"It gives our young mob a space to focus"

developing a Foyer youth housing project for the Kimberley

Innovation Unit

always was
always will be

we acknowledge the past, present and emerging elders of the Yawuru people, and all the community members and young people from across the Kimberley who shared their ideas and stories for this project.

Contents

Executive Summary

Foyer Youth Housing projects have had significant success nationally and internationally in providing the right mix of support, housing and opportunity to allow young people experiencing homelessness to thrive beyond formal supports.

In 2020, a consortium of Anglicare WA, Foundation Housing and Nirrumbuk Aboriginal Corporation proposed to develop a business case for a Foyer development in Broome in the Kimberley region of Western Australia as part of the North-West Aboriginal Housing Fund. The consortium recognised that a replication of the Foyer Oxford model, or other Australian Foyer models, would not be fit for purpose in the Kimberley context. This would be the first Foyer project to respond specifically to the needs of young Aboriginal people.

As such, Innovation Unit were contracted to work alongside consortium team members to undertake a codesign process, utilising Human Centred Design methods, to explore how a Foyer model would need to be adapted if it were to create impact in this context. The process was undertaken over a 5-month period and included a range of mixed methods focusing on both service design and built form. Over the course of the project a 10 person design team of Broome and Perth based young people, service providers and design professionals facilitated the involvement of more than 100 people in codesign activities.

Codesign activities found strong validation of the key tenets of the Foyer service model, and a strong desire from local community to see a Foyer operation supporting young people in the Kimberley. While the Foyer cannot meet all the complex housing needs that are evident in the Kimberley, a clear demand for the provision emerged, particularly for young people leaving care, those in overcrowded housing, those experiencing mental health issues and young parents. The codesign process also found space for innovative adaptation of the model to better meet the needs of Aboriginal young people, utilising a robust cultural framework, responding to young people's bicultural aspirations and providing a high quality built form that might support those aspirations.

This report outlines the insights discovered through the codesign process and presents seven key design principles for adapting a Foyer model to the needs of Aboriginal young people in the Broome context. Those seven principles are:

1

Supporting transitions into the Foyer: a recognition that transitioning into the Foyer and away from family, particularly for young people coming from outside Broome, will be a complex and sometimes risky proposition. Codesign recommended the development of relational referral and application pathways with service providers and community leaders as well as transitional accommodation opportunities for those relocating.

2

Bicultural aspirations: an identification that when young people speak of those people they most admire, they are people who demonstrate success in 'two worlds'. Inspired by the Recognition Space Framework which has gained traction in native title and housing contexts, this proposes an adaptation to the central 'Foyer deal' to include young people's most important cultural supports.

3

Cultural Safety through strong cultural governance: an acknowledgement that many of the Foyer models central tenets could be conceived as holding a Western cultural bias, and that this may bring cultural risks. These risks may be mitigated through the provision of cultural navigation services to young people to ensure strong connection to kin and country, through robust cultural governance systems, and through clear engagement of Aboriginal Community Controlled Organisations in the Foyer delivery.

4

A calm space of my own: a response to an overwhelming desire from young people to have spaces that provide the focus they need to find their future pathways. A Foyer for Broome will ensure that the built form supports these desires, and that young people are supported to manage the boundary of family obligation, particularly with visitor management.

5

The security of available support: young people in the Kimberley exhibit significant skill in navigating the complex worlds they inhabit. Nevertheless, a range of supports, including those available 24/7 are likely necessary to enable long term success for a group of young people who present with a number of intersecting needs. A focus on literacy and numeracy, independent living skills and access to the arts will be necessary to provide a holistic support package.

6

Role modelling, strength through peers: young people in codesign described the instrumental role that role models had played in their own development, and the desire for this to be a part of service delivery. Initiatives that encourage formal and informal role modelling, either by fellow residents or younger staff members should be considered.

7

Entrepreneurial in uncovering opportunity: The same conditions that create the expressed need for a Foyer type service provision in Broome, a lack of local housing, also creates one of the greatest barriers to future success. Finding secure exit points from the Foyer provision is likely to be challenging, requiring the Foyer consortium to consider the entrepreneurial methods that might be employed to secure housing provision over the longer term.

Finally, the report outlines those areas that require deeper, more embedded work to identify the detailed design to enable young people to thrive. Should those initiatives come to life through this project, they may hold learning that is of benefit across the network of Foyer provision in Australia, and across youth service provision more generally. More importantly, their success would provide an offer to young people that speaks directly to their voiced experience, and an opportunity to overcome some of the most significant challenges seen in the Australian community.

The process of imagining a Foyer for Broome

Codesign workshops Broome

The potential for a Foyer Youth Housing project in Broome was first raised by consortium members in 2014, shortly after the opening of the successful Foyer Oxford in the Perth Metro area.

At that time, the local community expressed interest in the proposal but circumstances did not allow for further development. Since that time, there has been significant growth in the Foyer Model across Australia, and a deepening understanding of the kinds of impact and opportunity they hold for disadvantaged young people. Whilst these projects have all embedded methods for Cultural Safety, none have been developed with the specific needs of Aboriginal young people at their heart.

In 2019, a consortium of Anglicare WA, Foundation Housing and Nirrumbuk Aboriginal Corporation proposed to develop a business case for a Foyer Youth Housing development in Broome as part of the North-West Aboriginal Housing Fund. The consortium recognised that a replication of the Foyer Oxford model, or other Australian Foyer models, would not be fit for purpose in the Kimberley context. As such, in 2020, Innovation Unit were contracted to work alongside consortium team members to undertake a codesign process, utilising Human Centred Design methods, to explore how a Foyer model would need to be adapted if it were to create impact in this context. The process was undertaken over a 5-month period, included a range of mixed methods focusing on both service design and built form and engaged more than 100 people.

The Design Team

In order to direct the work, a Design Team was recruited from a selection of consortium staff, Broome community members, stakeholders and design professionals. This group was tasked with producing recommendations for a consortium steering group to consider.

The Design Team included:

Jethro Sercombe, Director Innovation Practice, Innovation Unit (Design process facilitator)

Hayley Harris, Anglicare WA, (Broome based project owner)

Cassandra Squance, North-West Aboriginal Housing Fund, Department of Communities

Joe Grande, CEO, Nirrumbuk Aboriginal Organisation,

Tania Verstegen, Property Manager Foyer Oxford, Foundation Housing Ltd

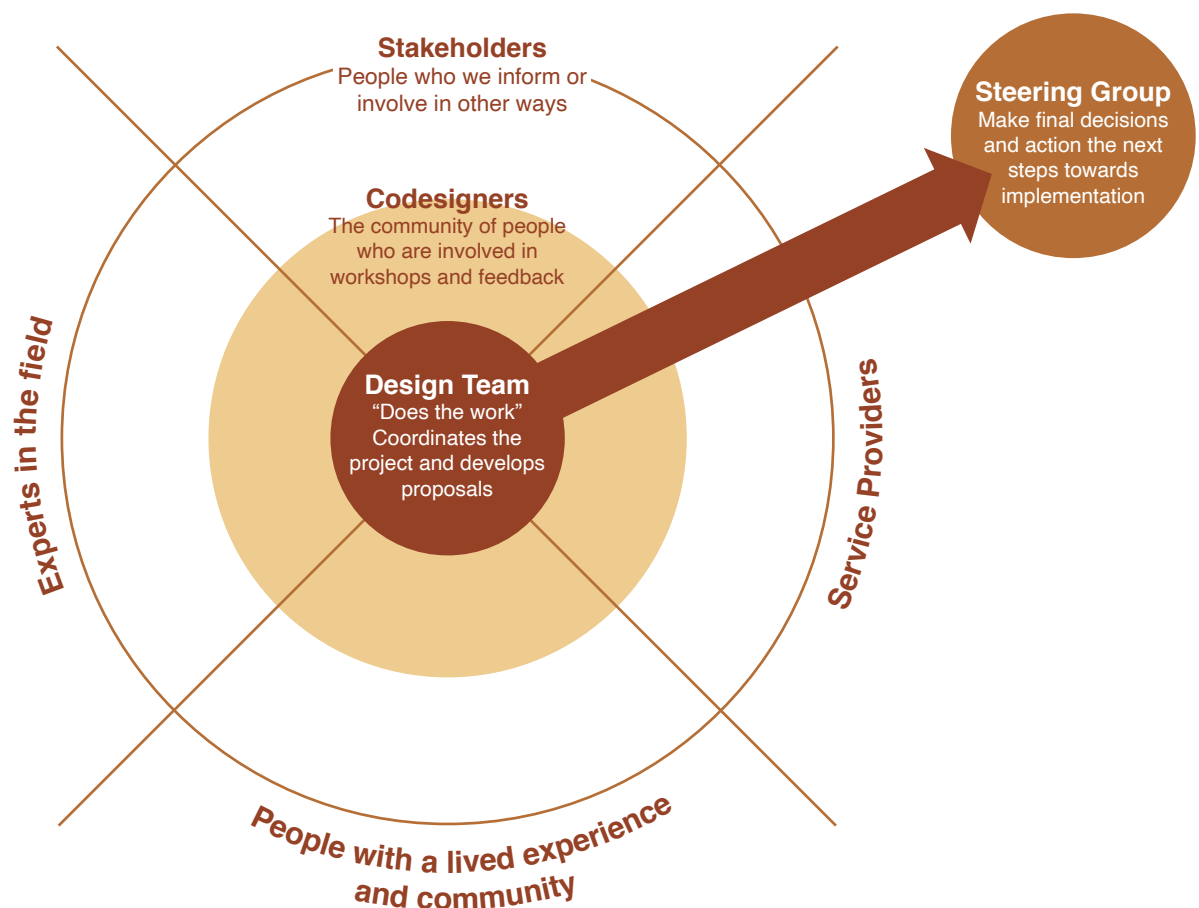**Tosh Gower**, Regional Recovery Officer, Department of Communities

Dr Emma Whettingsteel, Interior Designer

Tim Greenhill, Urban Designer, URBIS

Carina Cooke, Regional Manager North West, Anglicare WA

Mikayla Garstone, Yawuru, Bardi, Bunuba young person and headspace Broome Youth Trainee

Stewart Jann, Bunuba, Warlpiri young person and Fitzroy Crossing Mental Health Outreach Worker, Boab Health Service

Stakeholders
People who we inform or involve in other ways

Codesigners
The community of people who are involved in workshops and feedback

Steering Group
Make final decisions and action the next steps towards implementation

