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## Chapter 16: Housing (HO)

### *The housing chapter*

Government plays a significant role in the Australian housing market, directly through housing assistance and indirectly through policies associated with land planning and taxation. Commonwealth, State and Territory governments share responsibility for housing assistance. Direct assistance includes public and community housing, home purchase and home ownership assistance, Indigenous housing, State and Territory rental assistance (such as State and Territory provided bond loans, assistance with rent payments and advance rent payments, relocation expenses and other one-off grants) and Commonwealth Rent Assistance (CRA).

This chapter focuses on the performance of governments in providing public, Indigenous and community housing under the Commonwealth State Housing Agreement (CSHA) (box HO.1) and CRA.

Close links exist between public and community housing services and other government programs and support services discussed elsewhere in the Report. These include:

- the Supported Accommodation Assistance Program (SAAP), which provides accommodation and other services for homeless people or those at imminent risk of becoming homeless (chapter 15); and
- health services delivered by Commonwealth, State and Territory governments and community organisations to promote independent living, including disability services (chapter 13), mental health services (chapter 11) and aged care services, for example, the Home and Community Care Program (chapter 12).

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## Box HO.1 Commonwealth State Housing Agreement

The CSHA is an agreement made under the *Housing Assistance Act 1996* (Cwlth) between the Commonwealth, State and Territory governments to provide strategic direction and funding certainty for the provision of housing assistance. The aim of this agreement is to provide appropriate, affordable and secure housing assistance for those who most need it, for the duration of their need.

A new four-year agreement came into effect on 1 July 1999 and includes, for the first time, bilateral agreements between the Commonwealth and each State and Territory government, as well as an overarching multilateral agreement. Bilateral agreements are intended to provide greater flexibility for States and Territories to respond to their particular housing needs.

### Funding arrangements

The majority of funding under this agreement is provided by the Commonwealth Government and takes the form of general assistance funding (public housing, home purchase assistance and private rental assistance) and specified funding for identified programs — the Aboriginal Rental Housing Program (ARHP), the Crisis Accommodation Program and the Community Housing Program. The majority of CSHA funding is distributed to State and Territory governments on a modified per capita basis, with the State and Territory governments contributing additional funding from their own resources to partly 'match' Commonwealth funding allocations.

### Roles and responsibilities

Under the CSHA, the Commonwealth Government has responsibility for:

- ensuring the outcomes pursued through the agreement are consistent with broader national objectives, particularly in relation to support for individuals and communities;
- advising State and Territory governments of Commonwealth objectives to be achieved under the agreement; and
- reporting to the Commonwealth Parliament on performance against agreed outcomes and targets of housing assistance provided under the agreement.

State and Territory governments have responsibility for:

- developing housing assistance strategies that are consistent with Commonwealth, State and Territory objectives and that best meet the circumstances of the State or Territory;
- developing, implementing and managing services and programs to deliver agreed outcomes; and
- reporting on a basis that enables performance assessment by the Commonwealth, State or Territory, based on agreed performance indicators.

*Source:* CSHA (1999); Report on Government Services (ROGS) 2003, p.16.2.

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### *Housing services not covered*

The chapter does not cover a number of government funded and provided housing services, including:

- the Crisis Accommodation Program under the CSHA, which provides capital funding for accommodation for homeless people;
- home purchase assistance and private rental assistance provided under the CSHA;
- the Aboriginal Torres Strait Islander Commission (ATSIC)/Army Community Assistance Program, which provides new housing and improved infrastructure to Indigenous communities;
- non-CSHA programs, including those provided by the Department of Veterans' Affairs (DVA) and ATSIC;
- CRA paid by the DVA or the Department of Education, Science and Training (DEST);
- The First Home Owners Grant, provided by Commonwealth Treasury and delivered through State and Territory governments;
- some Indigenous housing and infrastructure assistance provided by ATSIC, State and Territory governments, land councils and Indigenous community organisations; and
- non-Indigenous community housing not funded under the CSHA.

### *Indigenous data in the housing chapter*

The housing chapter in the *Report on Government Services 2003* (ROGS) contains the following data items on Indigenous people:

- Proportion of State owned and managed Indigenous housing households with overcrowding, 2001 and 2002;
- Rent charged for State owned and managed Indigenous housing dwellings as a proportion of market rent, adjusted for CRA, 2001 and 2002;
- Low income and special needs households as a proportion of all new State owned and managed Indigenous housing households (per cent), 2000-01 and 2001-02;
- Proportion of new State owned and managed Indigenous housing tenancies allocated to households with special needs, 2000-01 and 2001-02;

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- Households that pay less than market rent or that are special needs households paying market rent as a proportion of all State owned and managed Indigenous housing households, 2001 and 2002;
  - Greatest need allocations as a proportion of all new State owned and managed Indigenous housing allocations (per cent), year ending 30 June 2002;
  - Real gross cost per State owned and managed Indigenous housing dwelling, excluding capital costs, 2000-01 and 2001-02;
  - State owned and managed Indigenous housing stock occupancy rates, 2001 and 2002;
  - Average State owned and managed Indigenous housing turnaround times, 2000-01 and 2001-02;
  - Total rent collected for State and Territory owned and managed Indigenous housing dwellings as a proportion of total rent charged (per cent), 2000-01 and 2001-02;
  - Selected information on Indigenous community housing, 2001;
  - Income units receiving CRA by income unit type, 30 June 2002;
  - Income units receiving CRA by Indigenous status and geographic location, 30 June 2002;
  - Income units receiving CRA by benefit type, 30 June 2002;
  - Indigenous income units receiving CRA, by benefit type and location, 30 June 2002; and
  - Indigenous recipients by proportion of income spent on rent with and without CRA, 30 November 2001.

A negotiated four-year CSHA came into effect on 1 July 1999. At this time a new performance framework for reporting under the CSHA was developed to reflect the national objectives of the agreement, to improve the quality of national performance information and to recognise the need for balanced reporting at the national and bilateral levels. Performance reporting in this chapter for public, community and State and Territory owned and managed Indigenous housing is based on this framework.

The 2002 Report included for the first time performance reporting on State and Territory owned and managed Indigenous housing based on the new national

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framework. This program provides government owned housing to Indigenous Australians. This year's Report also contains selected information relating to the community Indigenous housing sector from the Aboriginal and Torres Strait Islander Commission (ATSIC)/ Australian Bureau of Statistics (ABS) 2001b Community Housing and Infrastructure Needs Survey (CHINS).

Public, community and State and Territory owned and managed Indigenous housing information has been obtained from Commonwealth, State and Territory governments except where otherwise indicated. The Australian Institute of Health and Welfare (AIHW) collects and collates these data and produces annual data collection manuals. The data manuals and data reports are available from the AIHW and can be accessed via the Institute's web site at [www.aihw.gov.au](http://www.aihw.gov.au) (AIHW 2002d, 2002e and 2002f).

### *Supporting tables*

Supporting tables for data within the housing chapter of the compendium are contained in the attachment to the compendium. Supporting tables are identified in references throughout this chapter by the abbreviated chapter name (for example, table HO.A5 is table 5 in the housing attachment to the compendium).

As the data are directly sourced from the *Report on Government Services 2003*, the compendium also notes where the original table, figure or text in the Report can be found. For example, where the compendium refers to 'ROGS 2003, p. 6.15' this is page 15 of chapter 6 of the Report and 'ROGS 2003, 6A.2' is attachment table 2 of attachment 6 of the Report.

### *Service overview*

The average Indigenous household is larger than the average non-Indigenous household. In 1996, the average non-Indigenous Australian household size was 2.7 people, whereas the average Aboriginal household was 3.7 people, and the average Torres Strait Islander household was 4.7 people in the Torres Strait and 3.4 people outside the Torres Strait (ABS and AIHW 2001).

The Indigenous population is a younger population than the non-Indigenous population. The 2001 ABS Population Census showed that 38.9 per cent of the Indigenous population was aged under 15 years but only 20.2 per cent of the non-Indigenous population was aged under 15 years. Only 2.8 per cent of the Indigenous population was aged over 65 years compared with 12.4 per cent of the non-Indigenous population (ABS 2002a and tables SA.A1 and SA.A4).

