
G Housing and homelessness services sector summary

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Attachment tables

Attachment tables are identified in references throughout this sector summary by a 'GA' suffix (for example, table GA.3). A full list of attachment tables is provided at the end of this sector summary, and the attachment tables are available on the Review website at www.pc.gov.au/gsp.

Introduction

This sector summary provides an introduction to the 'Housing' (chapter 16) and 'Homelessness services' (chapter 17) chapters of this Report. It provides an overview of the 'housing and homelessness' sector, presenting both contextual information and high level performance information.

Major improvements in reporting on housing and homelessness this year are identified in each of the service-specific housing and homelessness chapters.

Housing assistance and services to people who are homeless and at risk of homelessness are closely interconnected:

The concepts of ‘homelessness’ and ‘housing’ are culturally bound, and ... in order to define homelessness it is necessary to identify shared community standards about minimum housing (Homelessness Australia 2010).

This is reflected in the National Affordable Housing Agreement (NAHA), which is focussed on achieving improved housing outcomes for all Australians and funds many housing and homelessness services (COAG 2008a).

Shelter is a fundamental human need, and housing assistance is an important element of governments’ social policy and welfare frameworks. Australian, State and Territory governments — both together and separately — assist people to meet their housing needs through direct services, funding support and other initiatives, including assistance for people who are homeless or at risk of homelessness (AIHW 2010). Many non-government organisations also provide housing assistance and services to people who are homeless or at risk of homelessness (National Homelessness Information Clearinghouse 2010).

Sector scope

This Report includes detailed information on six specific services currently in operation in Australia (box G.1). Public housing, State owned and managed Indigenous housing (SOMIH), Community housing, Indigenous community housing (ICH) and Commonwealth Rent Assistance (CRA) are reported in chapter 16. Homelessness services provided under the Supported Accommodation Assistance Program (SAAP) are reported in chapter 17.¹

Governments also provide housing support through various forms of home purchase assistance and other private rental assistance, but these are not considered in detail in this Report (see appendix G.1).

‘Social housing’ is a broad term that includes public housing, SOMIH, community housing, Indigenous community housing and crisis and transitional housing. Crisis and transitional housing are not separately identified in this Report, but may be indirectly reported for some jurisdictions through other forms of social housing. In this sector summary, ‘housing assistance’ refers to social housing plus CRA.

¹ Government funded or provided Specialist Homelessness Services (SHS) will be reported in Chapter 17 of future editions of this Report, when data are available.

Box G.1 Housing and homelessness services sector activities

This Report focuses on services provided under the NAHA (and formerly the Commonwealth State Housing Agreement and SAAP V agreement):

- *Public housing*: dwellings owned (or leased) and managed by State and Territory housing authorities to provide affordable rental accommodation.
- *State owned and managed Indigenous housing*: dwellings owned and managed by State housing authorities that are allocated only to Indigenous households.
- *Community housing*: rental housing provided for low to moderate income or special needs households, managed by community based organisations that have received capital or recurrent subsidy from government. Community housing models vary across jurisdictions, and the housing stock may be owned by a variety of groups including local government.
- *Indigenous community housing*: dwellings owned or leased and managed by ICH organisations and community councils in major cities, regional and remote areas.
- *Commonwealth Rent Assistance*: a non taxable income support supplement paid by the Australian Government to income support recipients or people who receive more than the base rate of the Family Tax Benefit Part A and who rent in the private rental market.
- *Supported Accommodation Assistance Program and Specialist Homelessness Services (SHS)*: provide assistance to individuals and families who are homeless or at risk of becoming homeless to enhance personal or family functioning. The SAAP V agreement ceased operation on 31 December 2008 and was replaced by the NAHA on 1 January 2009. This Report presents data for SAAP-like services, as data for specialist homelessness services (under NAHA) are not yet available.

Source: Chapters 16 and 17.

The term ‘homelessness’ can be used to describe the extent to which housing needs are unmet, including people without conventional accommodation and those staying in accommodation that is below minimum community standards (box G.2).

Box G.2 Scope of homelessness

The most widely accepted, broad definition of homelessness describes three categories of homelessness:

- *Primary homelessness* is experienced by people without conventional accommodation (for example, sleeping rough or in improvised dwellings).
- *Secondary homelessness* is experienced by people who frequently move from one temporary shelter to another (for example, emergency accommodation, youth refuges, 'couch surfing').
- *Tertiary homelessness* is experienced by people staying in accommodation that is below minimum community standards (for example, boarding housing and caravan parks).

The Commonwealth Advisory Committee on Homelessness adopted tertiary homelessness (incorporating primary and secondary homelessness) as the general definition of homelessness. This broad definition differs from the SAAP-specific definition of a 'homeless person' in chapter 17:

A person who does not have access to safe, secure and adequate housing. A person is considered to not have such access if the only housing to which he or she has access:

- has damaged, or is likely to damage, the person's health
- threatens the person's safety
- marginalises the person by failing to provide access to adequate personal amenities or the economic and social supports that a home normally affords
- places the person in circumstances that threaten or adversely affect the adequacy, safety, security and affordability of that housing
- is of unsecured tenure.

A person is also considered homeless if living in accommodation provided by a SAAP agency or some other form of emergency accommodation.

Source: Chamberlain & MacKenzie (2008); Homelessness Australia (2010); Chapter 17.

Social and economic factors affecting demand for services

Factors that create a need for housing and homelessness services include shortage of affordable housing, long term unemployment and financial hardship, mental health issues, substance abuse and family and relationship breakdown. Among women, domestic and family violence is the main reason for seeking help from specialist homelessness services (Homelessness Taskforce 2008, p.viii).

Government assistance, as well as a range of other factors, influence housing and homelessness outcomes. Appendix G.1 presents information on some of these

factors, including housing affordability and home ownership, to provide context for government assistance in the sector.

Profile

Detailed profiles for each of the six services comprising the housing and homelessness services sector are reported in chapters 16 and 17, and cover:

- size and scope of the individual service types
- roles and responsibilities of each level of government
- funding and expenditure.

Descriptive statistics

Descriptive statistics for the housing and homelessness sector are included in table G.1. Additional descriptive data for each jurisdiction are presented in tables GA.2–GA.4.

Funding

The NAHA provides funding for housing and homelessness services. NAHA funding is based on outcomes rather than tied to programs, so it is not possible to identify funding used for specific programs. In 2009-10, the Australian Government provided \$2.1 billion to State and Territory governments for housing and homelessness services through the NAHA Specific Purpose Payment (SPP) and related National Partnership agreements (Social Housing, Homelessness and Remote Indigenous Housing) (table GA.5).

Expenditure data presented in table G.1 reflect Australian, State and Territory government expenditure for housing and homelessness services in 2008-09. More information on government expenditure can be found in chapters 16 and 17.

Table G.1 Housing and homelessness services sector, descriptive statistics, Australia, 2008-09^{a, b}

	<i>PH</i>	<i>SOMIH</i>	<i>CH</i>	<i>ICH^c</i>	<i>CRA^d</i>	<i>SAAP</i>	<i>Total</i>
Net recurrent expenditure (\$m)	2 141.8	78.1	361.5	73.0	2 621.4	413.6	5 657.6
No. dwellings	336 464	12 056	43 739	19 607	..	..	..
No. clients ('000)	..	..	..	..	1 038	126	..
Average cost of providing assistance:							
per dwelling (\$)	6 366	8 484	8289	5 256	..	..	..
per client (\$)	..	..	..	..	2 525	3 288	..

PH = Public housing; **SOMIH** = State owned and managed Indigenous housing; **CH** = Community housing; **ICH** = Indigenous community housing; **CRA** = Commonwealth Rent Assistance; **SAAP** = Supported Accommodation Assistance Program.

^a Data for 2009-10 are available for PH, SOMIH, CRA and SAAP and these are presented in chapters 16 and 17. ^b Data may not be comparable across jurisdictions or service areas and comparisons could be misleading. Chapters 16 and 17 provide further information. ^c Data for ICH are likely to be underestimated because complete data were not available for all jurisdictions. The number of ICH dwellings presented are all funded dwellings, but the average cost per ICH dwelling reflects dwellings for which details are known. Nationally in 2008-09, there were 13 888 dwellings for which details were known. ^d Income units for CRA are presented as 'clients'. .. Not applicable.

Source: Chapters 16 and 17; table GA.1.

Service-sector objectives

The overarching service sector objectives in box G.3 draw together the objectives from each of the six specific services, as well as reflecting the objectives set out in the NAHA. More detailed objectives can be found in chapters 16 (housing) and 17 (homelessness services).