Experts in the field

Design Team
"Does the work"
Coordinates the project and develops proposals

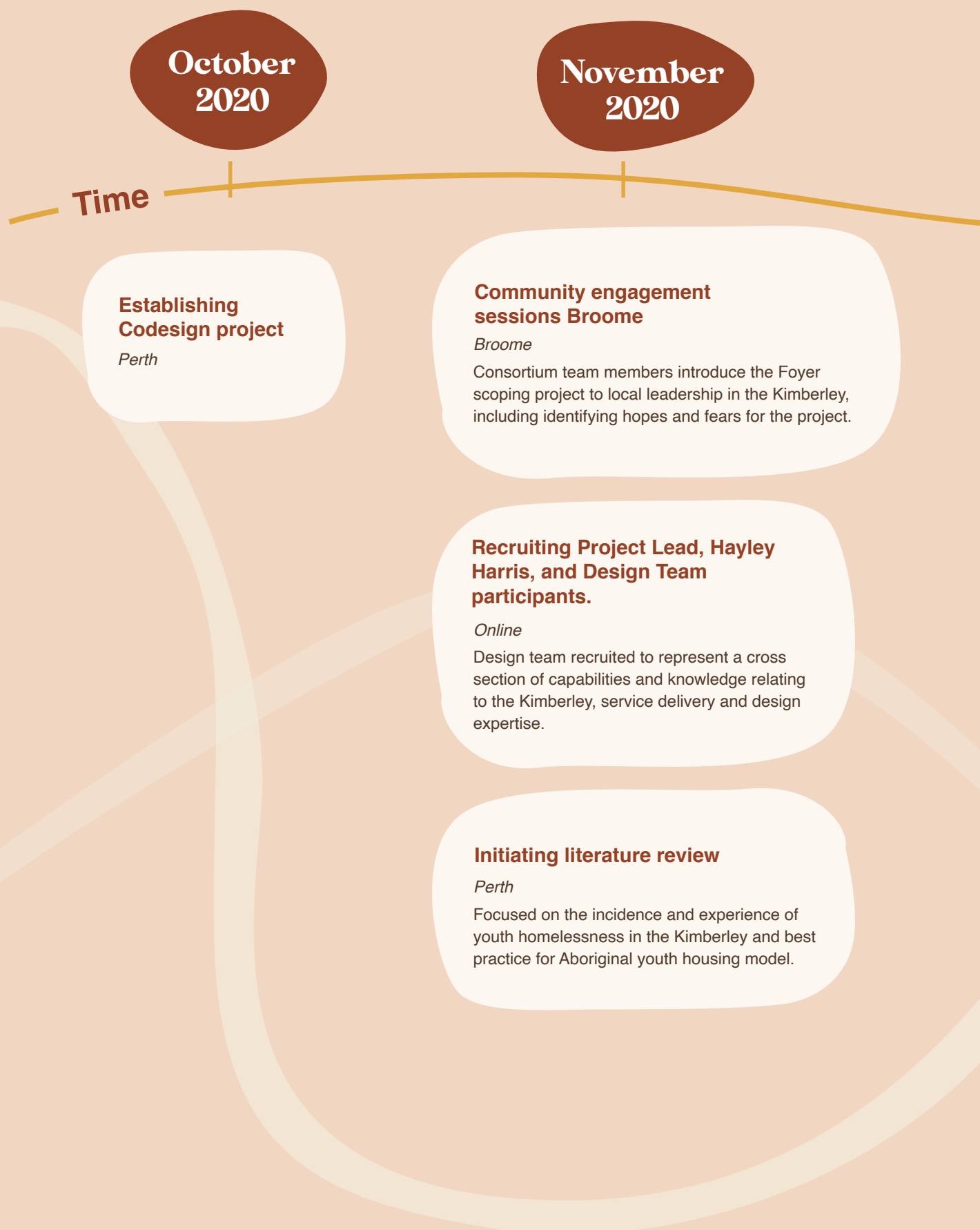Service Providers

People with a lived experience and community

Codesign participants

A wider group of 'Codesigners' and 'Stakeholders' were selected by purposive sampling and engaged throughout the process to participate in workshops, interviews, prototyping and other feedback activities. Further participants were recruited to meet gaps in perspective and knowledge identified across the codesign process. The codesign process sought to understand the perspectives of young people, service providers and Elders from Broome and other towns across the Kimberley. Aboriginal young people were the key target of youth focused Codesign activities, with an intention for the project to concentrate design on the needs of that cohort. A small number of Perth based participants were also involved including providers with experience of similar service delivery, government contract managers and Aboriginal young people who were current or previous Foyer Oxford residents.

Total participants

Participant Type	Location	Design Team	Interviews and one to one prototype testing	Codesign workshops	Survey
Young People	Broome	1	10	21	
	Wider Kimberley	1	8		
	Perth		2		
Elders	Broome		4	3	
Service Providers	Broome	4	6	50	9
	Wider Kimberley		5		2
	Perth	1	3		
Design Professionals	Perth	3			
Others	Perth	1	3		

Codesign Time Frame and Activities

October 2020

November 2020

Time

Establishing Codesign project

Perth

Community engagement sessions Broome

Broome

Consortium team members introduce the Foyer scoping project to local leadership in the Kimberley, including identifying hopes and fears for the project.

Recruiting Project Lead, Hayley Harris, and Design Team participants.

Online

Design team recruited to represent a cross section of capabilities and knowledge relating to the Kimberley, service delivery and design expertise.

Initiating literature review

Perth

Focused on the incidence and experience of youth homelessness in the Kimberley and best practice for Aboriginal youth housing model.

December 2020

Project kick off with Design Team members

Online

Framing the project for the Design Team, identifying the local needs that would need to be met for successful codesign.

January 2021

Deliver Literature Review insights

Perth

Presenting initial insights from the literature review to assist in framing the conversation for first Codesign workshops.

Project manager onboarding

Broome

Project manager begins on the ground work in Broome, induction activities with Anglicare WA.

Interviews with young people and service providers

Broome/ Perth

Conducting semi-structured interviews, with participants identified utilising purposive sampling for their lived experience or service delivery expertise. Interviews predominantly in Broome, with some interviews of young people from Broome with experience of Foyer Oxford (in Perth).

Recruit Interior Architect, Emma Whettingsteel to Design Team

Perth

Emma identified through Literature Review with PHD focused on the experience of young Aboriginal people in boarding school style accommodation.

Codesign Time Frame and Activities

Mid February 2021

Late February & Early March 2021

Time

Codesign workshop for Service Providers in Broome

Broome

2.5 hour codesign session with service providers from Broome. Session focused on feedback on the international Foyer model, response to insights from Literature review, built form design considerations, identifying needs of young people in the Broome context and initial thoughts on service delivery components that would be important to meet those needs.

Codesign workshop for young People in Broome

Broome

Walk through session with young people from Broome. Young people responded to activities that considered the built form, their own needs and goals (or those close to them), and response to the international Foyer model.

Presentation to Youth Service providers Forum for Elders

Broome

Codesign activities simultaneously happening in Broome for the Our Journey Our Story project through Curtin University focused on local mental health needs of young people. This gave the consortium an opportunity to present the Foyer model to a small group of Yawuru Elders and a wider group of youth service providers.

Synthesis workshop for Design Team members

Broome

All day session in Broome with the Design Team to synthesise data from previous days activities, finding core themes, first draft of Design Principles for a Foyer like service provision, and important service design ideas. These further developed through online work by Design Team.

Developing storyboard prototype

Perth

Innovation Unit develop design principles and service design ideas into a narrative storyboard of service touchpoints, illustrated by comic maker Bruce Mutard.

Further interviews with young people and service providers

Broome

Further semi-structured interviews

"Hypothetical referral" Demand survey.

Broome/ Wider Kimberley

Survey sent to Kimberley service providers to get clarity on demand for service provision. See section on Service Mix and Demand.

Recruit Urban Design consultancy Urbis

Perth

Consortium contracts Urbis for Urban Design assistance as part of developing a business plan. Urbis included in Design team and in workshops.

Walkthrough Prototype testing workshop in Broome for young people, Elders and service providers.

Broome

Full day availability to local community to walkthrough proposals for a Foyer Broome service delivery. Included feedback on Storyboard prototype developed, Built form considerations to meet the needs of identified service touchpoints, advice on staffing models, house rules and service mix.

Feedback synthesis

Perth

Innovation Unit collation of feedback from across methods.

One to One prototype testing in towns outside of Broome

Wider Kimberley

Testing of Storyboard prototype with young people and service providers outside of Broome. Face to face interviews with young people and service providers in the West Kimberly, written feedback from small number of providers in the East Kimberley.

Built form (Architecture and Urban Design) concept development

Perth

Urbis and Whettingsteel finalise design principles for built form.

Service Visits

Perth/ Broome

Visits to Danjoo Darbalung (St Catherines College UWA), Broome Aboriginal Short Stay, Foyer Oxford for service delivery inspiration. (NB: conducted across March and April).

Codesign Time Frame and Activities

Mid April 2021

Late April 2021

Time

Draft reports

Draft reports

Innovation Unit and Emma Whettingsteel developing Draft reports.

Report finalisation

Perth

Innovation Unit prepare reports for consortium.

Design team Service model finalisation workshop

Perth

Feedback on Draft reports, finalising service models and input into more detailed built form considerations.

Codesign workshops Broome

Local response to the Foyer model

The Foyer Model

Youth Foyers combine housing, support and access to education and training opportunities to enable young people to transition sustainably away from the need for intensive welfare support.

After success in Europe, the international Foyer model has found a strong reputation in Australia as part of the suite of services needed to respond to youth unemployment and homelessness. There are now 15 Foyer or Foyer-like projects operating in Australia. These services have supported over 17,000 young people since establishment. Foyer Oxford in Leederville, Perth is the only Foyer in Western Australia.

Foyer projects maintain a number of similar characteristics:

- They focus on the needs of young people who are experiencing or at-risk of homelessness.
- They combine employment and training supports with housing and psycho-social support as an integrated offer to young people.
- They are usually larger scale developments of housing, ranging from 20 to 100 independent apartments.
- They implement a 'strengths based' approach described as 'Advantaged Thinking', focusing on young people's skills and capabilities rather than problems and needs.
- They operate utilising 'The Foyer Deal', described as 'a something for something deal' that provides accountability for both young people and the service delivery team. This is usually experienced by young people as needing to maintain involvement with education and training in order to keep accommodation at the Foyer.
- They work to provide access to mainstream opportunities in education, employment, recreation and other areas in order to provide an integrated, holistic service offer to young people.

Codesign workshops Broome

Adapting the Model for Broome

Part of the work of the codesign project was to test the key features of a Foyer project, in order to ensure the provision would be fit for a Broome context.

This testing was done with an open mind by the design team and consortium, with a view that if any of the core characteristics of the Foyer model were incompatible with the needs of Broome, and particularly local Aboriginal young people, then there was space to consider another form of provision. A number of features were also tested as part of the literature review conducted.

It must be acknowledged that many of the Foyer model's key tenets hold a Western cultural bias. A focus on linear achievement, career development and future goal aspiration; the utilisation of a mutual obligation model of service delivery; the focus on individual (rather than multi-generation) housing and individualised service delivery, are examples of this.

Throughout the testing, however, the core features were strongly validated by young people, elders and service providers. Each of these engagements also surfaced a clear need to adapt the method of delivery to a local context. The further sections of this report focus on the adaptations to the Foyer model that would be needed in a Broome context, and the service design principles that result.

Every Foyer service looks different, with adaptation needed to meet local conditions and needs. However, a core group of defining characteristics help services to maintain the fidelity of the model. These defining features are held by the Australian Foyer Foundation, who support the growth and development of Foyer projects, but also provide

an accreditation and standards system for Australian Foyers. A service in Australia cannot be called a Foyer unless it has completed or is undergoing accreditation from the Foyer Foundation. The accreditation system covers 8 standards that Foyer projects must meet (Foyer Foundation, 2020):

- **Advantaged Thinking philosophy** – Foyers must demonstrate a holistic implementation of the strengths based philosophy across all areas of provision. Participants in codesign responded positively to the idea of investing in the strengths and capabilities of young people, though there was some lack of familiarity about how that might look in practice. In particular, there was concern that this philosophy, combined with the 'Foyer Deal', might mean that the Foyer could not be a safe place for young people to fail, and that high expectations might prevent young people from starting. Work around how to better support young people to transition into the Foyer will be needed. See Design Principle 1: Support transitions into the Foyer. Equally, the Foyer will need to reconsider what 'aspiration' means in an indigenous context. See Design Principle 2 – Bicultural aspirations.

- **Physical Environment** – Foyers should offer inspiring living and working environments that encourage independence. Young people and providers responded very positively to the idea of a high quality living environment, and the form of independent apartments. Young people from smaller communities expressed more hesitation at the idea of an apartment by themselves. See Design Principle 4: A Safe Place of My Own.

- **Balanced Community** – Foyers maintain a sustainable mix between different types of need, background and identity. A sustainable mix of young people is an important element of large scale housing provision, to ensure that the social dynamics of the space are positive. The challenge for a Broome based Foyer could be around the expectations from providers that the Foyer can meet the needs of all young people in the community. It is likely that many of those referred would be at the higher needs end of provision. See section on Service Mix and Demand.

- **Integrated Offer and Deal** – provision that supports goals in housing, personal development, cultural connection, financial capability, health and wellbeing, education and training, employment and positive activity, and civic participation. This is then the basis for the 'Foyer Deal'. The literature review conducted as part of this project recognised some challenges in translating mutual obligation type models to indigenous contexts. Inspired by Pearson's Recognition Space Framework, the Foyer Deal could be adapted from a two-way relationship between young person and the Foyer to a three-way relationship including the young person's community. This work would take care and attention to achieve successfully, but might also represent one of the most useful innovations in a model for Broome. See Design Principle 2: Bicultural Aspirations. As the 'Deal' is developed for Broome, it is worth noting that young people and service providers identified that clarity around the young person's obligations would be important.