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### *Roles and responsibilities*

Various levels of government have different roles and responsibilities in housing and housing assistance:

- the Commonwealth Government provides CRA and shares responsibility with State and Territory governments for housing assistance provided under the CSHA (box. HO.1). The Commonwealth also influences the housing market through other direct and indirect means, including taxation and home purchase assistance;
- State and Territory governments provide housing assistance under the CSHA, such as public housing, community housing, Indigenous rental housing (both State and community managed), private rental assistance and home purchase assistance. Some State and Territory governments also contribute to the delivery of housing assistance through mechanisms such as home lending programs and joint ventures with the private sector. State and Territory governments are also responsible for land taxes, stamp duties and residential tenancy legislation; and
- local governments implement planning regulations and are sometimes involved in providing community housing.

### *Size and scope*

Housing assistance is provided in various forms and models for delivering assistance can vary both within and between jurisdictions. The main forms of assistance are outlined in box HO.2.

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## Box HO.2 Forms of housing assistance

Forms of CSHA housing assistance include:

- *public housing*: dwellings owned (or leased) and managed by State and Territory housing authorities to provide affordable rental accommodation. The CSHA is the main source of funding for public housing;
- *community housing*: rental housing provided for low to moderate income or special needs households managed by community-based organisations which are at least partly subsidised by government. Community housing models vary across jurisdictions;
- *Indigenous housing*: includes public rental housing targeted at Indigenous households and houses which are owned and managed by Indigenous community housing organisations and community councils in urban, rural and remote areas;
- *crisis accommodation*: accommodation services to help people who are homeless or in crisis. Services are generally provided by non-government organisations and many are linked to support services funded through the SAAP. Sources of government funding include the Crisis Accommodation Program of the CSHA, which provides funding for accommodation, and SAAP funding for live-in staff, counselling and other support services;
- *home purchase assistance*: assistance provided by State and Territory governments to low to moderate income households to help with first home purchases or mortgage repayments; and
- *private rental assistance*: assistance funded by State and Territory governments to low income households experiencing difficulty in securing or maintaining private rental accommodation. This assistance may include ongoing or one-off payments to help households meet rent payments, one-off payments for relocation costs, guarantees or loans to cover the cost of bonds, and housing assistance advice and information services. Assistance may be provided by community-based organisations funded by government.

The chapter also reports on:

*CRA*: a non-taxable income support supplement paid by the Commonwealth Government to income support recipients or people who receive more than the base rate of Family Tax Benefit Part A who rent in the private rental market; and

*Indigenous community housing*: in addition to funding under the CSHA, Indigenous housing and housing-related infrastructure is funded through the Community Housing Infrastructure Program administered by ATSIC. State and Territory governments also provide funding from their own resources.

*Source*: Department of Social Security (1998) and CSHA (1999); ROGS 2003, p.16.8.

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## *Indigenous housing*

Government funded Indigenous housing includes both State managed and community managed housing. The State managed component is generally funded by the ARHP and may be supplemented by untied CSHA funds and State matching funds. Community managed Indigenous housing may be funded from ARHP funds, supplementary State funds, untied CSHA funds, ATSIIC funds and funds from a range of other sources.

## *State and Territory owned and managed Indigenous housing*

Reporting on State and Territory owned and managed Indigenous housing was included for the first time in the 2002 Report. In the 2002 Report, this was referred to as the ARHP.<sup>1</sup> The title has changed for this Report to reflect that while the ARHP data collection referred only to State and Territory owned and managed Indigenous housing, ARHP funds are also used to provide other forms of Indigenous housing, particularly Indigenous community housing. State and Territory owned and managed Indigenous housing refers to rental housing owned and managed by the State or Territory government and allocated to Indigenous households only. This includes dwellings managed by government Indigenous housing agencies for allocation to Indigenous tenants.

State and Territory owned and managed Indigenous housing is only one of a number of programs designed to provide housing assistance to Indigenous people. Indigenous Australians may also be eligible for assistance under Indigenous community managed housing (where tenancy management functions are carried out by community agencies), the mainstream public and community housing programs, CRA, and other government housing programs (both Indigenous-specific and mainstream). Some mainstream community housing providers specifically target Indigenous Australians for the allocation of housing. In the 2001-02 CSHA community housing data collection, 30 mainstream community housing organisations nominated Indigenous Australians as their primary target group for the allocation of housing.<sup>2</sup>

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<sup>1</sup> While the term State and Territory owned and managed Indigenous housing is used, the ACT and the NT are not included in the data collection for this program.

<sup>2</sup> In the 2001-02 mainstream community housing data collection for NSW, Queensland and Tasmania the data for this item were collected by survey. Survey non-response rates influence the figure reported (survey response rates were 86 per cent in NSW, 60 per cent in Queensland and 46 per cent in Tasmania). In NSW, there might be variation in the way providers who target groups with multiple characteristics (for example, Indigenous people with disabilities) responded. The reported number of targeted providers for any particular group may be understated. In the Community Housing Mapping Project conducted in 1999, 39 mainstream CSHA funded



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State and Territory owned and managed Indigenous housing dwellings are defined as those rental housing dwellings owned and managed by government and allocated only to Indigenous Australians (AIHW 2002f). The ACT and the NT are not included in the data collection reported in this chapter. The ACT does not receive funding for or administer any Territory owned and managed Indigenous housing programs. In the ACT, Indigenous people are housed predominantly in mainstream public and community housing.

In the NT, funding under the ARHP is directed at community managed Indigenous housing. The NT Government is unable to differentiate between the various funding sources as a result of its commitment under the CSHA Indigenous Agreement to specifically 'pool' all funds earmarked for Indigenous housing and associated infrastructure in the NT. All Indigenous housing programs in the NT are community managed and administered, and specific management issues, such as eligibility and waiting lists, are the responsibility of approximately 130 Indigenous housing organisations which, on 30 June 2002, were managing 6100 permanent dwellings for 46 128 people in 700 discrete Indigenous communities. The approaches of these organisations may differ significantly depending on the size of the organisations, the socioeconomic circumstances of particular communities and cultural considerations. The Indigenous Housing Authority of the NT (IHANT) allocates funds to the seven ATSIC regional councils in the NT, which in turn allocate funds to those communities most in need. During 2001-02, the IHANT oversaw the construction (or major refurbishment) of 241 houses, which provided better housing for 1928 people.

Some other jurisdictions are increasingly pooling funding but currently report State and Territory owned and managed Indigenous housing data separately. Queensland administers a separate Aboriginal and Torres Strait Islander Housing Program, which includes ARHP funds, untied CSHA funds and State funds, and does not report separately against the ARHP component of the program funds, which forms more than one third of total expenditure.

- *Eligibility criteria for access to State and Territory owned and managed Indigenous housing.* In NSW, Victoria, SA and Tasmania, once an applicant is confirmed as being Indigenous, eligibility for State owned and managed Indigenous housing is consistent with eligibility requirements for public housing, although in Tasmania applications outside the guidelines may be considered where there are extenuating circumstances in relation to income, asset and age criteria. In Queensland, there are no income or age eligibility limits on State owned and managed Indigenous housing as the program is aimed at

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community housing organisations were identified as targeting assistance to Indigenous Australians.

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addressing discrimination and a history of social disadvantage, and discrimination can occur regardless of income or age. Provided other eligibility criteria are met, the Queensland Department of Housing will accept applications from people living interstate and newly arrived interstate applicants, with waiting times commencing from the date applications are received. Applicants who previously have had debts to the department are eligible to be placed on waiting lists for housing, although housing is not generally allocated until the debt is repaid, except in extenuating circumstances or where more than 75 per cent of the debt has been paid under agreed terms.