Box G.3 Objectives for housing assistance and homelessness services

The overarching objective of housing assistance and homelessness services is that all Australians have access to affordable, safe and sustainable housing that contributes to social and economic participation. Further, government services are to be provided in a collaborative, equitable and efficient manner.

The specific objectives of the services that comprise the housing and homelessness services sector are summarised below:

- *Public housing, SOMIH, and community housing* aim to assist people unable to access alternative suitable housing options, through the delivery of affordable, appropriate, flexible and diverse social housing. *Indigenous community housing* aims are similar, and aim to contribute to Indigenous community wellbeing (chapter 16)
- *CRA* aims to assist with the cost of renting private housing for low and middle-income individuals in receipt of income support or family assistance payments (chapter 16)
- *SAAP/specialist homelessness services* aim to provide transitional supported accommodation and a range of related support services, to help people who are homeless or at imminent risk of homelessness to achieve self-reliance and independence (chapter 17).

Source: COAG (2008a), Chapters 16 and 17.

Headline performance indicator framework

Each of the six services in the housing and homelessness sector have a performance indicator framework that reflects the process used by service providers to transform inputs into outputs and outcomes in order to achieve desired policy and program objectives (see chapters 16 and 17). This sector summary includes a headline performance indicator framework with key performance indicators that relate to the overarching service sector objectives (figure G.1).

The headline performance indicator framework is made up of the following elements:

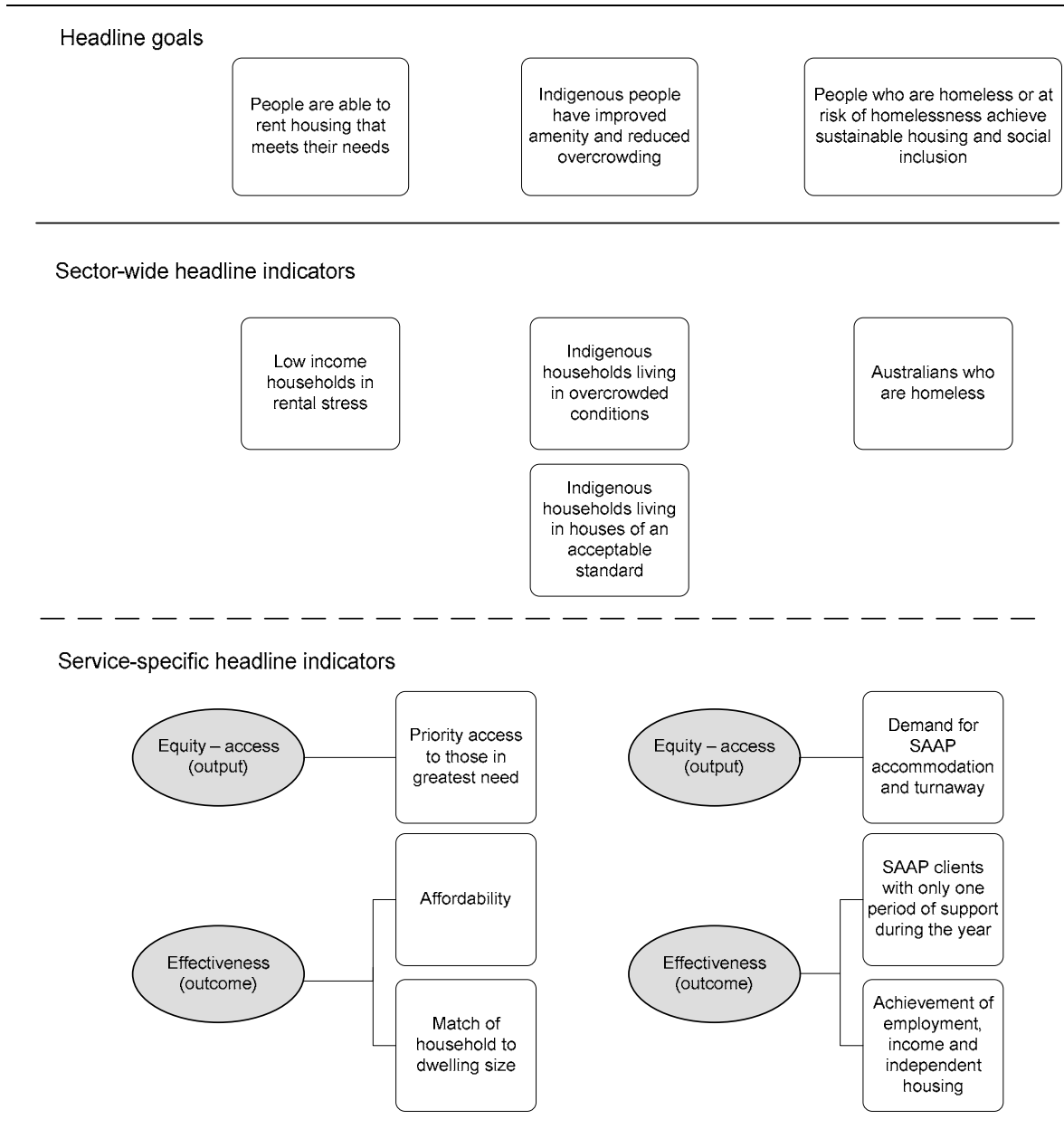
- **Headline goals** — three headline goals are based on the key objectives of housing and homelessness services and reflect the outcomes in the NAHA.
- **Sector-wide headline indicators** — four sector-wide headline indicators reflect high level indicators identified in the NAHA and the National Partnership Agreement on Homelessness.

-
- Service specific headline indicators — six high level indicators are drawn from the five service specific indicator frameworks in the housing and homelessness chapters (chapters 16 and 17). These frameworks reflect the equity, effectiveness and efficiency elements of RoGS performance reporting, and include output and outcome indicators.

Summary data for sector-wide headline indicators and service specific headline indicators are reported in this sector summary. Chapters 16 and 17 and their associated attachment tables provide further information, including:

- additional performance indicators
- additional disaggregation of many indicators by Indigenous status, remoteness, disability, language background, sex and age.

Figure G.1 Housing and homelessness services headline performance indicator framework



Sector-wide headline performance indicators

This section includes high level indicators of housing and homelessness outcomes. Many factors are likely to influence these outcomes — not just the performance of government services. However, these outcomes inform the development of appropriate policies and the delivery of government services.

Low income households in rental stress

‘Low income households in rental stress’ is an indicator of governments’ objective to provide affordable housing to assist people who are unable to access suitable housing (box G.4).

Box G.4 Low income households in rental stress

‘Low income households in rental stress’ is defined as the proportion of low income households spending more than 30 per cent of their gross household income on rent.

Low income households are defined as those in the bottom 40 per cent of equivalised disposable household incomes (that is, the bottom two income quintiles). Equivalised disposable income is an indicator of disposable household income after taking into account household size and composition (ABS 2010a). Household income and rent expenditure exclude Commonwealth Rent Assistance.

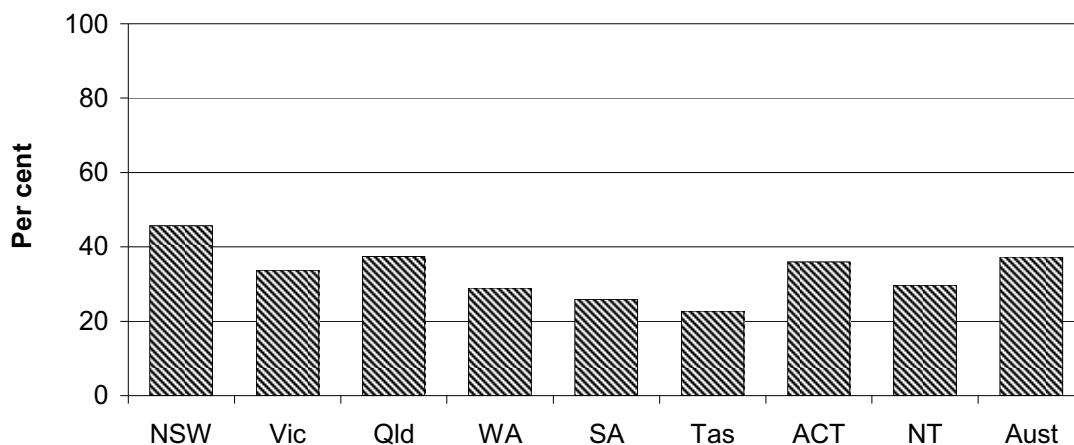
A low or decreasing proportion of households in rental stress implies greater housing affordability.