The desirability of a holistic Foyer support offer was validated by the codesign process, with some specific needs identified around cultural identity and connection (see Design Principle 3: Cultural safety through strong cultural governance) and literacy and numeracy support, independent living skills, and access to the arts (Design Principle 5: The security of available support). There are likely challenges in offering access to diverse education and training opportunities (Design Principle 7: Entrepreneurial in uncovering opportunity).

- **Staffing and Support** – appropriate levels of support to fit the population of young people living in the Foyer. This codesign process affirmed a need for a 24/7 staffing provision in order to support the safety needs of young people in this context (Design Principle 5: The security of available support), with the addition of a role capable of cultural brokerage or navigation (Design Principle 3: Cultural safety through strong cultural governance). Young people and service providers voiced a strong desire for role-modelling as a means of support, both through formal and informal means. See Design Principle 6: Role modelling, strength through peers.

- **Mainstream and Community Partnerships** – Foyers use strong partnerships to deliver the offer, including with mainstream service providers (for example health, education, recreation) and Community partnerships. Codesign identified a range of service providers that looked forward to potential partnership with a Foyer in Broome, though these tended to be specialist service providers. There was recognition that these partnerships would be necessary for a successful Foyer, particularly to avoid expectations that the Foyer can meet all needs. As previously mentioned likely gaps in mainstream education, employment and housing provision will require active and ongoing effort from the Foyer to address. See Design Principle 7: Entrepreneurial in uncovering opportunity.

- **Governance and Management** – the performance of the Foyer is monitored by a governance structure that has diversity to reflect the need for integrated service delivery. The most critical adaptations in this space focus on the need for strong cultural governance, to ensure that the Foyer mitigates those parts of the model that espouse Western linear conceptions of aspiration and achievement, individualised housing, and mutual obligation models. See Section 3: Cultural Safety through strong cultural governance.

- **Learning and impact** –Foyer's maintain a focus on outcomes and data collection in order to improve outcomes for young people. A community wide energy for improving outcomes for young people was obvious in our engagement with the Broome community, though this principle was not directly tested through the codesign process.

"**I like this idea of a Foyer, it gives our young mob space to focus...to think about what they want to do with their lives...it treats the tenants like adults and teaches them how to become adults**"

Yawuru Elder, Broome.
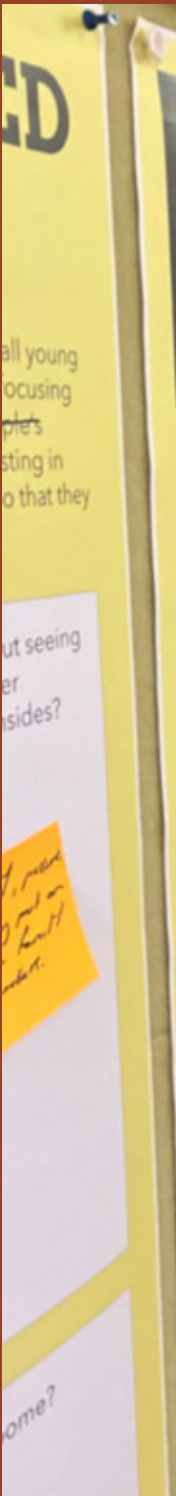
Providing feedback on the Foyer model, Codesign Workshop Broome.

Service Mix and Demand

Homelessness in the Kimberley

The Kimberley is an area of 423,517 square kilometres, which is about twice the size of Victoria, or just slightly smaller than the US state of California.

In the 2016 Census, Aboriginal and/or Torres Strait Islander people made up 28.2% of the population, much higher than the state average of 3.1% (ABS, 2016).

With only one major service and sociocultural centre, the town of Broome, Aboriginal young people often migrate here from their homes for education, employment and training opportunities. However, in Broome the lack of culturally appropriate and affordable housing means it is incredibly hard for young people to fall on their feet.

Separated from their communities, they are vulnerable to becoming stuck and falling into an in-between lifestyle that forces them into the peripheral of the service community, eliminating their opportunities and greatly increasing their risk of homelessness.

Relevant and accurate data on the current situation and specific housing needs for Aboriginal young people in Broome, and in the wider Kimberley region, is difficult to come by. Age and Aboriginality are often not combined into a single subsection. Also, the official statistics that exist are unreliable due to the invisibility and differing cultural conceptions of Aboriginal housing and homelessness. Data accuracy is heavily reliant on local knowledge and collectors having an awareness of how Indigenous homelessness can manifest. In Broome, 42% of young people aged 10 to 24 identify as Aboriginal or Torres Strait Islander (1218 out of approximately 3000) (Shire of Broome, 2021), and some estimates suggest that close to 100% of the young people experiencing homelessness in the Kimberley are Aboriginal (Hondros, 2019)

What we do know is that Western Australia has the highest percentage of Aboriginal homeless young people in the country (AIHW, 2018). Of all young people between the ages of 10 and 24 that identify as homeless, approximately 32% were Indigenous (AIHW, 2018). Among those Aboriginal youth classified as homeless, 84% lived in severely overcrowded dwellings and 12% in supported accommodation. The remaining 4% was divided between boarding houses and rough sleeping (AIHW, 2018).

Extrapolating from data collected in the 2016 Census (AIHW, 2018) and analysed by the Centre for Social Impact (Kaleveld et al, 2018), we estimate there are anywhere between 137 to 329 homeless Aboriginal people aged between 12 to 24 on any one night in the Kimberley. Census counts on the rates of youth homelessness are widely thought to be a significant undercount, and this also does not represent the cumulative number of young people who might experience homelessness over a particular year.

Demonstrated demand for Foyer-like service delivery

Through interviews and workshop experiences, participants consistently recognised a strong demand for Foyer type service delivery. When the idea of a 20 to 30 bed facility was floated, one well respected service provider stated that it seemed small for the need. Given the above estimate of **137 to 329** young people experiencing homelessness, this demand seems well founded.

Foyer projects cater for a particular subset of homeless young people, those who are ready to engage in education and training, and are therefore not able to cater for the full range of needs that young people present with. There was some concern from the design team that the demand described by participants might be for young people not suited to Foyer service delivery.

As a result the team produced a "prototype" referral questionnaire. Using an online platform, it asked service providers to hypothetically identify "who you would refer if Foyer Broome were open today". It asked how many young people they knew now who would thrive receiving a Foyer type service, and then asked them to identify a small number of specific young people (up to five) that they would refer.

11 service providers responded in full to the survey. 16 gave partial responses to the demand questions within the survey, however data was not available for all 16 due to the policy of the survey software (Typeform).

Of those 11 service providers, nine were from Broome and two from Kununurra. Responses varied greatly depending on the role that the person played in the community and in their service delivery. Ground level workers tended to identify smaller numbers, where 'coordinator or manager' type positions could identify larger numbers with their more strategic view point.

When asked *"In a normal year, how many young people would you come across who would benefit from a Foyer experience",* participants identified a total of **204 young people**. Senior practitioners identified between 20 and 60, front line staff between five and 10.

When asked *"Right now, how many young people do you know in the Kimberley who would really benefit from a Foyer Experience? Try to think about specific young people, but an estimate is ok"*, participants identified a total of **161 young people**. Whilst numbers fluctuated significantly, participants seemed to be able to confidently identify 10-15 young people, with some suggesting up to 80.

There was a significant drop off due to the length of the survey when participants were asked to identify individual young people. Workshop participants said that this was due to

their ability to commit the time to completing the survey, rather than their sense of demand. Nevertheless, participants identified 26 individual young people who could be referred. After analysing the data, and as expected, 65% of those young people would have been appropriate for a Foyer service, where 35% would have support needs too high for the delivery model.

It is acknowledged that this data remains anecdotal, but the triangulation of workshop responses, interview responses, survey responses and Census data demonstrate a demand for Foyer like service delivery, and potentially a need for a wider set of homelessness service delivery for young people with higher needs. However, the experience of similar services, particularly in the employment and education related housing space, shows that the demand will only translate into uptake with intentional effort placed on nurturing relational referral pathways, with both service providers and respected Aboriginal community members (see section on supported transitions).

Who will the Foyer be used by?

The codesign project identified six key 'user groups' that the Foyer should design service delivery to accommodate. These user groups are not discrete and individual young people are likely to fit into a number of them. Given the way that homelessness presents in the Kimberley, most young people would not describe their experience as 'homelessness'. It is advised that a Broome based Foyer project describes itself as a safe place to connect to employment and training, framing the project as a form of young student and worker accommodation, rather than labelling it as a homelessness response.

Young people from families living in severe overcrowding

According to the Census, severe overcrowding represents the most common form of homelessness experienced by Aboriginal young people. It was this group of young people that codesign participants most commonly described when they were asked to identify young people who required housing provision. Although young people in this situation maintained a strong ongoing connection to family, the family environment was not conducive to them meeting their long term goals, particularly around education and training. Overcrowding could also lead to unsafe living environments, and the trauma associated with that.

Young people relocating from smaller communities

Codesign engagements and desktop research both identified a need for supported accommodation for young people who transition out of small communities to Broome to access services including education and employment programs. For many of these young people the transition to a new space brings risks, with many falling through gaps of service delivery. The codesign process engaged young people specifically in this cohort, who described bouncing from place to place trying to find secure, supportive accommodation.

Young people leaving the care system

Across Western Australia the experience of young people leaving the care system is fraught. According to the Homestretch initiative, 35% of those who leave care become homeless in their first year. A number of codesign participants identified young people in care coming to their 18th birthday as a relevant cohort to target. According to internal Department of Communities data, at present there are 371 young people in care in the Kimberely, and in 2020 46 young people left care. The vast majority of care leavers in the Kimberley are Aboriginal, and the disconnection from families of origin for many become a risk factor of poor outcomes including long term homelessness and disconnection from employment and training. Foyer Oxford staff identified that young people with a care experience often have the most complex needs, and lowest levels of independent living skills amongst their cohort.

Brenton's Story

Brenton left his foster placement in Derby two years ago, and has bounced around a bit since then. He did ok in school, but hasn't been able to find work in town. He thinks that he'd like to try Broome. He manages to get a trial with Kullarri Building in Broome, but he doesn't know anyone there. Kullarri suggest that Foyer Broome might be an option.

Leah's Story

Leah is trying to finish her Year 12 at Broome SHS, but it's up and down. Her family life is very complicated, and because her Uncle's house is very overcrowded, she doesn't get the space to study. Occasionally home can get violent.

Young people managing a mental health condition

Whilst the codesign project did not deeply explore the mental health needs of young people in the Kimberley, a number of data points indicate that young people who are managing mental health conditions will be a key client group for a Foyer-like service in Broome. headspace Broome staff were able to identify more young people than other participants, a codesign project focusing on employment and training related housing indicated that mental health support was a gap amongst other providers, and Foyer Oxford identifies a significant mental health load amongst its client group. It is advised that a strong partnership with headspace, and systems for staffing the Foyer ensure that mental health needs are able to be managed successfully.

Young Parents and Couples

The teenage pregnancy rate in the Kimberley is high, with 10.4% of all births to teen parents, as opposed to 2.2% in Perth. The mean maternal age for Aboriginal mothers in the Kimberley is 25.9 as opposed to 30.8 for non-Aboriginal women (WA Country Health Service Planning and Evaluation Unit, 2018) Given early parenthood and defacto coupling, a Foyer in the Kimberley will need to consider the provision of larger accommodation to meet the needs of this cohort. Many codesign participants identified young women with children leaving family violence, and couples relocating to Broome as cohorts in need.

Mainstream students

Role modelling was one design principle strongly identified during the codesign work by young people and service providers alike. Foyer projects rely on a balanced community in order to be successful and this will be a challenge for a Kimberley based project. Many young people with 'low needs' relocate to Perth for boarding school, rather than seeking support in the Kimberley. As has been mentioned, providers identified significant needs in the Kimberley., These two variables together create the potential to lead to a less balanced cohort of Foyer residents who are more 'at-risk'. An additional cohort of mainstream students and young workers (Notre Dame University was identified as a potential source) could be a valuable source of role modelling, and could act as Foyer Resident Advisors, particularly in the early years of the project. After this point, Foyer residents could take on these roles as they transition into independence, requiring little support.