- *Management of the waiting list.* Management of waiting lists varies across jurisdictions for State and Territory owned and managed Indigenous housing. In Victoria, there is one waiting list for both State owned and managed Indigenous housing and public housing. Indigenous applicants are placed on the waiting list and provided housing under the first available program. In Queensland, State owned and managed Indigenous housing is provided on a 'wait turn' basis, with provision for a small number of applicants to be housed ahead of turn in very urgent circumstances. No more than 10 per cent of annual allocations are to be based on priority. SA has divided the State owned and managed Indigenous housing waiting list into four categories, with 'category one' reflecting those in most urgent need of housing and 'category four' reflecting the least urgent housing need. In Tasmania, although the Housing Assessment System developed for public rental housing may be used as a guide, applications for State owned and managed Indigenous housing are not subject to the allocation of points to determine overall housing need or relative priority. Assessments are undertaken by Aboriginal Customer Service Officers who consider an applicant's claim against criteria such as ill health, medical requirements, and the affordability and adequacy of current housing. Priority may be given to applicants with children and applicants who may have their educational or employment opportunities enhanced by the provision of housing. Regional Aboriginal housing committees determine priority and allocate properties.
- *Term of tenure.* In NSW, Victoria and SA, security of tenure is the same as that for public housing. In Queensland, security of tenure is dependent on State owned and managed Indigenous housing tenants meeting their responsibilities under the *Residential Tenancies Act* (Qld) (which involves paying their rent, maintaining the property and keeping the peace of the neighbourhood). In Tasmania, tenants are signed either to a fixed-term lease or to a lease of no fixed term, depending on their previous housing history. Tenure arrangements may be reviewed if, following family breakdown or death, a non-Indigenous person is the remaining tenant in a State owned and managed Indigenous housing dwelling.

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- *Remote area concentrations.* State and Territory owned and managed Indigenous housing dwellings are more likely to be located in rural or remote areas than public or community housing dwellings. The proportion of the State owned and managed Indigenous housing dwellings located in remote areas was 6.5 per cent in NSW, 3.0 per cent in Victoria, 31.4 per cent in Queensland, 48.8 per cent in WA and 7.9 per cent in SA. No State owned and managed Indigenous housing was located in remote areas of Tasmania. Nationally, 20.1 per cent of State and Territory owned and managed Indigenous housing dwellings were located in remote areas (table HO.A1). The proportions calculated exclude properties where details of the location are unavailable. No data on State and Territory owned and managed Indigenous housing are available for the NT.
  - *Rural area concentrations.* Across jurisdictions, the proportion of State owned and managed Indigenous housing dwellings located in rural (as distinct from remote) areas was 51.9 per cent in NSW, 58.8 per cent in Victoria, 42.1 per cent in Queensland, 21.6 per cent in WA, 31.4 per cent in SA and 60.6 per cent in Tasmania. Nationally, 41.5 per cent of the State and Territory owned and managed Indigenous housing dwellings were located in rural (as distinct from remote) areas (table HO.A1). The proportions calculated exclude properties where details of the location are unavailable. No data on State and Territory owned and managed Indigenous housing are available for the NT.

### *Performance reporting – State and Territory owned and managed Indigenous housing*

Different delivery contexts, locations and types of client may affect the performance reported in this section. Care needs to be taken in interpreting performance indicator results and the qualifications presented with the data need to be considered. There may also have been some difficulties in separating Indigenous housing data from public housing data. Variations in the funding and administration of State and Territory owned and managed Indigenous housing across jurisdictions may influence the comparability of data. Some descriptive data on State and Territory owned and managed Indigenous housing are included in table HO.A1.

### *Appropriateness*

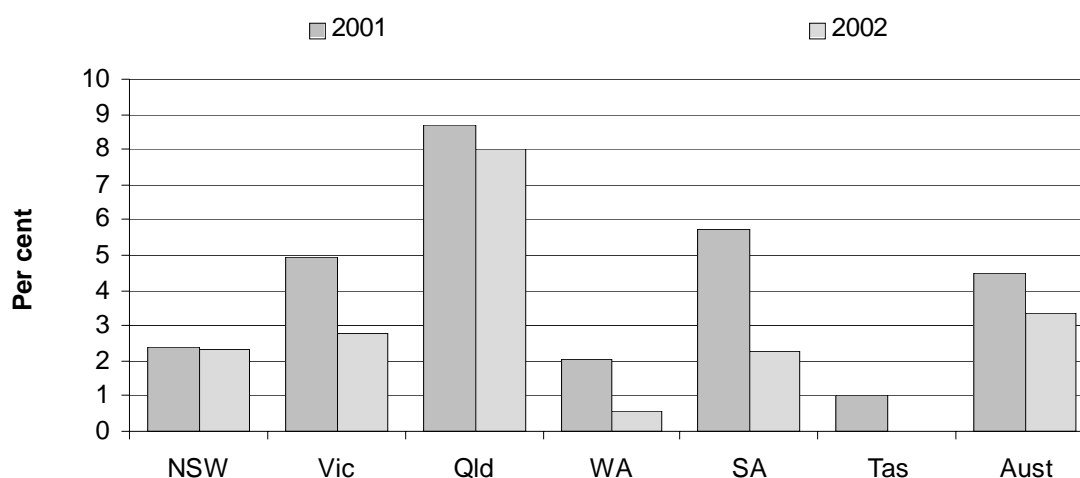
This chapter reports two measures of appropriateness for State and Territory owned and managed Indigenous housing. The first is indicated by the match of rental dwellings to household size. Queensland had the highest proportion of overcrowded dwellings at June 2002 (8.0 per cent), while Tasmania had the lowest (0.0 per cent) (figure HO.1).

Care needs to be taken in comparing performance in relation to overcrowding between public housing and State and Territory owned and managed Indigenous housing. There are two major factors that potentially result in a higher incidence of overcrowding in State and Territory owned and managed Indigenous housing dwellings relative to public housing dwellings:

- differences in Indigenous housing arrangements (for example, several generations living in one house or the possibility of visitors having ‘right of access’ in some circumstances) (Pholeros, Rainow and Torzillo 1993); and
- the influence of climate and culture (in rural areas people may live outside houses rather than inside and the proxy occupancy standard does not allow for verandahs or larger shared living spaces) (Pholeros *et al.* 1993).

More information on overcrowding and underuse for State owned and managed Indigenous housing can be found in table HO.A24.

Figure HO.1 **Proportion of State owned and managed Indigenous housing households with overcrowding**<sup>a, b, c, d, e</sup>



<sup>a</sup> At 30 June. <sup>b</sup> NSW data for 2002 exclude 475 non-rebated households (representing 12.3 per cent of households). <sup>c</sup> Victorian internal data showed an increase of 0.1 per cent from 1999-2000 to 2000-01 using consistent methodology. For 2001, Victoria had serious concerns about the credibility and validity of this data item and performance indicator. For 2002, Victorian data exclude 119 households paying market rent (10.7 per cent of households) that were included in 2000-01, influencing changes in results. <sup>d</sup> WA data for 2002 exclude 311 multiple family households (representing 23.8 per cent of households) that were included in 2000-01, influencing changes in results. <sup>e</sup> SA data for 2002 exclude 332 multiple family households (representing 20.3 per cent of households) that were included in 2000-01, influencing changes in results.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.55; table HO.A2.

The second measure of appropriateness is affordability, which measures the rent charged to tenants as a proportion of the market rent for each dwelling, adjusted for

CRA. Variations in the definition of market rent will influence the results for this indicator.

The rent charged in June 2002 as a proportion of the market rent for each dwelling (adjusted for CRA) for those jurisdictions able to provide data ranged from 86.6 per cent in Tasmania to 67.0 per cent in NSW (figure HO.2). More information on the proportion of income paid in rent by State owned and managed Indigenous housing tenants can be found in table HO.A23.