The ‘affordability’ indicators for public housing and SOMIH, community housing, Indigenous community housing and CRA (chapter 16) provide additional information on rental stress in social housing and for those receiving CRA.

Data reported for this indicator are comparable and complete. Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2011.

Nationally, 37.2 per cent of low income households were in rental stress in 2007-08, but this varied across jurisdictions (figure G.2).

Figure G.2 Proportion of low income households in rental stress, 2007-08



Source: ABS (unpublished) *Survey of Income and Housing 2007-08*; table GA.6.

Indigenous households living in overcrowded conditions

'Indigenous households living in overcrowded conditions' is an indicator of governments' objective to ensure all Australians have access to affordable, safe, appropriate and sustainable housing (box G.5). Governments have a specific interest in improving the amenity and reducing overcrowding for Indigenous people, particularly those living in remote and discrete communities (COAG 2008a).

Box G.5 Indigenous households living in overcrowded conditions

'Indigenous households living in overcrowded conditions' is defined as the proportion of Indigenous households living in overcrowded conditions. Overcrowding is deemed to occur if one or more bedrooms are required to meet the Canadian National Occupancy Standard.

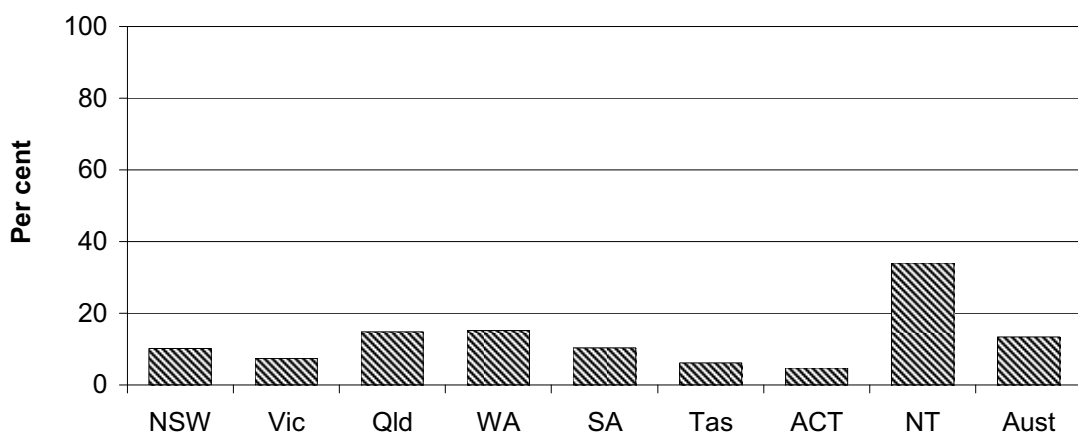
A low or decreasing proportion of households living in overcrowded conditions is desirable.

'Match of dwelling to household size' indicators for public housing and SOMIH, community housing and Indigenous community housing (chapter 16) provide additional relevant information on overcrowding in social housing.

Data for this indicator are neither comparable nor complete. Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2011.

Overcrowding is a particular issue for Indigenous households, as a much higher proportion of Indigenous people live in overcrowded conditions than other Australians (SCRGSP 2009). Nationally in 2008, 13.4 per cent of Indigenous households were living in overcrowded conditions (figure G.3).

Figure G.3 Proportion of Indigenous households living in overcrowded conditions, 2008



Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey 2008*; table GA.7.

Indigenous households living in houses of an acceptable standard

'Indigenous households living in houses of an acceptable standard' is an indicator of governments' objective to ensure all Australians have access to affordable, safe and sustainable housing (box G.6). Governments have a specific interest in improving the amenity and reducing overcrowding for Indigenous people, particularly those living in remote and discrete communities, and those in social housing (COAG 2008a).

Box G.6 Indigenous households living in houses of an acceptable standard

'Indigenous households living in houses of an acceptable standard' is defined as the proportion of households living in houses of an acceptable standard. Two measures are reported:

- proportion of Indigenous households living in houses of an acceptable standard
- proportion of Indigenous households living in social housing of an acceptable standard.

A house is assessed as being of an acceptable standard if it has all four basic facilities working: for washing people; for washing clothes/bedding; for storing/preparing food; and sewerage; and not more than two major structural problems.

A high or increasing proportion of Indigenous households living in houses of an acceptable standard is desirable.

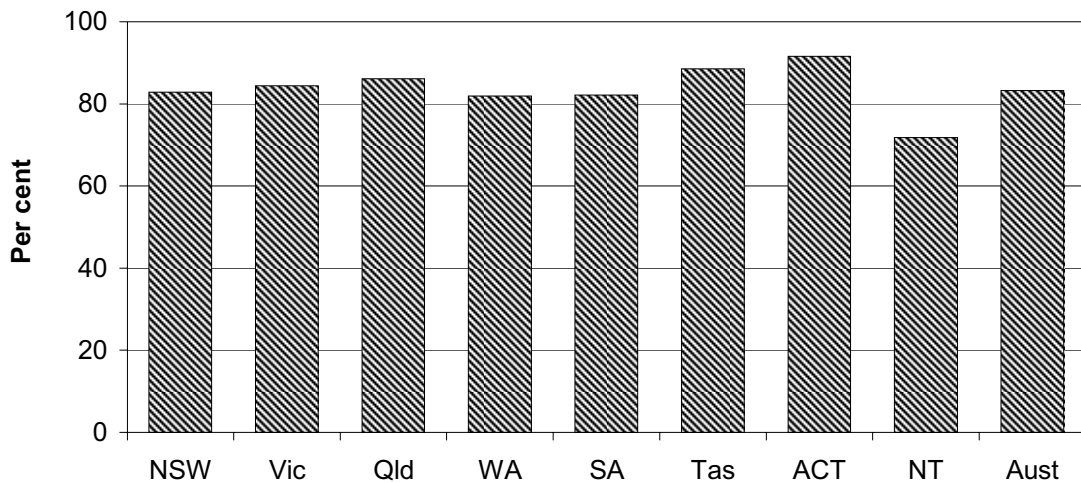
Information relating to 'amenity/location' for public housing, SOMIH and community housing, and 'dwelling condition' and 'connection to water, sewerage and electricity' for Indigenous community housing are presented in chapter 16.

Data for this indicator are comparable but not complete. Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2011.

Data for this indicator are reported for Indigenous households living in households of an acceptable standard, as there are currently no data available for reporting on acceptable standard for social housing. Australian, State and Territory governments are working to improve reporting on acceptable standard for social housing and additional data may be available for reporting in future reports.

In 2008, 83.2 per cent of Indigenous households were living in houses of an acceptable standard (figure G.4).

Figure G.4 **Proportion of Indigenous households living in houses of an acceptable standard, 2008**



Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey 2008*; table GA.8.

Australians who are homeless

‘Australians who are homeless’ is an indicator of governments’ objective to ensure all Australians have access to affordable, safe and sustainable housing (box G.7).

Box G.7 Australians who are homeless

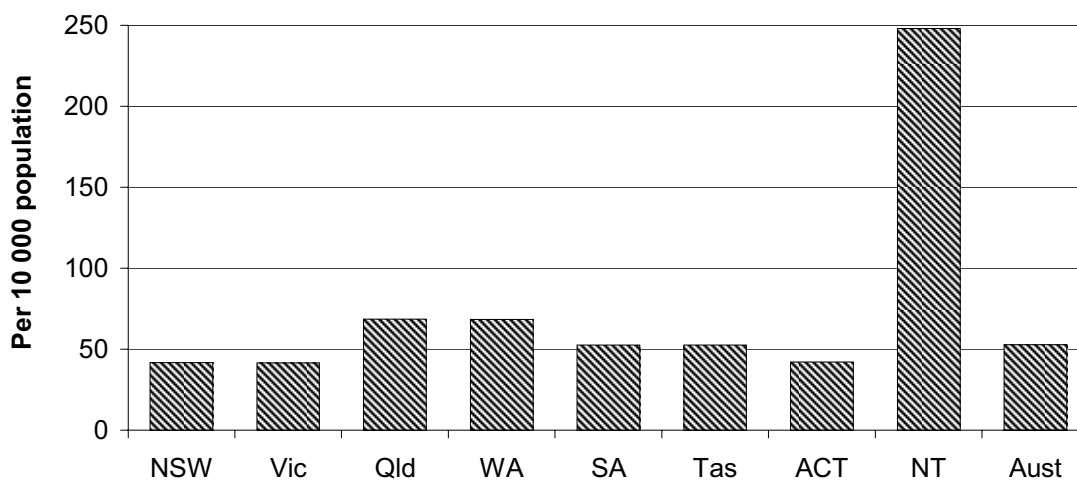
‘Australians who are homeless’ is defined as the proportion of Australians who are homeless (including primary, secondary and tertiary forms of homelessness; see box G.2 for definitions), calculated as number of people who are homeless divided by the number of Australians.