Interviews in Derby

Gaps in service that the Foyer will not meet

As has been described, the local response to the Foyer model was overwhelmingly positive, with almost all codesign participants, service providers, young people and elders describing the benefit the model could bring to Broome and the Kimberley. If there was one common, negative reaction to the Foyer concept, it was that it would not meet the crisis needs that the Kimberley faces. Frequently people would say "what about the young people who are in the street at night". Codesign participants described the needs of younger young people, in the 10-14 year age group, who were escaping unsafe environments as an area of particular need. Other young people 'at the pointy end' of service delivery, such as those coming from criminal justice experiences or those dealing with alcohol dependency, were also described. For some codesign participants, this triggered a strong emotional response, angry that the Foyer would not meet those needs. This remains a   significant gap in Broome based youth housing service delivery, where existing services are also unable to support those most at risk, with no youth crisis accommodation delivery in Broome.

Given the lack of provision, this presents a risk for the functioning of an effective Foyer project for two reasons. The first is that the Foyer project may be seen as being able to 'be everything for everyone' with demand from local services for it to meet crisis needs, and to take on young people that could jeopardise the safe space created by a Foyer. Secondly, while the Foyer may be seen as a priority from a housing perspective, it may not be seen as a priority from a support service funding perspective. This might make it difficult for the consortium to secure the needed funding to provide an adequate support service to the residents. When crisis needs are so significant, it can be hard for decision makers to see anything else, despite long term benefits of investing in preventative service delivery. What is clear is that investment in both crisis and early intervention approaches are needed for young people in the Kimberley to thrive.

Insights and Design Principles

1. Support transitions into the Foyer

In seeking to provide a service that works for young people across the Kimberley, the codesign process uncovered significant differences in approach required for young people who were based in Broome, as opposed to those coming from smaller communities in the East or West Kimberley.

As described in the previous section, maintaining full occupancy will be dependent on meeting the needs of both groups, and the consortium demonstrated a commitment to meeting the needs of young people across the Kimberley, not just in Broome. This complexity was described by one design team member as 'designing two different services'. In particular, the design team identified a diverse and complex experience of entry into the Foyer, with the Foyer needing to adapt its approach to each young person, rather than pursuing a one size fits all entry mechanism.

For young people from Broome, the experience of entry into the Foyer will require a renegotiation of boundaries with family as they seek time for focusing on longer term goals.

For young people from outside of Broome, relocation is risky. The literature described a sense of 'spiritual homelessness' when Aboriginal people are separated physically from country and important kinship relationships (Keys Young, 1998). Habibis (2011) identified that in the transition between one place and another, young people can fall into unhealthy behaviours such as substance abuse without the security of kinship to mitigate the risk. In addition, the dislocation can bring spiritual risks, with young people in both the literature and codesign sessions describing feeling uncomfortable or needing to leave supported accommodation due to 'bad spirits' and a lack of opportunities to connect with cultural supports to respond to these threats.

> "When living in Perth, I struggled on a daily basis and longed to be back home. A Broome Foyer will allow travel back to communities. They will get to go home for the weekend."
>
> **Broome young person who stayed in Foyer Oxford in Perth.**

Awareness: building referral relationships

Awareness of the Foyer service model is likely to come from word of mouth, rather than more formal awareness channels alone. This will require strong relationships not only with service providers, but with local cultural leadership. Codesign raised a number of examples of employment and training related accommodation projects from the Kimberley and other parts of regional Western Australia that had failed to remain viable because they could not secure their occupancy, despite a clear demand for the service provision. Those that appeared to be the most successful had strong cultural connections.

Formal referral partnerships from services

Leah is referred by her Headspace counsellor to see if she could get a place at the Foyer. She meets with Colleen, a Case Worker at the Foyer, who talks to her about her situation and the goals that she has.
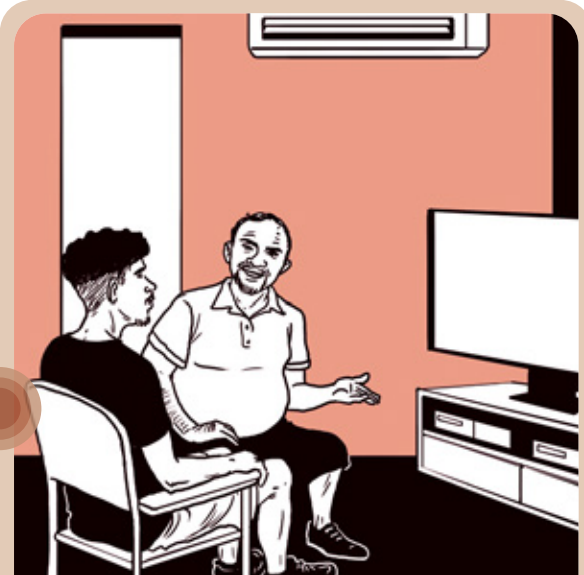
Derby Youth Centre have an agreement with Foyer Broome to be an access and information point. Brenton visits them, and gets told all about the Foyer and how it works. There's some videos about the project that he can watch. He decides to make an application.

The human services sector, particularly the local youth sector, will remain a strong source of referral for a Foyer project. In Broome, high school boarding is a likely referral path, either because young people 'age out' or because their psycho-social needs are too high to be managed in a mainstream environment. Headspace staff members were able to identify a large number of young people in their network who would thrive in a Foyer like environment.

Two other Broome based services, Madalah's Nyirrwa Murrgurlayi Employment and Education Housing and St John of God's Horizon House provision, meet some similar needs to the Foyer, and joined up referral processes should be considered to ensure a more systemic impact.

Outside of Broome, maintaining connection with local communities is likely to be resource intensive. Whilst direct relationships with 'feeder' communities shouldn't be ignored, codesign identified the need for formalised "Information and Referral partners" in smaller communities. These organisations would be able to complete early assessment of whether Foyer would be a good fit for local young people, and with access to high quality resources on the service delivery, could provide the most up to date information. Young people and service providers responded strongly to multimedia referral information, particularly video, to build familiarity both with service delivery and to allay fears about the living environment.

Community word of mouth and referral pathways

Building a sustainable model will require focusing on more than formal service referrals. Word of mouth should be nurtured and prioritised. Later parts of this service design (see Design principle 2: Bicultural aspirations) will describe the involvement of young people's important cultural guides; the strong people in their lives who provide cultural guidance and support. The meaningful and recognised involvement of these people in the journeys of young people at Foyer, will likely build strong word of mouth referrals for the Broome Foyer project, as long as realistic expectations of service capacity are described.

Local leaders did identify some risk of a Foyer creating a 'brain drain' of strong young people from small communities into Broome. Fears such as these need to be met through relationship with communities. Developing a mechanism for cultural governance in Broome (see Design Principle 3: Cultural Safety through strong cultural governance) will deepen community relationships. Ideally cultural governance mechanisms would extend to communities outside of Broome. A South Australian model for a formalised relationship between remote community Elders and a metropolitan boarding school (Lloyd & Pwerl, 2020) showed great success. This "Elder driven, College accepted approach" is likely to be too resource intensive to achieve across all of the communities in the Kimberley, however it should be considered for larger population centres in Derby and Kununurra.

Providing transitional apartment opportunities

The complexity of relocation from a community outside of Broome will require the provision of short term opportunities for young people to test the experience of living in a Foyer. A number of UK Foyer projects had developed the idea of 'Crash Pads' to provide a transitional space for young people to find their feet in their first weeks of Foyer, particularly where either the young person or the Foyer provider were unsure whether the space would meet their needs. The provision of these transitional spaces will also be necessary for young people to stabilise new employment or training before making a long term commitment to relocating to Broome. It's likely that transitional goals could be achieved through a flexible tenancy arrangement, rather than any change to the built form.

The disadvantage of this approach is that a short term lease may be seen as not stable enough to make the change necessary, and this may set young people up to fail. Perth based Foyer providers thought it may not embody the strength-based nature of Foyer provision. The tension here will need to be managed.

The lack of youth crisis accommodation opportunities in Broome also creates some tensions were 'short term' opportunities available. Codesign participants identified significant pressure from statutory authorities to place people in available short term opportunities, irrespective of whether that space was appropriate to meet crisis needs. Any short term 'transition in' provision will need to be clearly framed, and staff well trained, in order avoid jeopardising the fidelity of the service model.

Foyer has a few apartments that can be used for short stays of up to two months. This gives Brenton a chance to see how his work trial goes, and to see if Foyer is a good place for him.

Brenton really likes being at the Foyer, and the work trial goes well, so he gets to move into one of the permanent apartments.

Making this principle real

Awareness and Referral:

Develop formalised Information and Referral partner network of agencies in Kimberley communities

Provide service information in multimedia formats, particularly video. Be aware of low literacy in describing the Foyer.

Establish direct relationships with local elders in Broome, Derby and Kununurra to support young people's transition to Broome.

The inclusion of strong cultural relationships in young people's support is likely to build good informal relationships, and word of mouth for future referral (see Design principle 3).

Consider joined up referral with Madalah and St John of God housing provision.

Provide short term housing for young people to 'test' living independently, and to give time to cement or source local employment and training opportunity.

Provide "Welcome to Country" for young people coming from places other than Broome. Provide on a one to one basis with local elder if possible.

"It can be hard in a new place, there might be bad spirits, the Elders need to check the space"

Young person, Codesign Workshop

2. Bicultural aspirations

In the development of Foyer Oxford, the first Foyer project in Western Australia, a design principle of "Developing an aspirational community" was key.

This aspiration for successful employment and training outcomes remains a core part of most Foyer models.

The literature review conducted as part of this project identified that aspirations for employment and training amongst Aboriginal young people may not follow linear future-oriented concepts of individual success (Parkes et al., 2015), and that equivalent terms for 'aspiration' were not found in local languages (Osborne & Gunther, 2013)

During interviews conducted as part of this codesign process, young people identified that the people that they most respected were those that were strong custodians of their cultural obligations, and able to 'succeed' in employment. Parkes et al.2015, describe this as the value of education and training being motivated by the dream of being with family, caring for others. A term often used for this was the ability to 'walk in two worlds" though that language was rejected by many codesign participants as being divisive in communities who were seeking to bridge gaps. Nevertheless, these 'bicultural aspirations' were expressed by many young people and inspire some of the most significant adaptations needed for the Foyer model to be successful in the Kimberley.

The Foyer Deal and "Two Worlds"

A core component of the Foyer model is the Foyer deal; the "something for something" agreement between young person and service provider that outlines a young person's commitment to employment and education and training in return for a guaranteed standard of service provision. Inspired by the Recognition Space framework (Moran et al,

The referral process also asks her to name someone in her life who keeps her connected to culture, it's her Aunty Mary who is always someone she can talk to and get advice from.

2016), a Kimberley based 'Foyer Deal' should recognise both employment education and training requirements and cultural obligations. In doing so, the Deal becomes 'three way' instead of 'two way', including the young person's kinship and community systems in its development.

In service design, we propose that the Foyer deal is represented as a triangle between Foyer service provider, young person and a strong cultural guide that is already in the young person's life. The Foyer deal can then include activities related to employment and training, but also to cultural activities. This would involve a commitment by the Foyer to engage with a young person's strong cultural connections as part of service delivery. If done well, this could have significant benefit for young people as they transition out of the Foyer while also building positive community perceptions of the Foyer project.

Leah is able to get a place at the Foyer, but first she has to sign the Foyer Broome Deal. The Deal is put together by Leah, Colleen and Aunty Mary. It means that she has to keep going to school to stay at the Foyer, but it also includes opportunities to connect to important cultural activities. Aunty Mary agrees to support Leah to be accountable to the agreement.

In testing this concept, the design process utlised a prototype 'Two worlds deal' and whilst there was a negative reaction to the name, the concept was widely accepted. Participants identified risks to be avoided in the delivery of a Foyer deal in this way, particularly ensuring that in the case where a young person is not able to meet the obligations of the Foyer deal, that this did not jeopardise their familial relationships. Also the idea that cultural activities become 'compulsory' should be avoided.