**Figure HO.2 Rent charged for State owned and managed Indigenous housing dwellings as a proportion of market rent, adjusted for CRA<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> At 30 June. <sup>b</sup> Calculation of CRA entitlements for 2001 are based on an estimate of the actual entitlements that a low income household would receive if they were in the private rental sector. The 2000 calculation is based on an estimate of the average CRA payment for each State and Territory. The methodology for calculations has changed for 2002 and uses more complex modelling developed in CRA modelling for CSHA renegotiations. Caution should therefore be exercised in comparing results across the years. <sup>c</sup> In NSW market rents are the valuations applied to each property. The market rents for 2001 and 2002 are the same, and refer to the 2001 valuation. The method of adjusting for CRA entitlements differs between the years, making comparisons between the years difficult. <sup>d</sup> For Queensland, market rents for dwellings have not been globally adjusted to reflect the current market for a number of years. This has led to a gradual reduction in the proportion of households paying less than market rent, and a corresponding increase in the proportion paying market rent as a result of income increases. Consequently, the overall market rent value would also be somewhat less than the true value. Complex derivation of household entitlement resulted in an estimate below the simple sum of rents for all households in 2002. These figures are used in a ratio to calculate relative public/private affordability so this discrepancy has no effect. <sup>e</sup> For WA, data include only single family households, representing 89.7 per cent (2001) and 86.2 per cent (2002) of households. Data for 2001 exclude 237 multiple family households. Data for 2002 exclude 311 multiple family households (representing 13.8 per cent of households) that were included in 2000-01, influencing changes in results. WA data for 2001 have been revised since the 2002 Report. <sup>f</sup> SA data for 2002 exclude 332 multiple family households (representing 20.3 per cent of households) that were included in 2000-01, influencing changes in results. <sup>g</sup> National total for 2001 was revised from that in the 2002 Report as a result of revision of WA data for 2001.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.56; table HO.A3.

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## Access

Three performance indicators measure access to State and Territory owned and managed Indigenous housing assistance for those in need. The first measures the low income and special needs (but not low income) status of households receiving State and Territory owned and managed Indigenous housing assistance (table HO.1).

As with public housing, there are two household income measures for the purpose of this indicator:

- ‘low income A’ households — those in State and Territory owned and managed Indigenous housing where all members of the household have incomes at or below the maximum pension rate (pension rates have been selected for calculating this indicator because they are higher than allowance rates); and
- ‘low income B’ households — those in State and Territory owned and managed Indigenous housing that have incomes that would enable them to receive government income support benefits below the maximum pensioner rate.

Households with incomes below these levels are included in the measure, although they may not necessarily receive income support benefits.

The proportion of new tenancies allocated to ‘low income A’ households varied in 2001-02 from 95.5 per cent in Tasmania to 81.3 per cent in WA. The proportion of new tenancies allocated to ‘low income A’ or ‘special needs (not low income)’ households varied from 97.0 per cent in Tasmania to 84.4 per cent in WA (table HO.1).

Table HO.1 only shows information on ‘low income A’ households. Information on both ‘low income A’ households and ‘low income B’ households is in table HO.A4.

Table HO.1 **Low income and special needs households as a proportion of all new State owned and managed Indigenous housing households (per cent)<sup>a</sup>**

	NSW <sup>b</sup>	Vic	Qld <sup>c</sup>	WA <sup>d</sup>	SA <sup>e</sup>	Tas	Aus <sup>f</sup>
<i>New 'low income A' households as proportion of all new households</i>							
2000-01	91.3	80.0	81.4	89.3	88.9	76.8	86.5
2001-02	89.6	88.1	83.1	81.3	87.3	95.5	85.8
<i>New 'low income A' households or special needs (not low income) households as proportion of all new households</i>							
2000-01	96.9	83.3	87.0	92.0	97.9	81.7	91.4
2001-02	92.6	91.7	89.5	84.4	90.1	97.0	89.6

<sup>a</sup> The counting rules for distinguishing between 'low income A' and 'low income B' households have been clarified for the 2001-02 data collection to ensure a household is not counted in both low income categories. As it appears that these counting rules were implemented in the 1999-2000 and 2000-01 data collections, this clarification should not affect the data reported for this indicator. Households are excluded for having missing or zero household income, missing person information or for being multiple households with an unknown household composition. <sup>b</sup> Special needs information is only available for households that were housed after November 1999. <sup>c</sup> Disability is calculated from a flag used for assessment of new tenancies rather than ongoing disability, and will underestimate count for all households. <sup>d</sup> WA data for 2000-01 have been revised since the 2002 Report. Data only include single family households. For 2000-01, data exclude 237 multiple family households (or 51.9 per cent of households allocated housing). For 2001-02, data exclude 311 multiple family households (13.8 per cent of households) that were included in 2000-01, influencing changes in results. The change in results is also influenced by a change in the way market renter households are identified this year. <sup>e</sup> Data exclude new 2000-01 allocations that left State owned and managed Indigenous housing prior to 30 June 2001. For 2001-02, data exclude 332 multiple family households (representing 20.3 per cent of households) that were included in 2000-01, influencing changes in results. <sup>f</sup> National totals for 2001 have been revised from those in the 2002 Report as a result of a revision of WA figures.

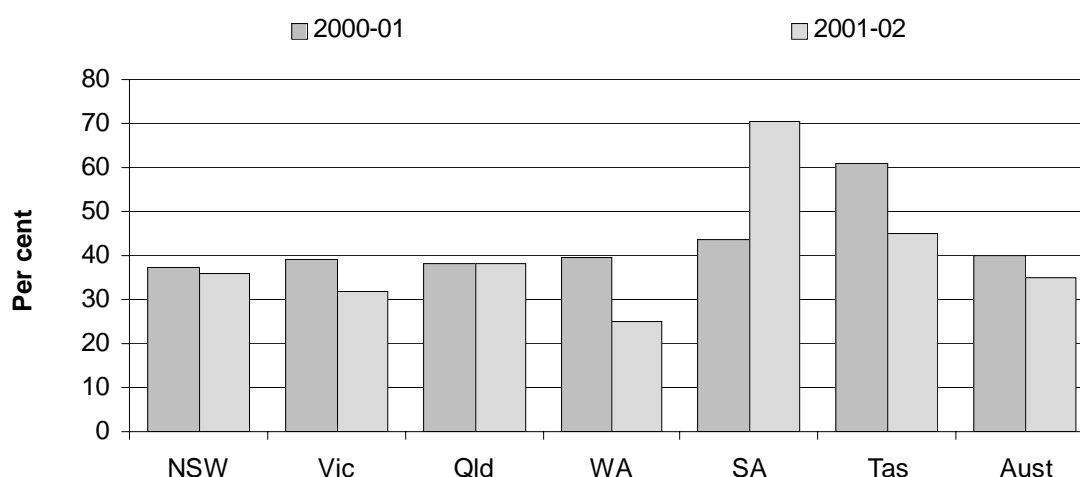
Source: State and Territory governments (unpublished); ROGS 2003, p. 16.57; table HO.A4.

The second indicator of access measures the proportion of new tenancies allocated to households with special needs. Special needs households are those that either have a household member with a disability or a principal tenant aged either 24 years or under or 50 years or more. The proportion of new tenancies allocated to 'special needs' households in 2001-02 varied from 70.5 per cent in SA to 25.2 per cent in WA (figure HO.3).

It is not appropriate to use this indicator to make comparisons between the performance of public housing and State and Territory owned and managed Indigenous housing. The special needs indicator for public housing includes Indigenous households in the definition of 'special needs' households. Using this definition for State and Territory owned and managed Indigenous housing would result in 100 per cent of State and Territory owned and managed Indigenous housing households being regarded as having 'special needs'. State and Territory owned and managed Indigenous housing uses a definition of 'special needs' more appropriate to the program. The definition of 'special needs' households also differs for 'aged' households: households with a principal tenant aged 50 years or more considered as 'special needs' households for State and Territory owned and

managed Indigenous housing, while for mainstream public and community housing, households with a principal tenant aged 75 years or more are considered ‘special needs’ households. This difference reflects the lower life expectancy and the higher burden of illness among Indigenous Australians.