A low or decreasing proportion of Australians who are homeless is desirable.

Data for this indicator are comparable and complete. Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2011.

Nationally in 2006, 52.7 Australians per 10 000 people in the population were homeless on Census night (figure G.5). Of the homeless, an estimated 16 per cent, or 16 375 people, were identified as sleeping rough (Homelessness Taskforce 2008, pp. 4-5; ABS 2007). There are some difficulties associated with identifying and counting homeless people in the population and these data should be interpreted with care.

Figure G.5 Rate of homelessness, 2006 (per 10 000 population)



a Future editions of this Report will include time series data for this measure to identify trends in the homeless population over time.

Source: ABS (2006) *Census of Population and Housing*, Cat. No. 2068.0; AIHW (unpublished) *SAAP Client Collection 2006*; McKenzie and Chamberlain (2006) *National Census of Homeless School Students*, FAHCSIA, Canberra; table GA.9.

Service-specific headline performance indicators

This section includes high level indicators from the five service specific indicator frameworks in the housing and homelessness chapters: public housing and SOMIH (figure 16.3); community housing (figure 16.16); Indigenous community housing (figure 16.23); CRA (figure 16.25); and SAAP services (figure 17.3). The selected indicators reflect the equity and effectiveness elements of the service specific indicator frameworks, and provide a balance of output and outcome indicators.

Housing assistance

The indicators presented in this section are drawn from the public housing and SOMIH, community housing and CRA frameworks in chapter 16.

Priority access to those in greatest need

‘Priority access to those in greatest need’ is an indicator of governments’ objective to provide appropriate, affordable and secure housing to assist people who are unable to access suitable housing (box G.8).

Box G.8 Priority access to those in greatest need

'Priority access to those in greatest need' is defined as the proportion of new allocations of housing to those in greatest need. Greatest need households are defined as households that, at the time of allocation, are either homeless, in housing inappropriate to their needs, or in housing that is adversely affecting their health or placing their life and safety at risk, or that have very high rental housing costs.

Data for this indicator are reported for public housing, SOMIH, and community housing.

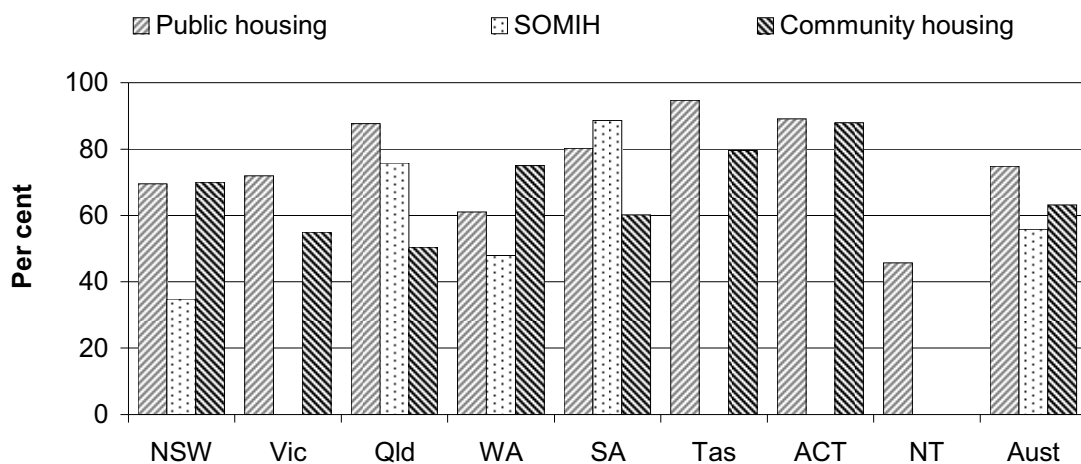
High or increasing values for these measures, particularly for short time frames, indicate a high degree of access for those households in greatest need.

Data reported for this indicator are not directly comparable. Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2011.

Chapter 16 contains further information pertinent to the interpretation of this indicator.

Nationally in 2009-10, 74.9 per cent of new public housing allocations, 55.9 per cent of new SOMIH allocations and 63.1 per cent of new community housing allocations were to those in greatest need (figure G.6).

Figure G.6 Proportion of new allocations to those in greatest need, 2009-10^{a, b}



^a Data may not be comparable across jurisdictions or service areas and comparisons could be misleading.

^b There is no SOMIH in Victoria, ACT and the NT. Data were not available for SOMIH in Tasmania and for community housing in the NT.

Source: Chapter 16; tables 16A.3, 16A.18 and 16A.31.

Affordability

'Affordability' is an indicator of governments' objective to provide affordable housing to assist people who are unable to access suitable housing (box G.9).

Box G.9 Affordability

'Affordability' is defined as tenants' ability to access suitable housing. Two measures of affordability are reported:

- proportion of low income households spending more than 30 per cent of their income in rent, for public housing, SOMIH and community housing
- proportion of CRA income units spending more than 30 per cent of their income on rent, with and without CRA.

There are no measures of affordability defined for Indigenous community housing.

Low income households are those in the bottom 40 per cent of equivalised gross household incomes. Equivalised disposable income is an indicator of disposable household income after taking into account household size and composition (ABS 2010a).

Households in public housing and SOMIH who do not receive rental rebates are included in this measure.

A low or decreasing value implies greater housing affordability.

Data reported for this indicator are neither comparable nor complete. Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2011.

Chapter 16 contains additional measures of affordability and further information pertinent to the interpretation of this indicator.

Income data for some households are not updated annually and this may result in overestimating the proportions of household income spent on rent. Differences in the treatment of CRA in rent assessment (CRA should be excluded, but is included for some households) can affect the comparability of results for community housing.

Nationally in 2009-10, the proportion of low income households spending more than 30 per cent of their income in rent was 1.3 per cent for public housing, 0.8 per cent for SOMIH and 18.4 per cent for community housing (table G.2).

In 2010, the payment of CRA reduced the proportion of CRA recipients who spend more than 30 per cent of their income on rent from 71.4 per cent (without CRA) to 42.1 per cent (with CRA) (table G.2).

Table G.2 Measures of affordability^a

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
<i>Proportion of low income households spending more than 30 per cent of income in rent, 2009-10</i>									
Public housing	0.1	3.9	–	1.1	1.7	0.2	0.9	5.9	1.3
SOMIH	0.1	..	–	2.0	2.2	–	..	..	0.8
Community housing	12.9	20.3	na	59.7	7.1	28.0	23.6	na	18.4
<i>Proportion of CRA income units spending more than 30 per cent of income on rent, 2010</i>									
Without CRA	72.8	70.1	73.0	71.0	64.5	67.6	75.7	70.3	71.4
With CRA	43.0	39.3	45.1	44.1	35.2	33.6	53.0	43.6	42.1

^a Data may not be comparable across jurisdictions or service areas and comparisons could be misleading. Chapter 16 provides further information. .. Not applicable. **na** Not available. – Nil or rounded to zero.

Source: Chapter 16; tables 16A.12, 16A.26, 16A.39 and 16A.74.

Match of dwelling to household size

‘Match of dwelling to household size’ is an indicator of governments’ objective to provide housing assistance that is appropriate to the needs of different households (box G.10).

Box G.10 Match of dwelling to household size

‘Match of dwelling to household size’ is defined as the proportion of households where dwelling size is not appropriate due to overcrowding.

Data are reported for the proportions of public housing, SOMIH, community housing and Indigenous community housing dwellings that are overcrowded.

Overcrowding is measured using the Canadian National Occupancy Standard and is deemed to have occurred if one or more additional bedrooms are required to meet the standard. For Indigenous community housing, overcrowding is deemed to have occurred if two or more additional bedrooms are required to meet the standard.