This is likely to be a complex touchpoint, and whilst prototyping demonstrated desirability for the idea, the consortium would need to develop a practice expertise in its implementation. It is suggested that in implementation, there is ongoing codesign work and prototyping to further develop the concept, considering how commitments of this sort are managed within local Aboriginal communities and including how accountability to the Foyer deal is reviewed over time.

[1] For those who struggle to identify strong cultural influences in their life, provision should be made for brokering these connections. See Design Principle 3

"You have a million thoughts in your head...but once you are back on country you feel alive"

Person in Codesign workshop

I agree to:

Connect with and maintain involvement in education, employment and training. This will usually be full time.

I'll be doing _____
On _____

- Meet regularly with my case manager to plan and work towards my personal goals.
- Live within the house rules and help build a positive community within Foyer and the local area.
- Look after your unit and maintain a tenancy as set out in your lease agreement (pay rent, pass inspections, be a good neighbour)
- Manage living independently within the limits of support foyer can provide (e.g Independently attending appointments , school and managing mental health and personal relationships)

My Part of the Deal

I agree to:

Stay connected to my community and culture.

I'll do this by:

This would be the things that the young person could do, or be connected with

My Culture Coach is:

This would be someone in the young person's life who agrees to be their connection

Foyer Deal
(rough draft)

Signed _____
Date _____

We agree to:

- Treat you with respect.
- Provide good quality, fully furnished accommodation that is safe and secure
- Work in ways that respect Aboriginal cultures, values, traditions, priorities and approaches
- Provide access to 24/7 support on-site
- Offer opportunities for you to help us to decide how things work, develop our service and help us understand the things that work best.

- Work with you to explore your strengths, develop your plan and support you to achieve your goals.
- Offer you options for support in the following areas;

- Housing
- Personal development
- Life skills
- Finance
- Social skills
- Health & wellbeing
- Earning
- Learning

Foyer and my community will work together to bridge gaps

We agree to:

Hmmm...we aren't really sure what this should look like....do you have any ideas? What could a commitment by community leaders, or people in the young person's life look like? Should this be signed by the young person's Culture Coach? Or should it be signed by Elders? Or someone else entirely? Or is it a dumb idea?

Foyer's Part

Signed _____
Date _____

My Community's Part

Signed _____
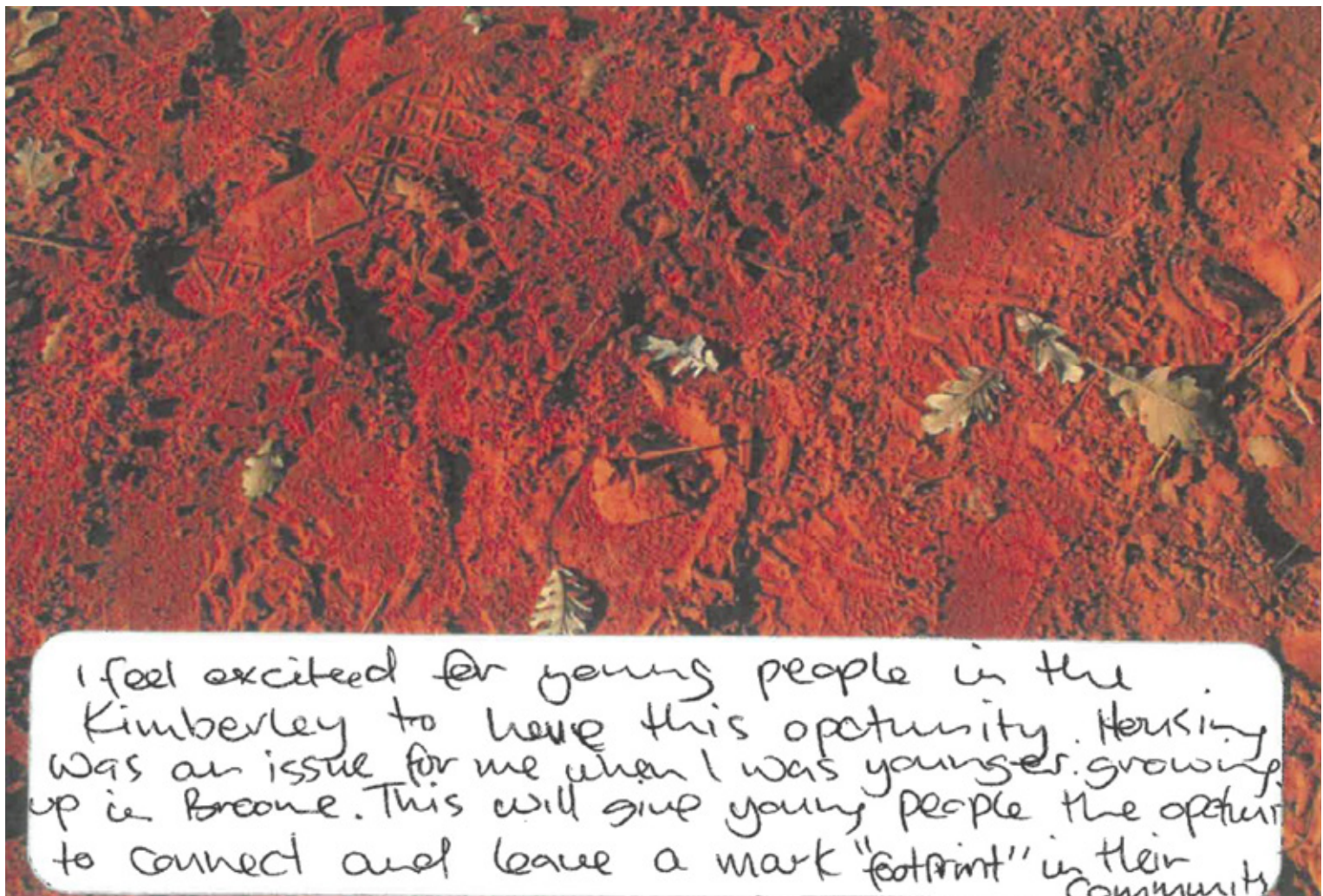Date _____

Three way Foyer Deal prototype

Making this principle real

Reconfigure the Foyer Deal to become a three-way agreement between the Foyer, the young person and an important person in the young person's life – often a cultural guide.

Include specific activities in the deal that support young people's participation in cultural and community life

Make provision in funding to broker access for young people to be able to 'head home' to participate in cultural life.

I feel excited for young people in the Kimberley to have this opctunity. Housing was an issue for me when I was younger. growing up in Broome. This will give young people the optuni to connect and leave a mark "footprint" in their community

Feedback from leaders in the Kimberley service system - Hopes and Fears exercis

3. Cultural Safety through strong Cultural Governance

As earlier parts of this report have described, the Foyer model has a number of components that, without careful reflection, could inadvertently prioritise Western cultural ideals and values over Aboriginal world views.

Without adaptation, the model could see a focus on a foundation of linear employment and training success a separation from cultural and kinship systems leaving young people unable to fully participate in cultural life, and housing focused on individual tenancies rather than family networks, amongst others. Whilst providers would naturally adapt the model to better realise culturally safe practice, there are some requirements, particularly in creating a temporary separation from family, country and cultural networks that present cultural risks. The value of some temporary separation so that young people could focus on their own wellbeing was strongly validated by young people and elders during codesign but the risk remains. The only way to mitigate these cultural risks is to invest in strong cultural governance, creating opportunities for joined up decision making between service delivery and cultural authority. This joined up decision making will need to happen at multiple levels, in the direct service delivery of the Foyer itself, in the relationships between the Foyer and young people's kinship systems, and in the wider governance of the project.

Cultural Safety in direct service delivery: Cultural Navigation and Support

Codesign activities uncovered that secure cultural connection was not something that all young people in the Kimberley could take for granted. Service providers identified that a strong connection to culture was often absent for young people who had experience of the care system, or whose family relationships were strained. Other young people identified that the person who would have performed the role of 'Cultural Guide' in their lives might have passed away or be otherwise unable to perform the task. One young person identified that their grandfather would have performed this role, but now had Alzheimer's. Young people described a feeling of shame that they sometimes did not have the knowledge to describe or navigate cultural obligations. In codesign workshops, young people who had relocated from

outside Broome described a need for local elders to provide a welcome to country as they transitioned, to ensure physical spaces were safe. This need for local negotiation of spiritual and cultural elements was also confirmed in the literature (Whettingsteel, 2020).

As such, the Service Design for a Foyer in Broome identified a need for a specific 'Cultural support worker' position on the staffing team, a senior position for a local Aboriginal person that:

- Provides young people with direct assistance in locating and connecting with local or 'on country' cultural supports, or is able to connect young people with those already doing this work.

- Provides young people with coaching on how to navigate the intersection of employment and training obligations and their cultural and familial obligations.

- Negotiates resources to overcome the barriers to cultural connection, particularly travel costs.

- Supports exit planning for young people who decide to return to country after a stay at Foyer.

- Connect the Foyer service to wider cultural networks inside and outside of Broome.

- Assists the wider Foyer team to respond in ways that demonstrate culturally safe practices.
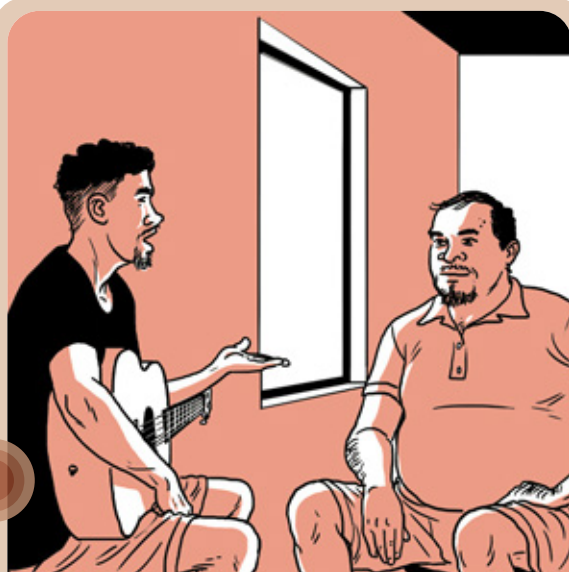

Brenton begins to struggle being so far away from home, so he talks to Andrew, the cultural broker. Because he was in care, Brendon feels like he hasn't ever had proper connection to his country and culture. Through his networks, Andrew finds the right Derby leaders to speak to, people who can help Brendon on his journey.

Andrew sources transport so that Brenton can travel back to Derby to meet Elders there. Brenton's old foster carer agrees to drive him back so he can get back for work.