**Figure HO.3 Proportion of new State owned and managed Indigenous housing tenancies allocated to households with special needs, a, b, c, d, e**



<sup>a</sup> For NSW, there were 25 new households without special needs information in 2000-01 and seven new households without special needs information in 2001-02. <sup>b</sup> For Queensland in 2000-01, the introduction of the special need national standard resulted in a reduction in the number of special needs households. Disability is calculated from a flag used for assessment of new tenancies rather than ongoing disability, and will underestimate current need. <sup>c</sup> For WA, special needs details are only recorded where they are known to exist – no record is kept if a household does not have special needs. All new households are included in the count and the figure may therefore represent an undercount. In 2000-01 data were reported about the special need status of 85 per cent of new households, influencing the change in results. <sup>d</sup> For SA, special needs details are recorded for the head tenant only. For 2001-02, the SA data exclude 124 new households (representing 58 per cent of new households). Results based on the special need status of 42 per cent of new allocations. In 2000-01, reported about the special need status of 100 per cent of new allocations, influencing the change in results. <sup>e</sup> For Tasmania, results for 2001-02 are based on the special need status of 92 per cent of new allocations. For 2000-01, data reported about the special need status of 100 per cent of new allocations, influencing the change in results.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.59; table HO.A5.

The proportion of all households that pay less than market rent or that are special needs households paying market rent in 2001-02 ranged from 99.9 per cent in WA to 90.5 per cent in Queensland (figure HO.4).



Figure HO.4 **Households that pay less than market rent or that are special needs households paying market rent as a proportion of all State owned and managed Indigenous housing households<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> At 30 June. <sup>b</sup> For NSW, there are seven new households without special needs information. Special needs information is only available for households that were housed after November 1999. <sup>c</sup> Market rents in Queensland have not been globally adjusted to reflect the current market for a number of years, leading to a reduced proportion of households paying less than market rent and a corresponding increase in the proportion of those paying market rent as a result of consumer price index rent rises. Consequently, the overall market rent value as listed here would be somewhat less than the true value. Disability is calculated from a flag used for assessment of new tenancies rather than ongoing disability, and will underestimate the count for all households. <sup>d</sup> WA data for 2001 has been revised since the 2002 Report. Data only include single family households. In 2001 excludes 237 multiple family households (or 51.9 per cent of households allocated housing). Data for 2002 excludes 311 multiple family households (representing 13.8 per cent of households) that were included in 2000-01, influencing changes in results. <sup>e</sup> For SA, data exclude 332 multiple family households in 2002 (representing 20.3 per cent of households). <sup>f</sup> National average for 2001 has been revised since 2002 Report as a result of a revision of WA data.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.60; table HO.A6.

The third indicator of access measures the priority of access given to those in greatest need. 'Greatest need' households are defined as low income households that at the time of allocation were either homeless, in housing inappropriate to their needs, in housing that was adversely affecting their health or placing their life and safety at risk, or that had very high rental housing costs.

The proportion of new allocations to those in greatest need varied for the year ending 30 June 2002, from 54.7 per cent in SA to 14.8 in Victoria (table HO.2). The relatively low level of priority allocations in Victoria is partly because Indigenous tenants in greatest need are likely to be housed under the general public housing program. Table HO.2 shows the proportion of new allocations to applicants with greatest need for applicants spending various time periods on the waiting list. Data are provided for tenants waiting for periods from under three months to more than two years. These numbers are not cumulative.

It may not be appropriate to compare performance of public housing and State and Territory owned and managed Indigenous housing in relation to priority access to those in greatest need. In some jurisdictions, different priority allocation guidelines may be used to allocate targeted housing. Further, where allocation is made at the community level, reasons for allocation may not be recorded in information management systems.

**Table HO.2 Greatest need allocations as a proportion of all new State owned and managed Indigenous housing allocations (per cent)<sup>a</sup>**

	<i>NSW</i> <sup>b</sup>	<i>Vic</i> <sup>c</sup>	<i>Qld</i> <sup>d</sup>	<i>WA</i> <sup>e</sup>	<i>SA</i>	<i>Tas</i> <sup>f</sup>	<i>Aust</i>
<b>Total for year ending 30 June 2002</b>	<b>17.3</b>	<b>14.8</b>	<b>na</b>	<b>20.7</b>	<b>54.7</b>	<b>na</b>	<b>24.1</b>
Proportion of greatest need allocations to new allocations with time to allocation <sup>g</sup> :							
< 3 months	36.0	18.9	na	21.6	69.6	na	35.0
3 —< 6 months	21.0	27.6	na	30.4	68.8	na	33.7
6 months — < 1 year	9.3	13.8	na	29.9	36.8	na	21.8
1 —< 2 years	4.7	5.3	na	11.8	14.3	na	8.5
2+ years	–	–	na	12.7	7.7	na	4.5

<sup>a</sup> Includes all greatest need allocations, regardless of whether they have missing application dates. <sup>b</sup> For NSW, eight records with missing waiting time information are included in the total but could not be assigned into a breakdown group. <sup>c</sup> For Victoria State owned and managed Indigenous housing shares a waiting list with public housing, and therefore the relatively low level of priority allocations in Victoria is partly because Indigenous tenants in greatest need are likely to be housed under the general public housing program. <sup>d</sup> The public housing priority waiting list is not administered in State owned and managed Indigenous housing. <sup>e</sup> For WA 2000-01 data for five priority levels were collected and reported from 8 January 2001 to 30 June 2001 only. In 2001-02, data for these priority levels are reported for the entire financial year, influencing increases in numbers reported this year. <sup>f</sup> There is no determination of 'greatest need' in the allocation of State owned and managed Indigenous housing properties and therefore no data are available. <sup>g</sup> For 2001-02, the number of days in each of the time allocation groups was adjusted such that a calendar month was equal to approximately 30 days. The determination of households in greatest need for all jurisdictions was based on waiting list priority reason data codes rather than priority category on the waiting list. This may influence the results for those jurisdictions that may have used priority category on the waiting list or other data sources to determine households in greatest need for the 2000-01 collection. A number of data codes were excluded for the collection for 2001-02 which may have influenced results for some jurisdictions (except the NT). **na** Not available. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.61; table HO.A7.

### Quality

The quality of housing provided under State and Territory owned and managed Indigenous housing is measured by surveying tenants about their overall satisfaction with housing provided. Survey data for State and Territory owned and managed Indigenous housing are not available for this year's Report, although surveys were undertaken by Queensland, WA, SA and Tasmania.

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## *Efficiency*

Four performance indicators measure the efficiency of the provision of housing under State and Territory owned and managed Indigenous housing. The first is cost per dwelling. The costs incurred by jurisdictions in providing housing include:

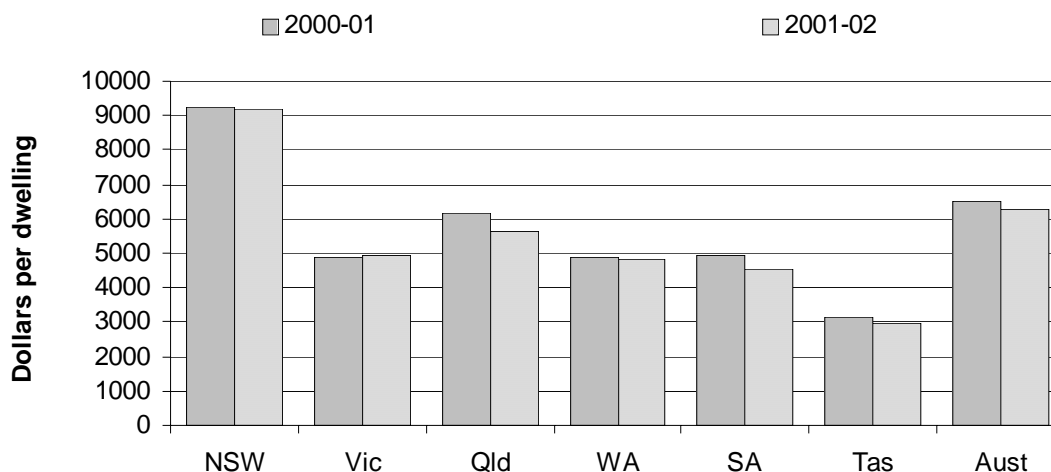
- administration costs (the cost of the administration offices of the property manager and tenancy manager);
- operating costs (the costs of maintaining the operation of the dwelling, including repairs and maintenance, rates, the costs of disposals, market rent paid and interest expenses);
- depreciation costs; and
- the user cost of capital (the cost of the funds tied up in the capital used to provide public housing).