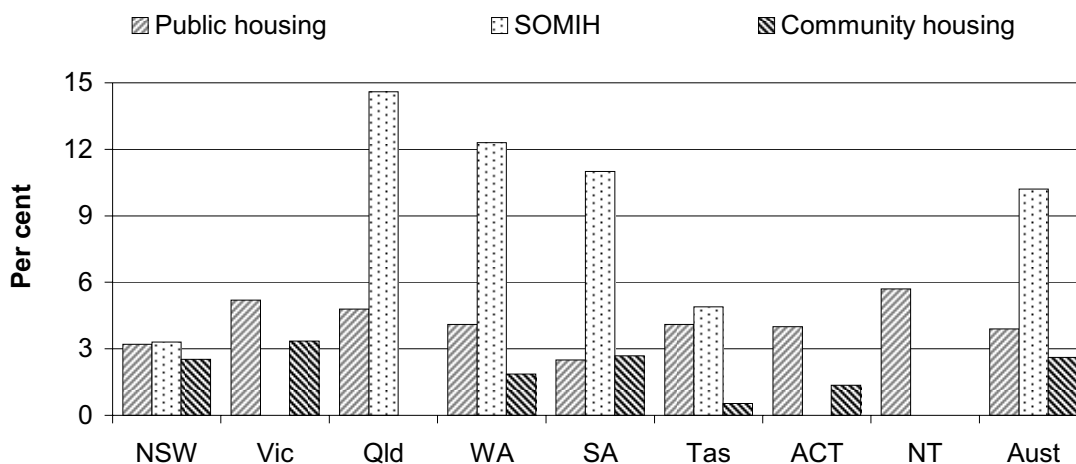
A low or decreasing proportion of overcrowded dwellings is desirable.

Data reported for this indicator are comparable. Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2011.

Chapter 16 contains further information pertinent to the interpretation of this indicator.

Nationally in 2009-10, 3.9 per cent of households in public housing, 10.2 per cent of SOMIH households, and 2.6 per cent of households in community housing were overcrowded (figure G.7). Data for overcrowding in Indigenous community housing are reported in table 16A.50.

Figure G.7 Proportion of households in social housing that are overcrowded, 2009-10^a



^a Data may not be comparable across jurisdictions or service areas and comparisons could be misleading. Chapter 16 provides further information. ^b There is no SOMIH in Victoria, ACT and the NT. Community housing data were not available for Queensland and the NT.

Source: Chapter 16; tables 16A.13, 16A.27 and 16A.40.

Homelessness services

The indicators presented in the following section are drawn from the SAAP services framework in the chapter 17. Future editions of this Report will include data (when available) from the specialist homelessness services data collection, and incorporate any performance indicator framework developments to reflect the NAHA and related National Partnership Agreement on Homelessness.

Demand for SAAP accommodation and turn-away

‘Demand for SAAP accommodation and turn-away’ is an indicator of governments’ objective to ensure all Australians have equitable access to SAAP services on the basis of relative need (box G.11).

Box G.11 Demand for SAAP accommodation and turn-away

'Demand for SAAP accommodation and turn-away' is defined as the extent to which demand for accommodation is met or unmet. Unmet demand occurs when a homeless person expressly asking for supported accommodation cannot be provided with that assistance (although one-off assistance might be provided). Two measures are reported:

- turn-away as the proportion of people requiring new SAAP accommodation
- turn-away as the proportion of total demand for SAAP accommodation.

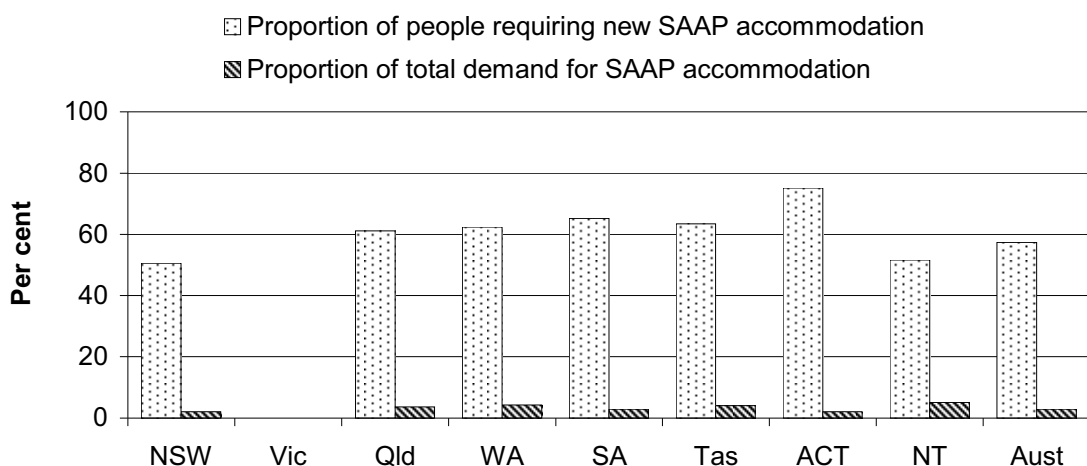
A decreasing proportion of people turned away from SAAP services is desirable.

Data reported for this indicator are comparable across jurisdictions. Data quality information for this indicator is under development.

Chapter 17 contains additional measures and further information pertinent to the interpretation of this indicator.

Nationally in 2008-09, 57.4 per cent of adults and unaccompanied children requesting immediate new SAAP accommodation on a given day were turned away, but only 2.9 per cent of all adults and unaccompanied children who made valid requests for SAAP accommodation could not be accommodated (figure G.8). The latter proportion of people turned away includes people who requested ongoing accommodation and who were already accommodated.

Figure G.8 Proportion of adults and unaccompanied children turned-away, 2008-09^a



^a Data for Victoria are not available. See notes to tables 17A.7 and 17.8 for more detailed caveats about these data.

Source: Chapter 17; tables 17A.7 and 17A.8.

Achievement of employment, income and independent housing on exit

‘Achievement of employment, income and independent housing on exit’ is an indicator of governments’ objective to enable clients to participate as productive and self-reliant members of society at the end of their support period (box G.12).

Box G.12 Achievement of employment, income and independent housing on exit

‘Achievement of employment, income and independent housing on exit’ is defined as the number of closed support periods in which SAAP clients who requested assistance for, and maintained or achieved, employment, income and independent housing, as a proportion of the total number of closed support periods in which SAAP clients sought assistance in these matters. A support period refers to the period of time a SAAP client has an ongoing relationship with a SAAP agency.

Three measures are reported:

- the proportion of closed support periods in which SAAP clients who sought assistance for employment were employed after SAAP support
- the proportion of closed support periods in which SAAP clients who sought income assistance (for a pension or benefit) had a source of income after SAAP support
- the proportion of closed support periods in which SAAP clients who sought assistance for housing were living in independent housing after SAAP support.

Data are presented before and after SAAP support. A high or increasing proportion of clients who achieved employment, income and independent housing after SAAP support is desirable.

Data reported for this indicator are comparable. Data quality information for this indicator is under development.

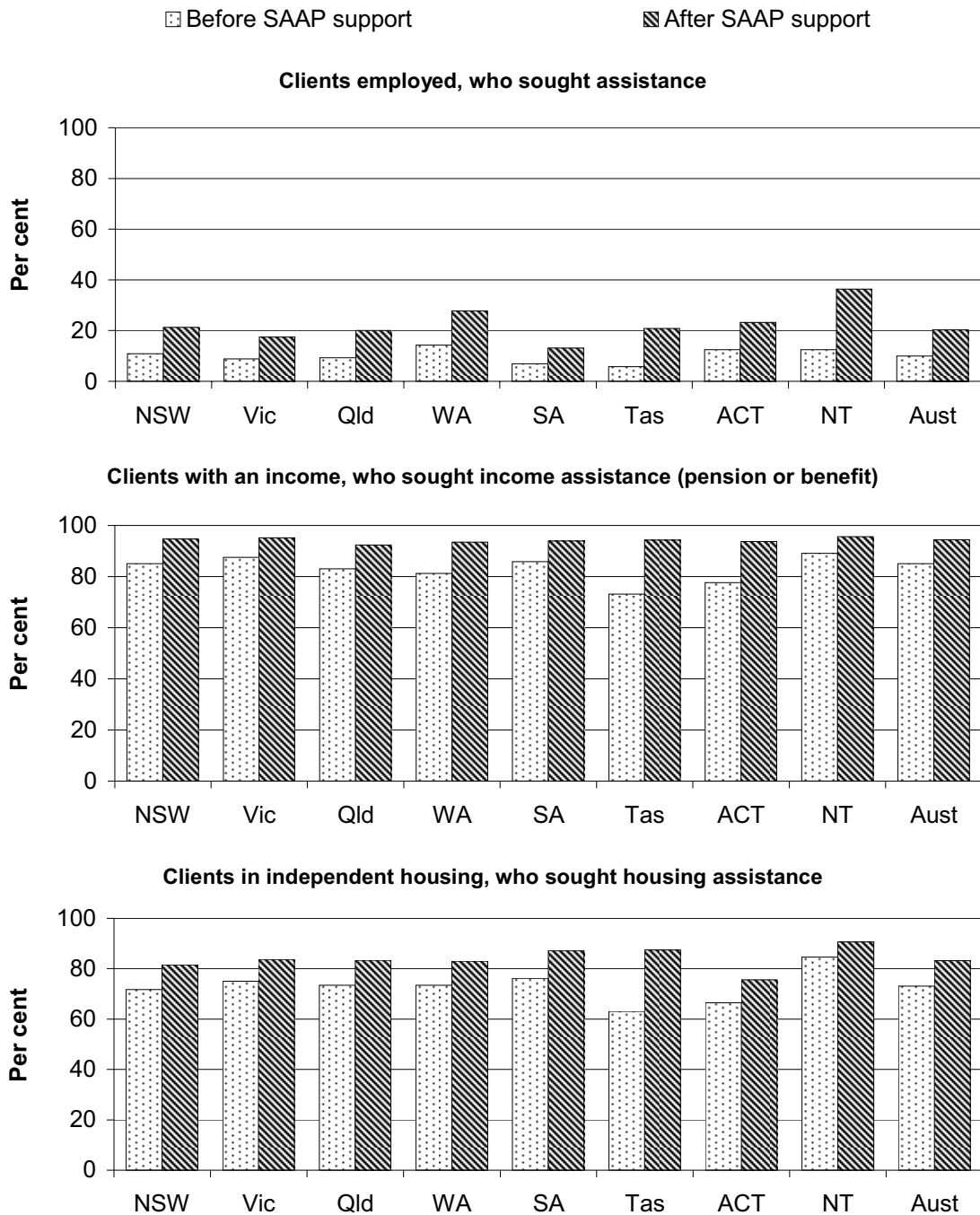
Chapter 17 contains additional measures and further information pertinent to the interpretation of this indicator.