[2] Other names including Cultural Navigator or Cultural Broker were tested, but local response was better to Cultural support.
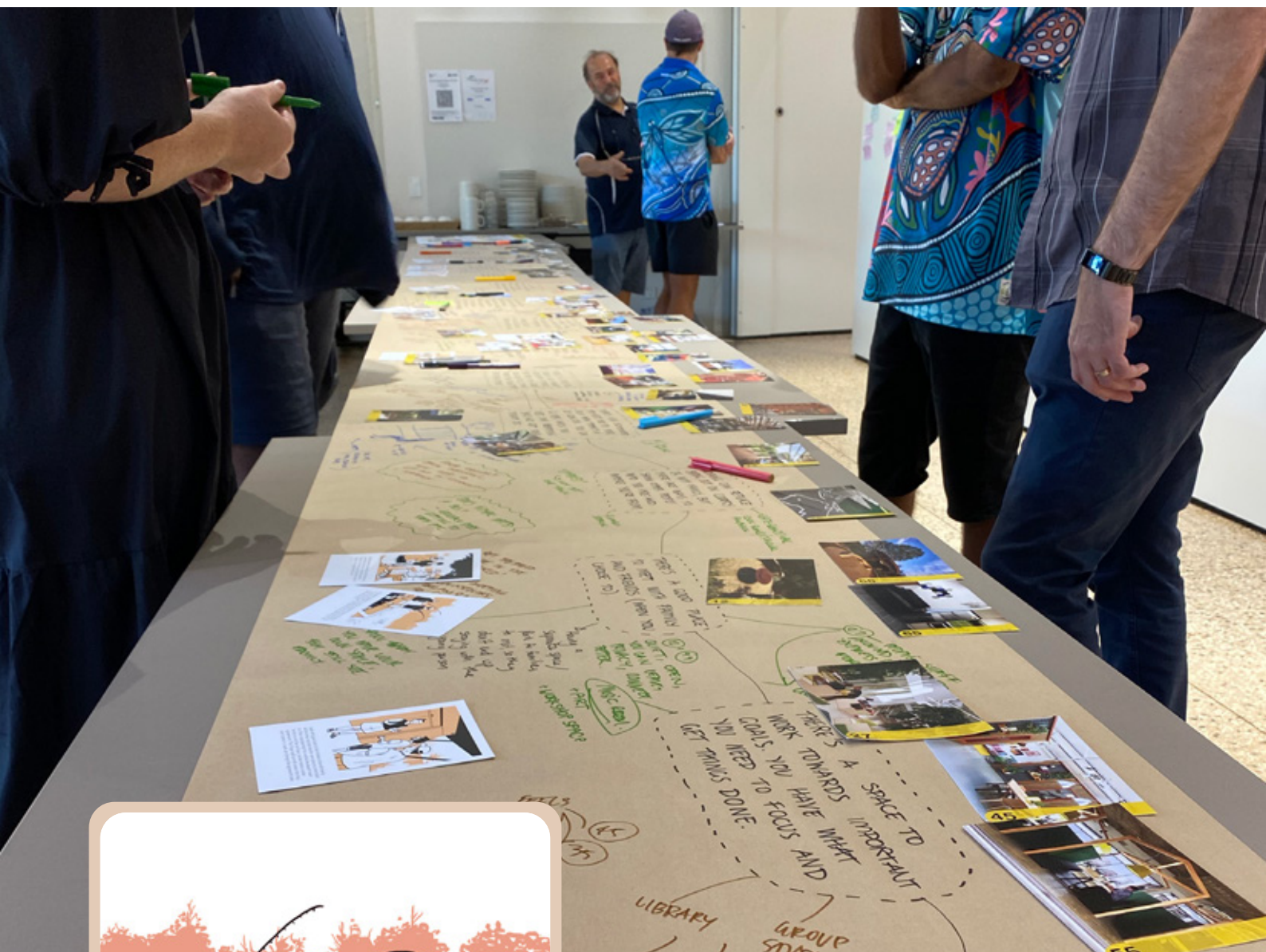
Mapping needs for physical spaces

Brenton begins to make regular trips to Derby to connect with people there and go on fishing trips. The Foyer includes this as part of his Foyer Broome Deal.

Codesign workshops strongly validated the need for this role in a Foyer service environment, saying that it filled a number of potential gaps that would otherwise see the service provision fail to adequately engage Aboriginal young people. In order to appropriately support a staff member in this role, it was recommended by workshop participants to have them employed by an Aboriginal Community Controlled Organisation.
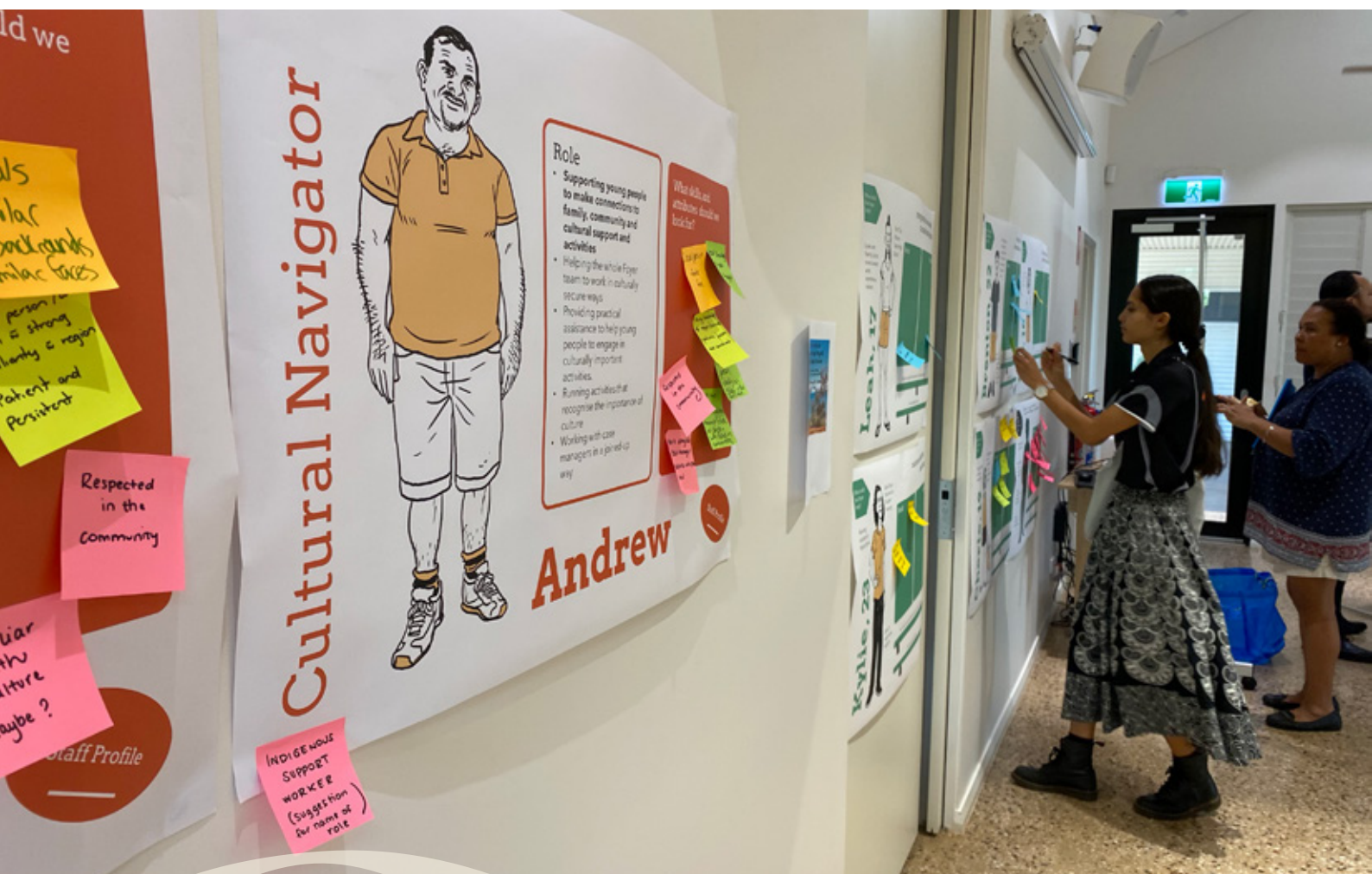
Testing the idea of Cultural Navigator or Support Worker

Cultural Governance

As described previously, a robust system for cultural governance will be an essential part of a Foyer that is fit for purpose in Aboriginal contexts. Elders engaged through the codesign process were overwhelmingly positive about the Foyer concept and offered their ongoing engagement in the project. Designing a specific method for that governance was beyond the scope of this project, so designing and developing these structures in Broome, with local Elders, should be a primary exercise should the consortium move beyond business case stage. Codesign activities identified a few opportunities that could be considered:

- A number of local structures have begun to emerge that seek to collaborate around cultural governance. It may be that the Foyer does not need to develop an independent structure for cultural governance and could instead work within another structure.

- Many services now seek the input of elders for culturally appropriate service delivery. This leads to some overwhelmed leadership in the Aboriginal space. Paying elders for their time is becoming the expected standard, and the consortium should make provision for this in financial models.

- Whilst the input from local elders is strongly desired, other local Aboriginal leaders who are not elders could be authorised to take roles in governance.

The role of Cultural governance in the Foyer should primarily be through participating in service design and delivery decision making at a management and strategic level. This could include the design and validation of 'house rules' and visitor management systems, building design and functioning, practices for cultural safety for staff and young people and relationships with the local community, for example. It should be noted that an earlier iteration of service design included elder involvement in decision making on Foyer eligibility, and codesign participants advised against those practices to avoid conflicts of interest.

It is part of the Foyer Manager, Sam's role to ensure that the Foyer is able to work in culturally secure ways so that the support is as best as it can be for young people like Leah and Brenton. She knows she can't do this on her own, so meets regularly with her Cultural Governance group. It's made up of elders and leaders in the community.

Aboriginal Community Controlled Organisation leadership

The Recognition Space Framework referenced earlier is a model for addressing issues of Aboriginal power and sovereignty, initially from Noel Pearson's work in Native Title (1997). According to the analysis of Moran et al. (2016), of which a synopsis can be found in the attached literature review, the most balanced recognition space occurs when there is the presence of effective intermediary organisations, especially functional Indigenous organisations. They typically fulfil a fundamental intermediary role between the State and Indigenous citizens and their life worlds. They are one of a few Indigenous self-governance structures in Australia to which powers, functions, and resources can be devolved and there is a considerable evidence to demonstrate that Indigenous organisations are more effective in achieving development outcomes (Moran, 2016). The National Agreement on Closing the Gap explicitly describes a need to build the Aboriginal controlled sector as a key priority reform (pg 18, 2020)

There are a significant number of roles within the proposed staffing model for this Foyer that could be taken up by Aboriginal Communitiy Controlled Organisations (ACCO). For some roles, such as Cultural Support, employment by an ACCO should be a requirement. Nirrumbuk

Aboriginal Corporation are a critical member of the consortia involved in this project, connected for their capabilities in employment, training and support for young Aboriginal people, but with potential for taking on other roles. With Anglicare WA and Foundation Housing holding significant practice expertise in Foyer service delivery, there is a risk that other partners become 'tack ons' to service delivery. This must be avoided in this context, with the consortium developing a clear picture for long term Aboriginal leadership and ownership of service provision. "Ownership" could take many forms in this instance, from strengthened meaningful partnership with equal power between consortium members, to a more formalised Aboriginal governance structure, to the potential for sustainable handover of service provision to an ACCO over time.

Communicating the needs of young people through Personas

Making this principle real

Prioritise the role of Cultural Support in the staff structure of a Foyer

Ensure that a significant percentage of the staffing structure is made up of Aboriginal personnel or those hired by an ACCO.

Utilise pre-existing cultural governance structures for Elders to provide a paid governance role for the Foyer.

Provide ongoing smoking of spaces by those authorised to support healing and to mark progress and achievement.

Built form to include cultural welcome and information coming direct from local elders.

Develop a plan for the extension of Aboriginal ownership of the Foyer over time.

4. A calm space of my own

The codesign process utlised a number of methods for understanding young people's preferred design principles, both in service delivery and built form.

This included direct interviews, and in codesign activities with a card sort of built form elements. The clearest design principle expressed by young people when they encountered the activities was a desired sense of calm. The homelessness experience in the Kimberley is more likely to look like overcrowding in family spaces, rather than the couch surfing experience of metro areas. Young people described these spaces as often dysfunctional, with humbugging and drug and alcohol use creating situations where focus on study or long term goals was not possible.

Leah moves in to her own little apartment at Foyer Broome. It's just hers, with her own bathroom and kitchen. It's really calm, no humbugging, and feels safe.

Where previous studies into the experience of boarding schools for young people showed a need for flexible room spaces that might allow for shared sleeping arrangements (Whettingsteel, 2020), codesign activities in this project strongly validated the desire for single (or couple) occupancy units; spaces where young people could temporarily separate from difficult home lives to focus on their longer term goals. Young people were attracted to the idea of their own small unit as a "template" from which to build a good life, training them to live independently.

It is worth noting that in testing of prototypes, young people from outside of Broome found the idea of an independent unit a still desirable, but more challenging prospect. This can be supported by ensuring that investment in well designed social spaces is prioritised,

and building in role modelling and peer support for young people (see Design principle 6: role modelling). Options to support young people who struggle being alone will need to be included.

This design principle of 'calm space' should also be taken into account in consideration of the location of the Foyer, with some physical separation from the parts of Broome that experience the highest levels of antisocial behaviour being desirable for young people, even if this means further distance from work, school and other activities.

The codesign process tested the 'House Rules' currently utlised by Foyer Oxford and these were broadly validated by young people and service providers as appropriate for the Broome context, and necessary for the realisation of a safe space for young people.