Depreciation costs and the user cost of capital (capital costs) were not available for reporting on State owned and managed Indigenous housing. The cost per dwelling shown in figure HO.5 represents gross recurrent expenditure (that is, administration and operating costs) per dwelling. Rent received from tenants has not been deducted.

The gross cost per dwelling (excluding capital costs) for those jurisdictions able to provide data, ranged from \$9192 in NSW to \$2958 in Tasmania (figure HO.5).

As with other indicators, it is not appropriate to compare the gross cost per State and Territory owned and managed Indigenous housing dwelling with the recurrent cost per dwelling for public housing (which would be the public housing equivalent of this indicator). There is greater scope for economies of scale in relation to administration costs with public housing as the overall program is much larger. State and Territory owned and managed Indigenous housing dwellings are also more highly concentrated in rural and remote areas and the cost of providing housing assistance is potentially greater in these areas. The need to construct culturally appropriate housing (possibly requiring a higher standard of amenities, such as communal cooking, laundry and toilet facilities) may also affect the cost per dwelling. Finally, different cost structures may apply to the programs. Construction of dwellings, for example, under State and Territory owned and managed Indigenous housing may involve a skills development element to allow for training of apprentices in rural areas.

**Figure HO.5 Real gross cost per State owned and managed Indigenous housing dwelling, excluding capital costs (2001-02 dollars)<sup>a, b, c</sup>**



<sup>a</sup> The calculation for NSW for 2001-02 includes \$22.285m 'capital upgrade' expenditure. This is one-off expenditure resulting from maintenance liabilities incurred before the Aboriginal Housing Office took possession of the stock. A total of 61 per cent of the direct cost per dwelling is attributable to capital upgrading. Excluding expenditure on upgrading, the direct cost per dwelling is \$3567. <sup>b</sup> Expenditure on maintenance by Queensland influenced the reduction in direct costs reported this year. Overexpenditure in the maintenance budget in 2000-01 resulted in a cut-back to the maintenance budget in 2001-02. <sup>c</sup> The increase in costs in WA in 2000-01 over the previous year results from a rise in general rental costs, implementation of a tenant support initiative and more accurate apportionment of administrative costs between public housing and State owned and managed Indigenous housing.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.63; table HO.A8.

Care needs to be taken in interpreting the total cost of delivering housing. Administration costs and operating costs, for example, may not capture all costs incurred by government, so could understate the total costs of housing provision.

The second indicator of efficiency measures the proportion of the housing stock (including untenable dwellings) occupied by households. There was little variation across jurisdictions in the proportion of State owned and managed Indigenous housing stock occupied at 30 June 2002, which averaged 95.4 per cent nationally (table HO.3).

**Table HO.3 State owned and managed Indigenous housing stock occupancy rates<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	Aust
2001	98.0	95.4	94.0	96.0	94.3	93.1	95.8
2002	97.9	96.6	94.6	95.2	91.2	92.7	95.4

<sup>a</sup> At 30 June.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.63; table HO.A9.

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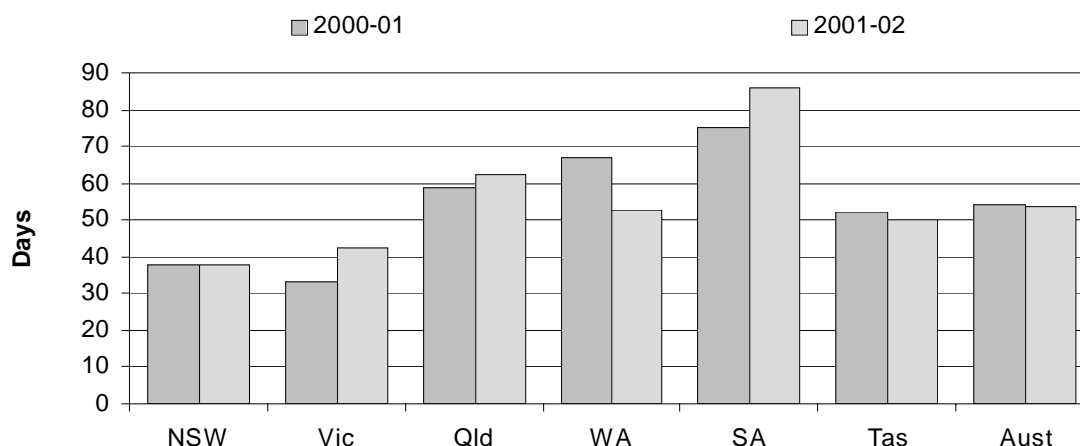
The third indicator — turnaround time — indicates the speed with which housing stock is reoccupied after it has been vacated or acquired. The length of time taken to rent untenanted stock affects allocations of State and Territory owned and managed Indigenous housing, waiting times, the length of waiting lists and rent forgone. All jurisdictions aim to minimise turnaround times.

The average number of days for vacant stock to be allocated in 2001-02 varied from 86 days in SA to 38 days in NSW (figure HO.6). This indicator may be affected by changes in maintenance programs and some jurisdictions may have difficulty excluding stock upgrades. Cultural factors may influence the turnaround time for State and Territory owned and managed Indigenous housing dwellings relative to public housing dwellings. Following the death of a significant person, for example, a dwelling may need to be vacant for a longer period of time (Morel and Ross 1993). The higher proportion of dwellings in rural and remote areas may also contribute to delays in completing administrative tasks and maintenance before dwellings can be re-tenanted.

The fourth efficiency indicator — total rent collected as a proportion of the rent charged — measures whether unpaid rent represents a financial burden to housing authorities. Differences in recognition policies, write-off practices, the treatment of disputed amounts and the treatment of payment arrangements may affect the comparability of this indicator's reported results.

Rent collected as a proportion of the rent charged in 2001-02 varied from 103.0 per cent in WA to 92.6 per cent in SA (table HO.4). Payment arrangements for rent in some jurisdictions mean that the rent collected over a 12-month period may be higher than rent charged over that period.

**Figure HO.6 Average State owned and managed Indigenous housing turnaround times<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> Excludes dwellings undergoing major redevelopment. Before 2001-02, the denominator in the calculation of turnaround time was described as 'total number of dwellings that are vacated and subsequently tenanted for the year ending 30 June'. The intention of this data item was to count the number of vacancy episodes for all public housing dwellings. This clarification has been made to the 2001-02 data manual, however, as this counting rule was implemented in the 2000-01 data collection, this clarification should not affect data reported for turnaround time in the 2001-02 collection. For 2000-01, the indicator measured the number of times a dwelling was vacated and subsequently retenanted. For 1999-2000, the indicator measured the number of dwellings vacated and subsequently retenanted. <sup>b</sup> For NSW, 2000-01 data exclude 50 void properties with obvious date errors and 2001-02, data exclude 62 void properties with obvious date errors. <sup>c</sup> For Victoria, improved asset management influenced the result for 2000-01 as the amount of time a dwelling remains off line was minimised. <sup>d</sup> For Queensland for 2000-01, this was calculated according to the definition. The data item for 2000-01 was derived from tenancy information and did not distinguish between different vacancy types or contain information about the lead time of new dwellings to be occupied. Calculations using alternative data sources indicated that data limitations had only a minimal impact on the performance indicator. <sup>e</sup> This includes time vacant due to redevelopment in WA in 2001-02 that was excluded in 2000-01, influencing changes in results. <sup>f</sup> Some properties in SA undergoing redevelopment are included due to data coding errors.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.65; table HO.A10.

