Costs associated not only with individual agency interactions, but also with the synergistic effects of the cumulative disadvantageous life experiences and events.

# Policy implications

## Becomes clear

- Scale of accumulated costs for vulnerable persons with compounding disadvantages & disabilities
- Where costs are shifted
- Negative cumulative costs due to ‘failure’ of a policy/approach
- Points of positive cost effective intervention

# Further costings potential

- **Individual costs**
- **Family and community costs**
- **Costs of crime**
- **Opportunity Costs**
- **Cost benefit research**



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