Nationally in 2008-09:

- 20.3 per cent of SAAP clients who sought assistance with employment were employed after receiving SAAP support, compared to 10.0 per cent before SAAP support
- 94.4 per cent of SAAP clients who sought income assistance (for a pension or benefit) had an income after receiving SAAP support, compared to 85.1 per cent before SAAP support

- 83.2 per cent of SAAP clients who sought assistance with housing were in independent housing after receiving SAAP support, compared to 73.1 per cent before SAAP support (figure G.9).

Figure G.9 Proportions of SAAP clients who sought assistance for, and achieved, employment, income and independent housing, before and after SAAP support, 2008-09^a



^a See notes to tables 17A.7 and 17.8 for more detailed caveats about these data.

Source: Chapter 17; tables 17A.21, 17A.23 and 17A.29.

SAAP clients with only one period of support within a year

‘Proportion of SAAP clients with only one period of support within a year’ is an indicator of governments’ objective to enable clients to participate independently in society at the end of their support period (box G.13).

Box G.13 SAAP clients with only one period of support within a year

‘SAAP clients with only one period of support within a year’ is defined as the number of clients with only one support period during the year as a proportion of all SAAP clients.

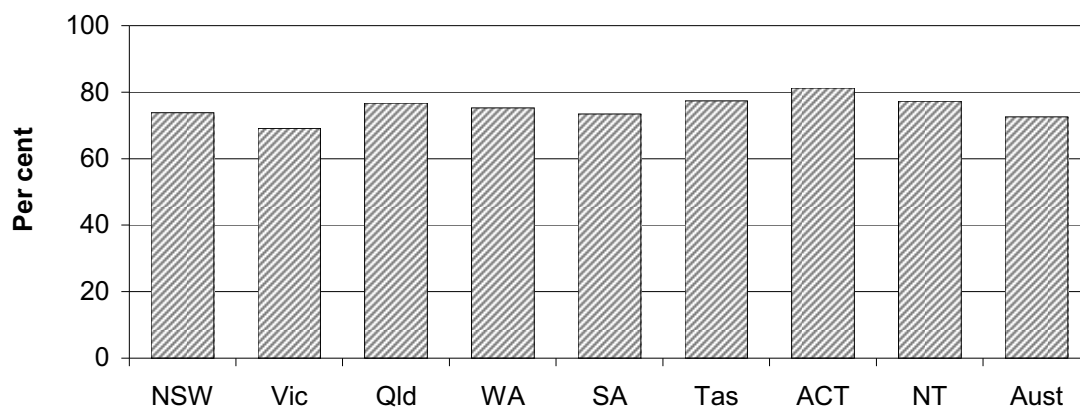
A high or increasing proportion of clients with only one support period during the year is desirable.

Data reported for this indicator are comparable. Data quality information for this indicator is under development.

Chapter 17 contains additional measures and further information pertinent to the interpretation of this indicator.

Nationally, 72.6 per cent of SAAP clients had only one support period in 2008-09, though this varied across jurisdictions (figure G.10).

Figure G.10 Proportion of SAAP clients with only one period of support within 2008-09



Source: Chapter 17; table 17A.25.

Cross-cutting and interface issues

Australian and international research illustrates the health and welfare implications of housing and homelessness, identifying a strong association between housing,

health status and living standards (Morris 2010; Quine et al 2004; Waters 2001). A lack of adequate and affordable housing results in housing stress and homelessness, and is detrimental to people's physical and mental health (Morris 2010). Homelessness affects life expectancy and homeless people are estimated to live 15–20 years less than the mainstream population (Quine et al 2004).

The provision of housing assistance and homelessness services can improve people's education, health and employment outcomes, crime and community cohesion (King 2002; AHURI 2008). There is evidence to suggest effective housing assistance programs reduce the burden on health and justice services, leading to reduced expenditure for hospital, ambulance, police and court services (AHURI 2008).

National research developments

The National Homelessness Research Agenda 2009–2013 was released on 20 November 2009. The Agenda provides a framework for building a cohesive evidence base to prevent and respond to homelessness. It reflects the Australian Government's strategic research priorities and lists key research questions for the development of an evidence base to drive reforms (FaHCSIA 2010).

The Australian Housing and Urban Research Institute's (AHURI) national research agenda for 2011 reflects the integrated, 'whole of housing system' approach of the housing and homelessness policy environment and emphasises the importance of establishing the links between the housing system and the broader social context (AHURI 2010). Eight strategic research issues are identified and research responding to these strategic issues will assist national housing policy development.

Future directions in performance reporting

The Steering Committee has included this housing and homelessness sector summary in this Report for the first time and will continue to expand reporting on the characteristics of this sector. In particular, data developments spanning housing and homelessness services will be considered. Ongoing investigation of cross-cutting issues might allow improved reporting for housing and homelessness services as a whole.

Each chapter (Housing and Homelessness services) contains a service-specific section on future directions in performance reporting. The aim of this section is to provide an insight into other related and overarching developments on reporting in the housing and homelessness sector.

Outcomes from review of Report on Government Services

COAG endorsed recommendations of a review of the Report in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future Reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the ‘Review of the general performance indicator framework’ and the ‘Review of the performance indicators and their associated measures’. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

List of attachment tables

Attachment tables are identified in references throughout this service sector summary by a ‘GA’ suffix (for example, table GA.3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

Table GA.1	Housing and homelessness services sector, descriptive statistics, Australia, 2008-09
Table GA.2	Social housing descriptive statistics, 2008-09
Table GA.3	Commonwealth Rent Assistance descriptive statistics, 2008-09
Table GA.4	Supported Accommodation Assistance Program services descriptive statistics, 2008-09
Table GA.5	Australian Government expenditure relating to the National Affordable Housing Agreement (NAHA) (\$million)
Table GA.6	Proportion of low income households in rental stress, 2007-08
Table GA.7	Proportion of households living in overcrowded conditions, 2008
Table GA.8	Proportion of households living in houses of an acceptable standard, 2008
Table GA.9	Australians who are homeless, 2006
Table GA.10	Supplementary contextual data

Appendix G.1 Housing and homelessness contextual information

Housing market demand, supply and affordability

The housing market encompasses rented accommodation, home ownership and investment, and a range of factors influence housing market outcomes.

Factors affecting the demand for housing include population growth, household income and employment, investor demand, household preferences for size, quality and location of housing, the price and availability of housing, government taxes, concessions and transfers, and the cost and availability of finance (NHSC 2010).

A range of factors influence the supply of housing, including land release and development processes, construction and infrastructure costs, government taxes, concessions and transfers, and the availability and price of land (NHSC 2010). The availability of credit to finance the development of new housing may also affect the supply of housing (RBA 2009).