"Home is where you can take a breath"
– Young person in interviews

"Home is a place of peace, no stress"
– Young person in Young person in interviews

"Home is family, the beach, and a place where I am safe and feel centred"
– Young person in design team

"I can connect with family and work on myself"
– Young person in interviews

"To finally stay put in one place means alot to me because I can feel like myself in a way."
– Foyer Oxford resident

"I am very comfortable at Foyer. it is my safe space. Love being at home. I rather stay home than going out and about."
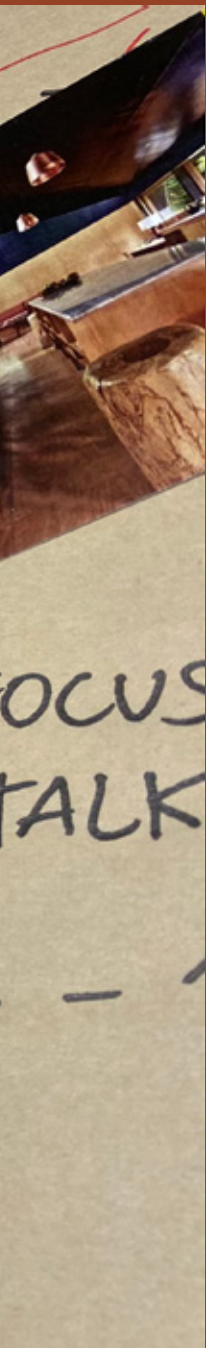**– Foyer Oxford resident**

"Home is when you do you."
– ex Foyer Oxford resident Foyer from Fitzroy Crossing

Card sorts for the built form as part of codesign

Alcohol

Most Foyer sites are not 'dry', despite some risk that this brings. They recognise their role as assisting young people to navigate into adult worlds, and that includes managing alcohol as part of the social life of many young people.

Young people encountered through this codesign process were adamant that this should not be the case with a Foyer in Broome, even when the motivation for a dry site was probed by the Design team. Young people suggested that banning alcohol from the premise was one very important means to maintain safety. This likely reflects experiences of problematic alcohol and drug use within local communities, and a wider acceptance of 'dry' spaces within the community.

Managing the boundary of family obligation

One challenge for young people in maintaining a space of calm and focus was their ability to manage the boundary of family obligation. With family members seeking short term accommodation, and widespread overcrowding in the region, it is normal for cultural obligations to extend to housing family members for short periods of time. Whilst older people can manage this boundary to avoid outcomes of anti-social behaviour, it can be almost impossible, and against cultural protocol for young people to do so.

As such the ability for the Foyer to take responsibility for not allowing guests to enter the facility was widely recommended by workshop participants, both service providers (Aboriginal and non-Aboriginal) and young people. In this way, young people can "make the service the bad guy" to maintain a safe and focused space. Some consideration was given to providing onsite short stay options for family members, but young people in codesign workshops responded negatively to the idea. Service providers preferred the option of partnering with other providers, particularly MercyCare, which delivers the Broome Aboriginal Short Stay Accommodation, to meet this need.

Foyer Oxford has found some success in the use of individualised and adaptable 'Visitor Agreements' to give young people control over how the service manages visitor requests.

Ensuring strong cultural governance will be important for creating the cultural authorisation for this service practice.

Leah still goes back to her Uncles to be with family all the time, but she has her own place to come back to. She's decided that for a while she doesn't want family to visit her at Foyer, so she makes a visitor agreement. The Foyer staff can tell visitors that they can't come in. Leah can change the agreement later.

Making this principle real

Consider the need for 'calm', 'safe' spaces in the built form of a Broome Foyer, particularly in privacy, both physical and auditory (sound).

Focus on a balanced mix of young people's needs to ensure that the Foyer community remains safe and stable.

Make the Foyer drug and alcohol free, at least in initial stages.

Allow the development of Visitor Agreements in negotiation with young people and the Foyer.

Design in the ability for Foyer to manage visitors through staffing and built form.

Develop partnership with the Broome Aboriginal Short Stay Accommodation to provide options for visiting family members.

5. The security of available support

Developing a congregate housing model in a place like Broome is likely to see a team managing complex interactions between previous trauma, mental health conditions, the interaction of family and community, domestic violence, alcohol and other drugs, and the experience of navigating living off country and outside of community.

Service providers who identified potential 'hypothetical' referrals for the Foyer project identified significant support needs amongst young people likely to be referred to the Broome Foyer. The ability to attract and retain highly trained support staff remains a challenge in the Kimberley.

24/7 Support

As a result, codesign participants and design team members strongly recommended lower case loads than were present in metro Foyer projects, and 24/7 staffing provision was almost universally suggested. Foyer Oxford operates with 2 staff members rostered overnight, however a much larger provision (98 apartments) allows the economy of scale to support this staffing.

Other housing models in this space like Dandjoo Darbalung (St Catherine's Student housing for Aboriginal young people at the University of Western Australia) and Broome Aboriginal Short Stay Accommodation, achieve 24/7 provision through a combination of overnight team members, and live-in onsite support. Dandjoo Darbalung utlises formalised Resident Advisors from a mainstream student

Leah works with Colleen to learn how to look after her apartment and cook for herself - she totally stuffs up Spaghetti and sets the smoke alarm off, but she'll do better next time.

population for casual support. It is recommended that the Broome Foyer utilise one overnight staff member with a concierge or security focus, with formalised resident advisors offering informal support in the evening. For more critical overnight supports, the provision of support staff who live onsite and are rostered to provide an on-call service could be considered.

Literacy and numeracy support

Service providers in codesign workshops described needs related to poor literacy and numeracy amongst young people who would access Foyer like support. Many of the codesign activities were adapted for young people to allow for low literacy. For collaboration in areas outside of Broome, levels of literacy amongst young people engaged were lower again. There was a view that existing literacy and numeracy coaching services struggled to meet demand, and that volunteer based literacy coaching had not succeeded in the past. To achieve outcomes in employment and training, the Broome Foyer might consider a specialist paid provision for this coaching. The Broome Foyer will also need to consider service information, processes and wayfinding that are not reliant on proficient English literacy.

Independent Living Skills

The provision of support around independent living skills is common in supported housing provision. This need is likely greater among young people who have lived experience of overcrowded housing. Foyer Oxford identifies care leavers as some of those with the lowest levels of independent living skills. Codesign participants identified the development of these skills as an essential part of provision in the Broome context. In particular, financial management was repeatedly mentioned. Young people identified that that the built form of apartments could provide a 'template' that intuitively assisted them to understand where to put things and how to manage a property. Property management will need to have an education role, rather than just a property standards role, as it does in other Foyer provision.

Access to the arts

A number of the projects that were most successful in engaging Aboriginal young people had retained a focus on the arts. Dandjoo Darbalung engaged the whole Aboriginal student body in the creation of wall sized canvas murals, depicting the six Nyoongar Seasons, for example. These canvases became part of the cultural form of the spaces that young people accessed, or they were commissioned by partners. "Message sticks" made of glass by students were provided to every visitor to the space as a token of welcome. Foyer Oxford's Beat Mat program has become one of their most successful development opportunities, engaging young people in musical expression. A Broome Foyer should consider joint artworks as a means of recognising Aboriginal culture, for mindfulness and emotional regulation, and for internal community cohesion.

Potential Staffing Model

Consortium Partner Steering Group

Foyer Manager

- **Giving the leadership that makes sure the Foyer can provide the right opportunities to help young people to thrive**
- Supporting all the all the staff at the Foyer
- Working with Cultural Governance group to keep Foyer connected to the Aboriginal community
- Being proactive in finding new partnerships so young people can get jobs and housing
- Some overnight oncall support provision

Tenancy Management

- **Supportive property management function to ensure tenancy law upheld**
- Housing side intake, rent inspections, rental income
- Providing informal independent living skills advice and education

Cultural Governance – Elders and Leaders
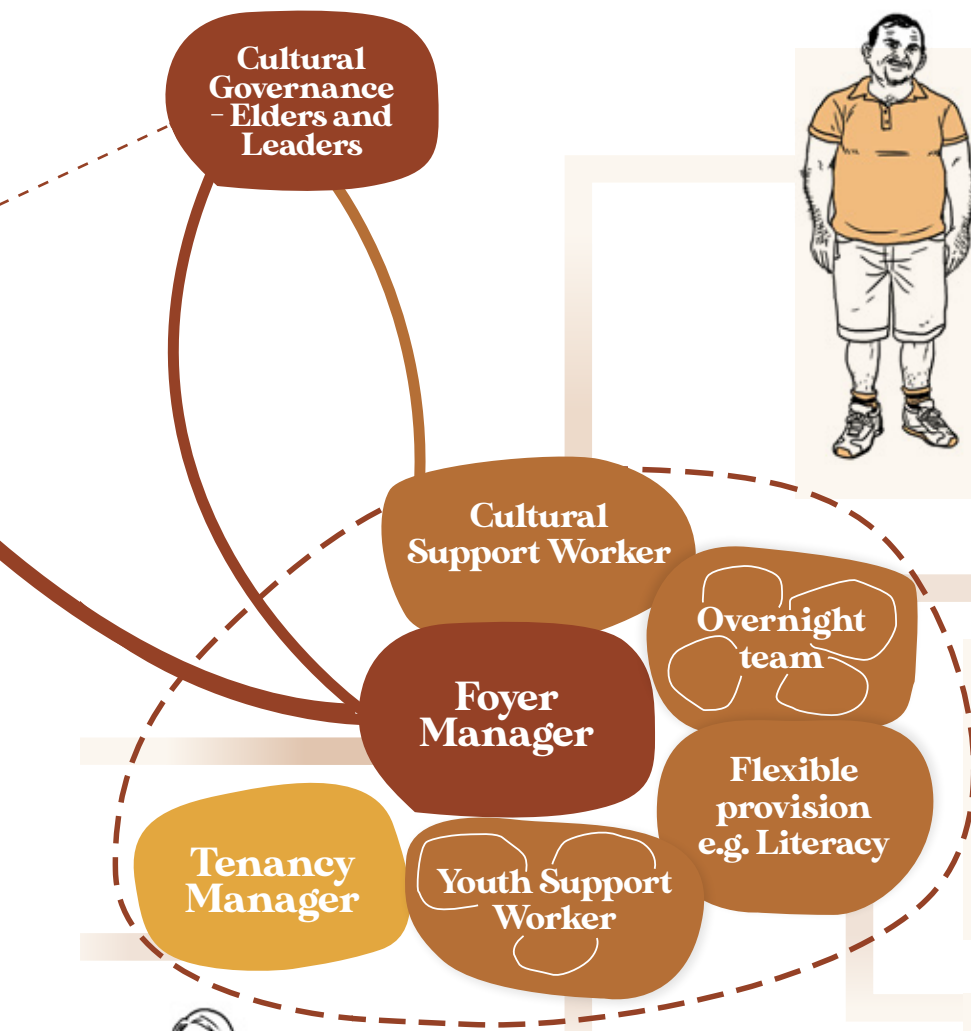
Cultural Support Worker

- **Supporting young people to make connections to family, community and cultural support and activities**
- Helping the whole Foyer team to work in culturally secure ways
- Providing practical assistance to help young people to engage in culturally important activities
- Running activities that recognise the importance of culture
- Working with case managers in a joined-up way

Cultural Support Worker

Overnight team

Foyer Manager

Flexible provision e.g. Literacy

Tenancy Manager

Youth Support Worker

Overnight team

- **Security focused Concierge team to maintain safe and supportive environment on weekends**
- Potential to outsource to private provider, or work in conjunction with Broome Aboriginal Short Stay

Flexible provision

- **Funded position that can be adapted over time to meet particular specialist needs**
- Current identified needs through codesign may be:
    - Numeracy and Literacy
    - Community arts

Youth Support Worker

- **Providing one to one support to young people**
- Assessing new applications to the Foyer
- Introducing young people to the Foyer and how it works
- Helping young people find work and education options
- Independent living skills development
- Giving practical support around Mental Health and other challenges
- Referral and collaboration with other services
- Some overnight oncall support provision

Young people provide feedback on staffing roles

Making this principle real

Provide 24/7 staffing onsite at the Broome Foyer supported by formalised resident advisors and on on-call support from live-in staff.