**Table HO.4 Total rent collected for State and Territory owned and managed Indigenous housing dwellings as a proportion of total rent charged (per cent)<sup>a</sup>**

	NSW	Vic	Qld	WA <sup>b</sup>	SA	Tas	Aust
2000-01	99.3	99.5	99.1	101.1	95.0	94.8	98.8
2001-02	99.9	98.8	97.3	103.0	92.6	99.1	98.5

<sup>a</sup> Payment arrangements for rent in some jurisdictions mean that rent collected over a 12-month period may be higher than rent charged over that period. <sup>b</sup> These figures increased in 2000-01 as water consumption costs were retrospectively deducted from rent paid during 1999-2000. This deduction covered more than one year. While this deduction occurred for 2000-01, it only related to the one year.

Source: State and Territory governments (unpublished); ROGS 2003, p. 16.65; table HO.A11.

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### *Indigenous community housing*

Performance reporting on State and Territory owned and managed Indigenous housing is complemented in this year's Report by the inclusion of selected information on the Indigenous community housing sector from the 2001 ATSI/ABS CHINS.

For community managed Indigenous housing, it is not possible to report against a performance indicator framework, but CHINS data provide a snapshot of the sector. The CHINS data provide information on housing managed by Indigenous community housing organisations, including discrete community councils. Readers should not make comparisons between CHINS and State and Territory owned and managed Indigenous housing data. The former is a survey, while reporting for State and Territory owned and managed Indigenous housing is based on administrative data.

The CHINS was conducted between March and June 2001 to collect information about all discrete Indigenous communities and Indigenous organisations that provide housing to Indigenous people in urban, rural and remote locations in all States and Territories. The response rate was 98.1 per cent for discrete Indigenous communities and 98.6 per cent for Indigenous housing organisations. Information was collected by trained ABS officers in personal interviews with key community and Indigenous housing organisation representatives.

There were 12 579 dwellings identified in the 2001-02 State and Territory owned and managed Indigenous housing collection (table HO.A1). In the 2001 ATSI/ABS CHINS, 21 287 permanent Indigenous community housing dwellings were identified (table HO.A12) of which 7.8 per cent were unoccupied (table HO.A13). Cultural factors may influence the time taken to re-occupy Indigenous dwellings. Following the death of a significant person, for example, a dwelling may need to be vacant for a longer period of time (Morel and Ross 1993). In some cases, the dwelling may be so sub-standard as to be uninhabitable. The higher proportion of dwellings in rural and remote areas may also contribute to delays in completing administrative tasks and maintenance before dwellings can be re-tenanted. Due to the diversity of funding arrangements between programs and jurisdictions, problems may occur with program boundaries (especially where management of government owned stock has transferred to the Indigenous community sector) and, therefore, there is potential for some government owned dwellings to be reported in the CHINS results. In addition to the number of permanent dwellings mentioned above, the CHINS also identified 5600 people living in temporary dwellings.

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Of the 616 Indigenous housing organisations included in the CHINS, 47.2 per cent managed one to 19 dwellings, 33.6 per cent managed 20 to 49 dwellings and 18.8 per cent managed 50 or more dwellings. The majority (56.7 per cent) of Indigenous housing organisations were in discrete Indigenous communities and the remainder in urban areas. Most (93.7 per cent) discrete Indigenous communities were in remote and very remote parts of Australia. The total population of discrete Indigenous communities was reported as 108 000, of whom 85.9 per cent lived in remote and very remote communities.

Housing grants were received by 57.9 per cent of Indigenous housing organisations during the financial year prior to the 2001 CHINS. Indigenous housing organisations in discrete communities were more likely to receive grants (68.8 per cent) than urban Indigenous housing organisations (43.8 per cent). The main providers of grants were ATSIIC (28.4 per cent of organisations) and the State and Territory governments (19.6 per cent of organisations), with joint State or Territory and Commonwealth funding reported for 16.6 per cent of organisations. No grants were received by 41.9 per cent of organisations.

In the 2001 CHINS, 70.4 per cent of permanent Indigenous community housing dwellings were classified as needing minor or no repair, 18.9 per cent were in need of major repair and 8.4 per cent were classified as needing replacement (table HO.A14).

Average annual maintenance expenditure per permanent Indigenous community housing dwelling in 2001 was \$1870 a year, while the average weekly rent paid by Indigenous community households was \$38 (table HO.A15).

### *Commonwealth Rent Assistance*

#### *Access*

Access to CRA is measured by number and proportion of eligible income support recipients receiving the payment. Data are available both by type of income unit and type of payment received. This indicator also provides information on Indigenous recipients.

Commonwealth Rent Assistance is automatically paid once eligibility has been established. Important eligibility requirements are the receipt of an income support payment or more than the base rate of Family Tax Benefit Part A, and liability to pay rent. The only eligible clients who are not paid are those affected by recording errors or program errors.



There were 943 877 income units (where income units are analogous to family units with the distinction that non-dependent children and other adults living in the same household are treated as separate income units) receiving CRA at 30 June 2002 across Australia. Of these, over 21 535 (or approximately 2.3 per cent) self identified as Indigenous. Single people with no children represented approximately 38.8 per cent of CRA recipients and 30.7 per cent of Indigenous CRA recipients (table HO.5).

**Table HO.5 Income units receiving CRA by income unit type, 30 June 2002<sup>a, b</sup>**

<i>Benefit type</i>	<i>Proportion of CRA recipients</i>		<i>Proportion of Indigenous CRA recipients</i>	
	<i>Income units</i>		<i>Indigenous income units</i>	
	no.	%	no.	%
Single, no children	365 800	38.8	6 612	30.7
Single, no children, sharer	146 626	15.5	2 286	10.6
Single, 1 or 2 children	181 102	19.2	5 869	27.3
Single, 3 or more children	34 715	3.7	1 914	8.9
Partnered, no children	74 547	7.9	844	3.9
Partnered, 1 or 2 children	95 687	10.1	2 254	10.5
Partnered, 3 or more children	40 655	4.3	1 582	7.3
Partnered, illness separated, no children	2 078	0.2	36	0.2
Partnered, temporarily separated, no children	149	–	7	–
Unknown income unit	2 518	0.3	131	0.6
<b>Total</b>	<b>943 877</b>	<b>100.0</b>	<b>21 535</b>	<b>100.0</b>

<sup>a</sup> Data are for CRA recipients who were clients of DFACS only. Data exclude those paid rent assistance by, or on behalf of, the DVA or DEST. Components may not sum to 100 per cent as a result of rounding. <sup>b</sup> An income unit is the basic unit used to determine eligibility for social security payments. Income units are analogous to family units with the distinction that non-dependent children and other adults living in the same household are treated as separate income units. Children are regarded as dependent until 16 years of age. Children aged 16–18 years may also be regarded as dependent if they are full time students, wholly or substantially dependent on another person and not in receipt of an income support payment. – Nil or rounded to zero.

Source: DFACS (unpublished); ROGS 2003, p. 16.67; table HO.A16.

Nationally, the proportion of income units receiving CRA who identified as Indigenous was virtually identical to Indigenous representation in the overall community. The NT had the highest proportion of self identified Indigenous people receiving the payment (16.7 per cent) in 2002. This compared with the Indigenous proportion of the NT population of 28.6 per cent. Victoria had the lowest proportion of self identifying Indigenous people receiving the payment (0.6 per cent) (table HO.6).