An efficient housing market refers to achieving a balance between housing supply and demand (CRC 2010, p. 75). Nationally in 2009, there was an estimated cumulative gap between underlying demand for housing and housing supply, as a proportion of growth in underlying demand, of 14.7 per cent and an estimated 178 400 dwellings were required in Australia to meet growth in demand (NHSC 2010, tables 7.2 and 7.3).

Housing affordability

A shortage of affordable housing is likely to affect demand for housing and homelessness services. Governments provide support to ensure people can access affordable rental housing, either in the private market or in social housing, and many governments provide support to those purchasing houses, particularly first home buyers (box G.14).

Box G.14 **Government assistance for affordable housing**

A range of government initiatives and programs are designed to help households to pay for their housing and to increase the supply of affordable housing. These initiatives and programs have implications for the gap between housing demand and supply, and include:

- direct assistance to first home buyers through schemes such as the First Home Owners Grant and the First Home Owners Boost. These schemes are funded by the Australian Government and administered by State and Territory governments
- stamp duty concessions or exemptions for first home buyers
- incentives to save for first home ownership through the First Home Saver Accounts
- State and Territory Government funding to assist low income households with home purchases or mortgage repayments
- Commonwealth Rent Assistance paid on an ongoing basis to income support and family tax benefit recipients in the private rental market
- funding for provision and management of social (public and community) housing and related reforms through the National Affordable Housing Agreement
- incentives for institutional investors and community housing providers to build new affordable rental properties
- Commonwealth, State and Territory land and planning measures to increase the supply of affordable housing
- Housing Affordability Fund grants to improve planning and infrastructure provision.

Source: Australian, State and Territory Governments (unpublished).

The Housing chapter (chapter 16) reports on government assistance for social housing and Commonwealth Rent Assistance, but does not report on government assistance for purchasing housing. Information on housing affordability by region in Australia is available in the *2010–2011 State of the Regions Report: the housing shortage and housing affordability* (ALGA 2010).

Affordable housing for low and moderate income households

Low income households are more likely to be adversely affected by relatively high housing costs than households with higher disposable incomes (Yates and Gabriel 2006; Yates and Milligan 2007).

Housing stress is considered to occur when households spend more than 30 per cent of their income on rent or mortgage payments. Nationally in 2007-08, 37.2 per cent of low income households were experiencing rental stress and 36.0 per cent of low

income households were experiencing mortgage stress (tables GA.6 And GA.10). These data should be interpreted with care because Australian household real incomes have increased strongly over time, allowing households to devote a larger proportion of their income to housing while still maintaining their living standards (RBA 2008).

The proportion of homes sold that are affordable by low and moderate income households indicates whether people can purchase affordable housing. Nationally in 2009-10, 41.9 per cent of homes sold were affordable by low and moderate income households (table GA.10).

Home ownership and government assistance to home buyers

In 2007-08, 68.3 per cent of Australian households owned or were purchasing a home (table GA.10). Home ownership is not necessarily an aspiration for all Australian households, but is often considered desirable because of the benefits associated with home ownership, including wealth accumulation and security of tenure (CRC 2010, p.60). The rate of home ownership in Australia is similar to many developed countries, but is comparatively higher than some European countries and this reflects different cultural and economic incentives, such as income security for retirement (ABS 2010b; Frick and Headey 2009).

Governments provide financial assistance to people purchasing homes, particularly first home owners and low income home owners. Nationally in 2009-10, 168 562 people received the First Home Owner Scheme grant. Of these first home buyers, 139 023 received the First Home Owner Boost (table GA.10).

Appendix G.2 Results for all indicators

Box G.15 Understanding indicator results

Data presented for indicators and measures in the tables in this appendix are sourced from chapters 16 and 17. Information to assist interpreting these data can be found in the indicator interpretation boxes in chapters 16 and 17, and in the footnotes in attachment 16A and 17A.

Table G.3 Performance indicators for public housing, 2009-10^{a, b}

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust	Source
<i>Special needs</i>										
%	64.3	60.5	72.4	62.1	70.0	65.7	51.5	66.8	65.3	16A.2
<i>Priority access to those in greatest need</i>										
%	69.5	72.0	87.7	61.0	80.3	94.8	89.2	45.7	74.9	16A.3
<i>Net recurrent cost per dwelling</i>										
\$	7 237	5 000	6 154	7 179	6 653	7 656	8 106	12 059	6 691	16A.4
<i>Occupancy rates</i>										
%	98.9	96.2	98.7	97.0	95.7	98.3	98.9	95.1	97.7	16A.5
<i>Turnaround time</i>										
days	29.4	30.1	27.1	17.3	24.6	27.4	36.1	95.9	28.8	16A.6
<i>Rent collection rate</i>										
%	100.0	99.0	100.3	101.2	99.8	99.0	99.5	103.8	99.9	16A.7
<i>Amenity/location^c</i>										
<i>Amenity important and meeting needs</i>										
%	79.7	78.6	84.7	84.8	84.7	79.8	78.4	82.6	81.6	16A.8
<i>Location important and meeting needs</i>										
%	86.5	87.4	89.9	87.9	87.8	85.2	83.8	86.4	87.5	16A.9
<i>Affordability^d</i>										
<i>Average weekly rental subsidy</i>										
\$	145	98	152	75	103	87	225	158	127	16A.10
<i>Low income households spending more than 30 per cent of their income on rent</i>										
%	0.1	3.9	–	1.1	1.7	0.2	0.9	5.9	1.3	16A.12
<i>Match of dwelling to household size (overcrowding)^d</i>										
%	3.2	5.2	4.8	4.1	2.5	4.1	4.0	5.7	3.9	16A.13
<i>Customer satisfaction (satisfied or very satisfied with overall service)^c</i>										
%	64.2	74.5	84.4	73.9	81.6	68.0	75.0	74.3	73.1	16A.15

^a Caveats for these data are available in Chapter 16 and Attachment 16A. Refer to the indicator interpretation boxes in chapter 16 for information to assist with interpreting data presented in this table. ^b Some data are derived from detailed data in Chapter 16 and Attachment 16A. ^c Data are for 2010. ^d Data are as at 30 June 2010. ^{na} Not available. – Nil or rounded to zero.

Source: Chapter 16 and Attachment 16A.

Table G.4 Performance indicators for SOMIH, 2009-10^{a, b}

	<i>NSW</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>	<i>Source</i>
<i>Special needs</i>							
%	52.2	56.7	38.5	55.3	61.5	51.3	16A.17
<i>Priority access to those in greatest need</i>							
%	34.8	75.8	48.0	88.7	na	55.9	16A.18
<i>Net recurrent cost per dwelling</i>							
\$	9 152	9 211	9 058	13 079	7 163	9 657	16A.19
<i>Occupancy rates</i>							
%	98.1	94.8	95.5	92.4	97.7	95.8	16A.20
<i>Turnaround time</i>							
Days	28.1	43.6	21.3	29.1	40.7	30.5	16A.21
<i>Rent collection rate</i>							
%	101.5	101.5	104.5	100.7	101.7	101.8	16A.22
<i>Amenity/location^c</i>							
Amenity important and meeting needs							
%	75.3	82.6	77.8	77.2	79.6	78.1	16A.23
Location important and meeting needs							
%	87.1	91.6	86.3	89.1	89.6	88.7	16A.23
<i>Affordability^d</i>							
Average weekly rental subsidy							
\$	106	159	93	124	99	123	16A.24
Low income households spending more than 30 per cent of their income on rent							
%	0.1	–	2.0	2.2	–	0.8	16A.26
<i>Match of dwelling to household size (overcrowding)^d</i>							
%	3.3	14.6	12.3	11.0	4.9	10.2	16A.27
<i>Customer satisfaction (satisfied or very satisfied with overall service)^c</i>							
%	58.6	74.8	60.2	57.9	72.8	63.5	16A.23

^a Caveats for these data are available in Chapter 16 and Attachment 16A. Refer to the indicator interpretation boxes in chapter 16 for information to assist with interpreting data presented in this table. ^b Some data are derived from detailed data in Chapter 16 and Attachment 16A. ^c Data are for 2007. ^d Data are as at 30 June 2010. **na** Not available. – Nil or rounded to zero.

Source: Chapter 16 and Attachment 16A.