Ensure the provision of at least 3 'key worker' units to be utlised by Foyer team members

Build mainstream student accommodation into the service mix, up to 10 units, to eventually be taken over by 'graduating' Foyer residents.

Create a focus on literacy and numeracy support for young people, either through volunteers or professional tutors.

Provide independent living skills options as an area of development for Broome Foyer residents.

Provide access to the arts as a way of recognising Aboriginal culture within the Broome Foyer, and for internal community cohesion.

6. Role modelling: strength through peers

Peer support, and in particular, role modelling presented as a much stronger design principle in this codesign project than any other that the facilitators had experienced.

Part of Foyer Oxford's strength in service delivery is the informal connection between peers, but young people there describe that experience as between young people on equal footing. For those Aboriginal young people from rural areas who had stayed at Foyer Oxford, many had described the peer support and community they had built as one of the most positive components.

In Broome interviews, young people described the instrumental role that role models had played in their own development. Others in codesign described the importance of people they could look up to, potentially slightly older than them, from their own communities. These could either be fellow residents or staff members, engaged formally or informally. Service providers identified a number of strong local service delivery mechanisms that utlised peer role models. A facilitators observation was that the transition of young people from service users to service workers was much more desirable, intentional, and recognised than in similar Perth based service delivery.

Informal role modelling through 'mainstream' units

One mechanism that could support role modelling, as well as the long-term financial viability of the project, is the provision of mainstream student or young worker accommodation onsite at the Foyer. In the early stages of the project, this could be let to local mainstream university students from Notre Dame, young people already working in the local service system or others needing rental accommodation. It has been suggested that young people from the Empowered Young Leaders network could also fulfil this role. In later years, these units could see Foyer residents 'mainstreamed' into unsupported (or very limited support) accommodation. The interaction of non-supported residents with Foyer residents may hold some of the desired role modelling.

Resident advisors

Foyer provisions have not traditionally utilised the resident advisor systems that are prevalent in student housing settings. This may be partially explained by the complexity of need amongst Foyer residents. The desire for peer support and role models, as well as the potential employment avenues for young people, speak to a need to explore the model further for a Foyer in Broome.

Young people involved in the project expressed the usefulness of Social and Emotional Wellbeing worker training undertaken by Headspace as a means of developing the boundaries necessary to maintain one's own wellbeing while being a support to others, and that this had been part of their longer term success.

Leah meets a lot of other residents, they come from similar situations to her, but there are also people from the Uni who have accommodation. They can sometimes give good advice on school work, and other stuff.

Leah excels in the workplace, and she's a great tenant at Foyer, so Sam, the Foyer Manager, asks if she'd like to become one of the Resident Advisors. She gets training and can mentor some of the newer Foyer young people as they come in.

However, Dandjoo Darbalung had some challenges in engaging Aboriginal young people in wanting to be resident advisors and as a result most resident advisors were non-indigenous. Foyer Oxford team members described peer support programs as complex, and needing resourcing, with risks around creating a power clique amongst residents. Future design should consider these challenges, so that a successful model can be created.

Resident advisors would need to have a very clear and limited role in the provision of a Foyer, so that they were not overwhelmed by complex demands. Clear boundaries and avenues of formal support would need to be identified, as well as clarity about when escalation to paid staff members is necessary.

Peer support in transition

The challenges for young people moving from smaller communities to the Foyer could also be supported through intentional peer connection. At Dandjoo Darbalung, young people often found that they had a smoother transition if someone from their community was already a resident. In initial stages it may be preferrable to accept young people from smaller communities in pairs, so that this support can be scaffolded for successful transition. Once critical mass is achieved, peer supports of this sort might happen informally.

Design team visiting Broome Aboriginal Short Stay Accommodation

Making this principle real

Create a mix of informal and formal opportunities for young people to become mentors for others.

Utilise 'mainstream' units within the Foyer for housing non-supported residents.

Recruit local people for employment within the Foyer, represent the local community in the staffing mix, including younger workers.

Build 'Resident Advisor' roles into the Foyer delivery to provide informal after hours support and role modelling.

Consider accepting young people from smaller communities in pairs to enable successful transitions to the Foyer.

7. Entrepreneurial in uncovering opportunity

The same conditions that create the expressed need for a Foyer type service in Broome, a lack of local housing, also creates one the greatest barriers to long term success. The service journey frame pictured here was one of the only frames to receive negative responses from codesign participants, not because it showed an undesirable outcome, but that the idea that young people might secure independent private rental accommodation on exit from the Foyer seemed unrealistic. Very few young people could identify Aboriginal peers who had secured shared housing in the private rental market (though exceptions were present).

Meeting gaps in housing

In metropolitan areas, Foyer projects are able to rely on a larger housing market to create exit opportunities for young people who have the capability to live independently, no longer needing the intensive service delivery that Foyer projects provide.. In the Broome housing market, this would be a challenging premise.

A Foyer in Broome, and particularly its Manager and consortium members, would need to pursue a much more entrepreneurial approach to the provision of mainstream housing in the Kimberley. This would include seeking out new opportunities for housing that might create exit points for young people leaving the Foyer. The provision of some mainstream

After 2 years, Leah decides to move out of the Foyer with a friend who also lives at Foyer Broome, they find a two bedroom unit that is just within their price range.

Responding to prototype service model

student housing onsite at the Foyer, with pathways for young people to take on resident advisor roles, would meet some of this need, but would soon be overwhelmed by demand.

The entrepreneurialism would also need to extend to the development of new work and education opportunities. In this space, partnership is a useful avenue for opportunity development with a number of local players, including consortium member Nirrumbuk, taking on roles in education, training and employment development.

Making this principle real

Build a requirement to pursue the development of housing and employment opportunities into consortium MOU's

Select a Foyer manager with entrepreneurial capabilities

Focus the Foyer on having a 'system role' that includes advocating for further housing developments

Work closely with Department of Communities teams to consider long term housing opportunities

Build strong relationships with local business and other labour market opportunities

Future Design Needs

This codesign process was targeted at identifying the conceptual model needed to adapt Foyer-like service delivery to a Broome context.
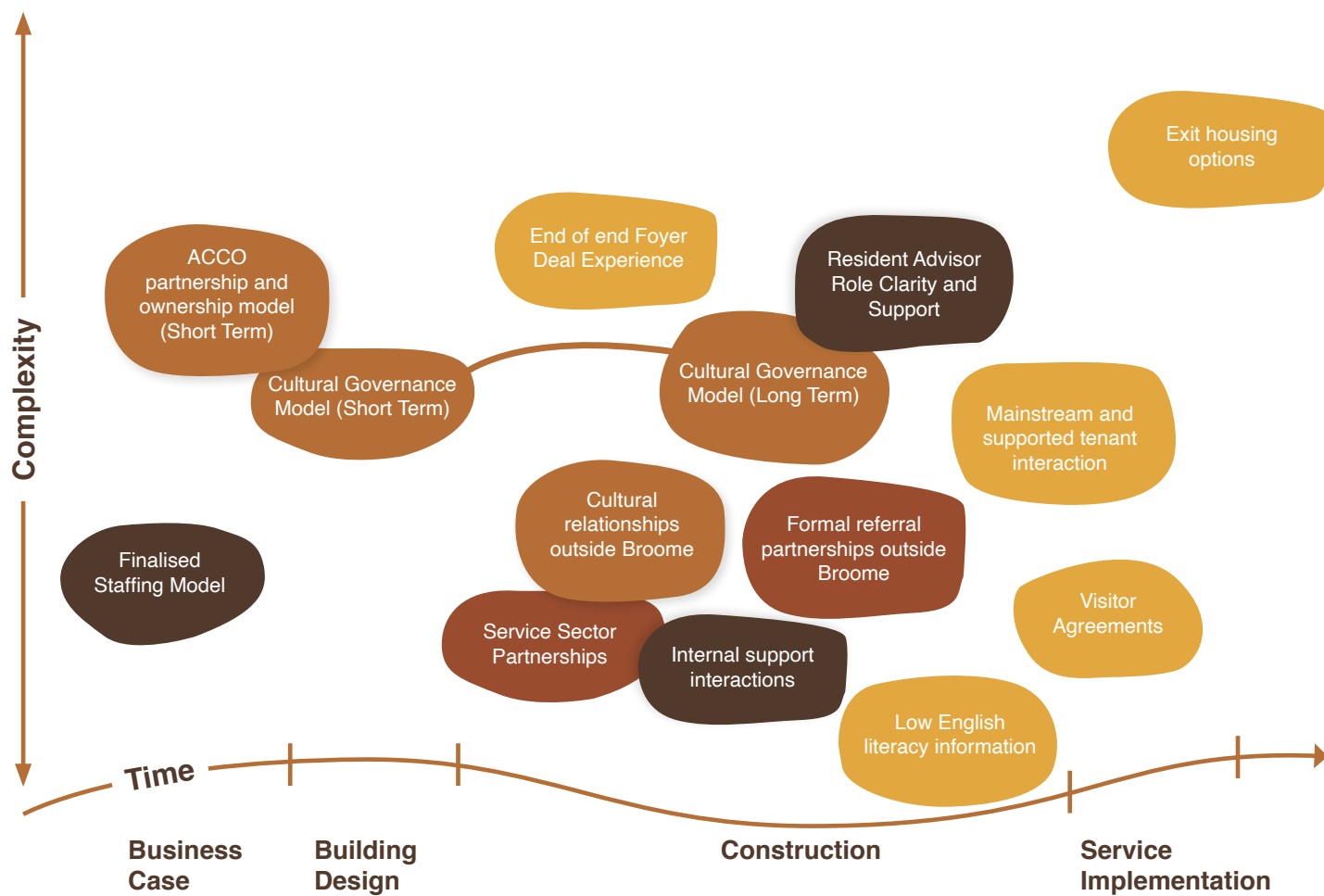
Should providers move towards implementation, a number of the principles and methods identified within this report will need to be brought to life. Whilst many of these initiatives are based on the best available literature, practice knowledge and lived experience of those local to Broome, given the time constraints of this codesign project, none of the elements could be prototyped in practice. Instead, the project sought feedback on the concepts and initiatives utilising hypothetical methods, and visual storytelling. Some of those are complex initiatives and for those, there is no substitute for live testing in practice, to develop the detailed design required for robust implementation and long term outcomes. Opportunities to design and 'live prototype' the initiatives should be sought by consortium members. This can be achieved in many ways; consortium partners could explore some of the initiatives by implementation with Foyer Oxford's Aboriginal cohorts, partners in Broome may agree to implement an initiative for collective learning, or the consortium may choose to implement a smaller scale trial Foyer within existing accommodation during a construction phase.

The following initiatives are those that require the most significant detailed design or development:

- Referral and application information that does not require English literacy
- The end to end experience of implementing a Foyer deal that includes young people's cultural and familial connections. This includes the practical methods for reviewing the deal, and how a three way deal operates when a young person is unable to 'meet their side'.
- The models for short and long term cultural governance in Broome.
- Relationships with cultural leadership in towns outside of Broome.
- Identifying formal referral partners outside of Broome.
- Aboriginal Community Controlled Organisation partnership and/or ownership model.
- Partnerships with other organisations that ensure a holistic support offer, particularly in mental health and employment and training.
- Visitor agreements that are culturally supported.
- The interaction of cultural support with youth support (case management) activities
- Finalisation of staffing model.
- Resident advisor role clarity, boundaries and support systems.
- Considering the interactions between mainstream and supported tenants with the Foyer
- Exit housing options

Proposed timing of future design activities

Complexity

Time

ACCO partnership and ownership model (Short Term)

Cultural Governance Model (Short Term)

End of end Foyer Deal Experience

Cultural Governance Model (Long Term)

Resident Advisor Role Clarity and Support

Exit housing options

Mainstream and supported tenant interaction

Finalised Staffing Model

Cultural relationships outside Broome

Formal referral partnerships outside Broome

Visitor Agreements

Service Sector Partnerships

Internal support interactions

Low English literacy information

Business Case

Building Design

Construction

Service Implementation

Key
Cultural Governance
Young person touchpoints
Partnerships
Team roles

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