**Table HO.6 Income units receiving CRA by Indigenous status and geographic location, 30 June 2002**

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust <sup>a</sup>
<i>Non-Indigenous</i>										
Individual recipients	no.	309 122	200 219	229 073	84 708	63 725	22 094	8 282	4 885	922 342
In capital city	no.	170 209	143 441	100 717	65 444	50 241	9 690	8 270	3 402	551 413
In rest of State	no.	138 913	56 778	128 356	19 264	13 484	12 404	12	1 483	370 929
Share of all recipients	%	97.7	99.4	96.6	97.4	98.7	97.3	98.9	83.3	97.7
Non-Indigenous population, as a proportion of total population <sup>b</sup>	%	98.1	99.5	96.7	96.7	98.4	96.4	98.9	71.4	97.8
<i>Indigenous</i>										
Individual recipients	no.	7 423	1 258	8 052	2 248	861	610	93	976	21 535
In capital city	no.	1 957	620	2 274	1 191	555	220	93	481	7 391
In rest of State	no.	5 466	638	5 778	1 057	306	390	0	495	14 144
Share of all recipients	%	2.3	0.6	3.4	2.6	1.3	2.7	1.1	16.7	2.3
Indigenous population, as a proportion of total population <sup>b</sup>	%	1.9	0.5	3.3	3.3	1.6	3.6	1.1	28.6	2.2
<b>Total individual recipients</b>	<b>no.</b>	<b>316 545</b>	<b>201 477</b>	<b>237 125</b>	<b>86 956</b>	<b>64 586</b>	<b>22 704</b>	<b>8 375</b>	<b>5 861</b>	<b>943 877</b>

<sup>a</sup> National total includes postcodes that could not be classified. <sup>b</sup> Based on low series population projections (ABS 1999b).

Source: DFACS (unpublished); ROGS 2003, p. 16.68; table HO.A20.

Data are also available based on the type of primary payment received by CRA recipients. The highest proportion of CRA recipients (21.9 per cent) are recipients of the Newstart Allowance, followed by the Parenting Payment (Single), representing 20.1 per cent of CRA recipients. These proportions are higher for Indigenous Australians (at 32.9 per cent and 32.1 per cent respectively). Only 2.8 per cent of Indigenous CRA recipients receive the age pension, compared with 16.0 per cent for all Australians (table HO.7).

**Table HO.7 Income units receiving CRA by benefit type, 30 June 2002<sup>a</sup>**

<i>Benefit type</i>	<i>Income units<sup>b</sup></i>	<i>Proportion of CRA recipients</i>		<i>Proportion of Indigenous CRA recipients</i>	
		<i>no.</i>	<i>%</i>	<i>no.</i>	<i>%</i>
Newstart	206 317	21.9	7 085	32.9	
Parenting Payment, Single	189 782	20.1	6 908	32.1	
Disability Support Pension	162 048	17.2	3 315	15.4	
Age Pension	151 120	16.0	596	2.8	
Youth Allowance	90 741	9.6	1 268	5.9	
Family Tax Benefit	81 179	8.6	1 335	6.2	
Parenting Payment, Partnered	26 160	2.8	558	2.6	
Other qualifying payments	36 530	3.9	470	2.2	
<b>Total</b>	<b>943 877</b>	<b>100.0</b>	<b>21 535</b>	<b>100.0</b>	

<sup>a</sup> Data are for CRA recipients who were clients of DFACS only. Data exclude those paid rental assistance by or on behalf of the DVA or DEST. Components may not sum to 100 per cent as a result of rounding. <sup>b</sup> An income unit is the basic unit used to determine eligibility for social security payments. Income units are analogous to family units with the distinction that non-dependent children and other adults living in the same household are treated as separate income units. Children are regarded as dependent until 16 years of age. Children aged 16–18 years may also be regarded as dependent if they are full time students, wholly or substantially dependent on another person and not in receipt of an income support payment.

Source: DFACS (unpublished); ROGS 2003, p. 16.69; table HO.A17.

A new ‘special needs’ indicator has been included to measure both access of special needs groups to CRA and the extent to which CRA assists with housing affordability. Overall, approximately 70.0 per cent of CRA recipients were located in capital city and other metropolitan areas, 28.2 per cent were in rural (as distinct from remote) areas and 1.6 per cent were in remote areas (table HO.A18). Of Indigenous CRA recipients, approximately 43.1 per cent were located in metropolitan areas, 45.8 per cent in rural (as distinct from remote) areas and 10.7 per cent were in remote areas (table HO.A19).

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## Outcomes

### *Affordability*

The affordability measure provides information on the proportion of recipients who spend more than 30 and 50 per cent of their income on rent with and without CRA, disaggregated by Indigenous and rural and remote status. Nationally, if CRA was not payable, 32.4 per cent of those income units currently receiving CRA would have spent less than 30 per cent of income on rent at 30 November 2001. Across jurisdictions, this proportion ranged from 39.8 per cent in Tasmania to 28.3 per cent in the NT. Accounting for CRA (thereby reducing the rent paid by the amount of the assistance), the national proportion of income units who spent less than 30 per cent of income on rent increased to 66.9 per cent at 30 November 2001. Across jurisdictions, this proportion ranged from 78.7 per cent in Tasmania to 58.9 per cent in the ACT (table HO.A21).

Similarly, if CRA was not payable, 73.8 per cent of income units across Australia would have spent less than 50 per cent of income on rent at 30 November 2001. Accounting for CRA payments, this proportion increases to 91.4 per cent (table HO.A21).

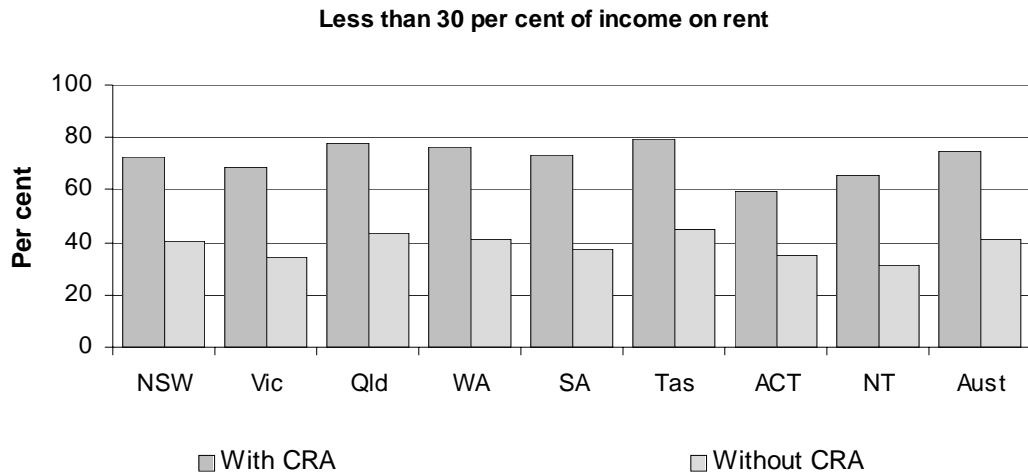
Data are also available on the proportion of income spent on rent with and without CRA by Indigenous Australians, Australians living in rural and remote areas, and disability support pension recipients. Nationally, if CRA was not payable, only 41.0 per cent of those Indigenous income units currently receiving CRA would have spent less than 30 per cent of income on rent at 30 November 2001. Across jurisdictions, this proportion ranged from 45.3 per cent in Tasmania to 31.3 per cent in the NT. Accounting for CRA payments (thereby reducing the rent paid by the amount of the assistance), the national proportion of Indigenous income units who spent less than 30 per cent of income on rent at 30 November 2001 increases to 74.7 per cent. Across jurisdictions, this proportion ranged from 79.5 per cent in Tasmania to 59.4 per cent in the ACT (figure HO.7).

Similarly, if CRA was not payable, 79.7 per cent of Indigenous income units across Australia would have spent less than 50 per cent of income on rent at 30 November 2001. Accounting for CRA payments, this increases to 94.5 per cent (table HO.A22).

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**Figure HO.7 Indigenous recipients by proportion of income spent on rent with and without CRA, 30 November 2001**

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Source: DFACS (unpublished); ROGS 2003, p. 16.72; table HO.A22.

#### *Further developing indicators and data*

Improved reporting on housing provision to Indigenous Australians continues to be a priority, with work to be done over the next year to improve data availability on Indigenous Australians accessing public and community housing. Work will also be done to improve reporting on both State and Territory owned and managed Indigenous housing and the Indigenous community housing sector.