Table G.5 Performance indicators for community housing, 2009-10^{a, b}

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust	Source
<i>Special needs</i>										
%	76.3	48.8	55.5	46.6	59.6	71.4	49.4	na	60.2	16A.30
<i>Priority access to those in greatest need</i>										
%	70.0	55.1	50.5	75.1	60.1	79.6	88.0	na	63.1	16A.31
<i>Net recurrent cost per dwelling^c</i>										
\$	9 299	9 008	4 962	7 870	7 294	16 835	7 248	na	8 289	16A.32
<i>Occupancy rates^d</i>										
%	98.7	93.5	95.2	92.3	94.3	95.3	95.7	100.0	96.0	16A.33
<i>Rent collection rate^c</i>										
%	96.6	99.1	99.0	98.8	100.3	99.7	95.8	na	98.1	16A.34
<i>Amenity/location^d</i>										
Amenity important and meeting needs										
%	83.2	85.2	83.1	84.9	86.9	91.0	88.9	na	84.7	16A.35
Location important and meeting needs										
%	87.6	89.7	87.2	87.6	88.5	94.5	94.5	na	88.3	16A.36
<i>Affordability^e</i>										
%	12.9	20.3	na	59.7	7.1	28.0	23.6	na	18.4	16A.39
<i>Match of dwelling to household size (overcrowding)^e</i>										
%	2.5	3.3	na	1.9	2.7	0.5	1.4	na	2.6	16A.40
<i>Customer satisfaction (satisfied or very satisfied with overall service)^d</i>										
%	76.7	79.2	81.4	78.7	84.3	90.4	78.0	na	79.1	16A.41

^a Caveats for these data are available in Chapter 16 and Attachment 16A. Refer to the indicator interpretation boxes in chapter 16 for information to assist with interpreting data presented in this table. ^b Some data are derived from detailed data in Chapter 16 and Attachment 16A. ^c Data are for 2008-09. ^d Data are for 2010. ^e Data are as at 30 June 2010. **na** Not available.

Source: Chapter 16 and Attachment 16A.

Table G.6 Performance indicators for Indigenous community housing, 2008-09^{a, b}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust Gov</i>	<i>Aust Gov</i>	<i>Source</i>
<i>Connection to utilities (%)</i>											
Water	–	–	–	–	–	..	–	na	–	na	16A.43
Sewerage	–	–	–	–	–	..	–	na	–	na	16A.44
Electricity	–	–	–	–	0.8	..	–	na	–	na	16A.45
<i>Dwelling condition^c (%)</i>											
Repair	18.8	24.7	26.3	27.9	22.4	30.6	..	21.0	..	23.4	16A.46
Replace	2.7	4.5	5.9	10.1	5.8	–	..	10.2	..	7.2	16A.46
<i>Net recurrent cost per dwelling</i>											
\$	5 986	5 901	3 705	6 338	3 276	..	10 088	na	7 501	5 256	16A.47
<i>Occupancy rates</i>											
%	99.2	97.9	96.8	89.8	87.7	..	100.0	na	95.3	96.5	16A.48
<i>Rent collection rate</i>											
%	90.4	94.1	115.8	64.2	60.3	..	100.0	115.6	97.9	96.3	16A.49
<i>Match of dwelling to household size (overcrowding)^c</i>											
%	25.1	0.8	32.5	na	31.8	..	–	na	13.7	na	16A.50

^a Caveats for these data are available in Chapter 16 and Attachment 16A. Refer to the indicator interpretation boxes in chapter 16 for information to assist with interpreting data presented in this table. ^b Some data are derived from detailed data in Chapter 16 and Attachment 16A. ^c Data are as at 30 June 2009. .. Not applicable. na Not available. – Nil or rounded to zero.

Source: Chapter 16 and Attachment 16A.

Table G.7 Performance indicators for Commonwealth Rent Assistance, at 4 June 2010^{a, b}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>	<i>Source</i>
<i>Income unit type — single, no dependant children</i>										
Single, no dependant children										
%	38.1	40.3	35.0	37.6	40.8	40.7	37.2	38.4	38.0	16A.54
<i>Special needs (as a proportion of all CRA recipients)</i>										
Indigenous CRA recipients										
%	4.6	1.5	5.2	3.5	2.5	5.0	2.1	17.8	3.9	16A.58
Recipients of both disability support pension and CRA										
%	20.1	21.1	18.9	18.1	20.9	21.9	13.8	22.1	19.9	16A.58
<i>Geographic spread of CRA customers</i>										
Average fortnightly entitlement – capital cities										
\$	100.42	97.2	98.31	96.63	95.93	99.98	91.33	97.55	97.92	16A.68
<i>Maximum rate</i>										
%	71.8	69.5	76.3	72.7	66.4	66.7	79.3	73.9	72.0	16A.69
<i>Number and outcome of appeals</i>										
Original decision affirmed or appeal dismissed										
no.	..	..	..	..	..	..	..	..	346	16A.70
<i>Duration of payments</i>										
Income units at the beginning and at the end of the year										
no.	267 691	170 856	187 116	59 126	56 288	19 126	4 735	2 640	767 604	16A.71
<i>Running costs (per 1000 customers)</i>										
\$	..	..	..	..	..	..	..	..	38 623	16A.72
<i>Running costs to total outlays</i>										
%	..	..	..	..	..	..	..	..	1.5	16A.73
<i>Affordability</i>										
Proportion of income units receiving CRA paying more than 30 per cent of income on rent										
With CRA	43.0	39.3	45.1	44.1	35.2	33.6	53.0	43.6	42.1	16A.74
Without CRA	72.8	70.1	73.0	71.0	64.5	67.6	75.7	70.3	71.4	16A.74

^a Caveats for these data are available in Chapter 16 and Attachment 16A. Refer to the indicator interpretation boxes in chapter 16 for information to assist with interpreting data presented in this table. ^b Some data are derived from detailed data in Chapter 16 and Attachment 16A. .. Not applicable.

Source: Chapter 16 and Attachment 16A.

Table G.8 Performance indicators for SAAP services, 2008-09^{a, b}

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust	Source
<i>Demand for SAAP accommodation and turn-away</i>										
Turn-away as proportion of people requiring new, immediate SAAP accommodation										
%	50.5	na	61.2	62.4	65.2	63.5	75.2	51.6	57.4	17A.7
Turn-away as % of total demand for SAAP accommodation										
%	2.1	na	3.7	4.3	2.9	4.1	2.1	5.1	2.9	17A.8
<i>Access of Indigenous people to SAAP service</i>										
Representation among all accommodated SAAP clients										
%	16.8	7.8	22.1	38.0	22.8	12.6	12.4	68.6	21.9	17A.9
Representation among people whose valid requests for accommodation were unmet										
%	23.7	na	32.4	48.5	23.3	10.3	11.1	66.7	30.6	17A.9
<i>Access of people from non-English speaking backgrounds to SAAP service</i>										
Representation among all accommodated SAAP clients										
%	13.6	19.1	7.1	11.1	8.0	4.7	19.6	4.2	11.6	17A.10
Representation among people whose valid requests for accommodation were unmet										
%	11.2	na	3.1	13.2	5.8	3.4	22.2	3.7	7.2	17A.10
<i>Development of agreed support plan</i>										
%	68.2	52.4	63.6	55.6	67.4	54.9	70.1	69.8	60.7	17A.11
<i>Match of needs of clients (provided only)</i>										
%	83.0	80.0	81.1	88.1	78.8	85.0	66.7	90.7	82.0	17A.13
<i>Cost per completed support period</i>										
\$	2 410	1 620	2 780	2 870	2 660	2 670	7 760	2 470	2 330	17A.17
<i>Cost per client</i>										
\$	3 170	2 720	3 480	3 520	3 310	3 170	7 380	3 140	3 270	17A.18
<i>Cost per day of support</i>										
\$	27	30	45	31	28	29	43	35	31	17A.19
<i>Achievement of employment on exit (change in employed)</i>										
%	10.4	8.6	10.8	13.4	6.2	15.0	10.7	23.9	10.3	17A.23
<i>Achievement of Income on exit (change in has income)</i>										
%	9.6	7.8	9.4	12.4	8.2	21.1	16.0	6.6	9.2	17A.29
<i>Achievement of independent housing on exit (change in independent housing)</i>										
%	9.8	8.7	9.9	9.6	11.0	24.5	9.1	6.1	10.1	17A.21
<i>SAAP clients with only one period of support within a year</i>										
%	73.8	69.1	76.7	75.3	73.4	77.4	81.2	77.3	72.6	17A.25
<i>Goals achieved on exit on service (all or most goals achieved)</i>										
%	74.9	65.9	58.6	47.0	60.5	47.9	58.5	66.8	65.3	17A.31

^a Caveats for these data are available in Chapter 17 and Attachment 17A. Refer to the indicator interpretation boxes in chapter 17 for information to assist with interpreting data presented in this table. ^b Some data are derived from detailed data in Chapter 17 and Attachment 17A. **na** Not available.

Source: Chapter 17 and Attachment 17A.

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