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# 16 Housing

Government plays a significant role in the Australian housing market, directly through housing assistance and indirectly through policies associated with land planning and taxation. The Australian, 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, guarantees and 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 16.1) and CRA. Close links exist between public and community housing services and other government programs and support services discussed elsewhere in the Report, such as:

- 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)
- services delivered by the Australian, State and Territory governments and community organisations to promote independent living, including services for people with a disability (chapter 13), mental health services (chapter 11) and aged care services, such as the Home and Community Care program (chapter 12).

## Box 16.1 Commonwealth State Housing Agreement

The CSHA is an agreement made between the Australian, State and Territory governments under the *Housing Assistance Act 1996* (Cwlth) 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.

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**Box 16.1 (Continued)**

The 2003 CSHA came into effect on 1 July 2003 and will run until 30 June 2008, and includes bilateral agreements between the Australian Government and each State and Territory government and an overarching multilateral agreement. There are generally separate bilateral agreements for mainstream and Indigenous housing in each jurisdiction. Bilateral agreements are intended to provide greater flexibility for states and territories to respond to their particular housing needs.

A national ten year strategy to improve Indigenous housing, Building a Better Future, was agreed in 2001 by Australian, State and Territory ministers. State Indigenous Bilateral Agreements are the primary vehicle for implementing the national Building a Better Future strategy. The desired strategy outcomes are better housing and housing services, more housing, improved partnerships, greater effectiveness and efficiency, and improved performance linked to accountability and coordination of services.

**Funding arrangements**

The majority of funding under the 2003 CSHA is provided by the Australian Government, taking 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 (CAP) and the Community Housing Program. The majority of CSHA funding is distributed to State and Territory governments on a modified per person basis, with the State and Territory governments contributing additional funding from their own resources to partly 'match' Australian Government funding allocations.

**Roles and responsibilities**

Under the CSHA, the Australian 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 Australian Government objectives to be achieved under the agreement
- 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 Australian, State and Territory government objectives and that best meet the circumstances of the State or Territory
- developing, implementing and managing services and programs to deliver agreed outcomes
- reporting on a basis that enables performance assessment by the Australian, State or Territory governments, based on agreed performance indicators.

*Source:* CSHA (2003); Report on Government Services 2006 (2006 Report), p. 16.2, box 16.1.

Public, community and State owned and managed Indigenous housing (SOMIH) information has been obtained from the State and Territory governments, except where otherwise indicated. The Australian Institute of Health and Welfare (AIHW)

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collects and collates these data and produces annual data collection manuals and reports. The data manuals and data reports are available from the AIHW web site at [www.aihw.gov.au](http://www.aihw.gov.au) (AIHW 2005d, 2005e and 2005f). Most non-financial data items for public rental housing and for SOMIH were compiled from unit record data under the National Housing Data Repository at the AIHW. CRA data were obtained from the Department of Family and Community Services (FaCS). Data on satisfaction, location and amenity were obtained from national social housing surveys of public housing, community housing and SOMIH tenants.

### *Housing assistance not covered*

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

- the CAP, including the Victorian Transitional Housing Management Program under the CSHA, which provides capital funding for accommodation for homeless people
- non-CSHA programs, including those provided by the Department of Veterans' Affairs (DVA)
- CRA paid by the DVA or paid to Abstudy recipients on behalf of the Department of Education, Science and Training (DEST)
- the First Home Owners Grant, provided by the Australian Government and delivered through State and Territory governments
- some Indigenous housing and infrastructure assistance provided by Australian, State and Territory governments, land councils and Indigenous community organisations
- non-Indigenous community housing not funded under the CSHA
- home purchase assistance.

### **Indigenous data in the housing chapter**

The housing chapter in the 2006 Report contains the following data items on Indigenous people:

- regional and remote area concentration of SOMIH (per cent), 2005
- low income and special needs households, as a proportion of all new SOMIH (per cent), 2004-05
- households that pay less than market rent and special needs households paying market rent as a proportion of all SOMIH (new and existing), 30 June 2005

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- new tenancies allocated to SOMIH with special needs, 2004-05
  - greatest need allocations as a proportion of all new SOMIH allocations (per cent), 2004-05
  - gross cost per dwelling, excluding capital costs of SOMIH, 2004-05
  - occupancy rates of SOMIH, 30 June 2005
  - average turnaround time of SOMIH, 2004-05
  - Total rent collected as a proportion of total rent charged for SOMIH, 2004-05
  - rent charged for SOMIH as a proportion of market rent, adjusted for CRA, 30 June 2005
  - overcrowded dwellings of SOMIH, 30 June 2005
  - income units receiving CRA, by primary payment type, 2005
  - number and proportion of income units receiving CRA, by income unit type, 2005
  - income units receive CRA, by geographic location, 2005
  - proportion of income units receiving CRA, spending over 30 per cent of income on rent, with and without CRA, 2000–05 (per cent)
  - proportion of income spent on rent with and without CRA, income units with more than 50 per cent of income spent on rent, 2000–05 (per cent).

### *Supporting tables*

Supporting tables for data within the housing chapter of this compendium are contained in attachment 16A of the compendium. These tables are identified in references throughout this chapter by an ‘A’ suffix (for example, table 16A.3 is table 3 in the housing attachment). As the data are directly sourced from the 2006 Report, the compendium also notes where the original table, figure or text in the 2006 Report can be found. For example, where the compendium refers to ‘2006 Report, p. 16.15’ this is page 15 of chapter 16 of the 2006 Report, and ‘2006 Report, table 16A.2’ is attachment table 2 of attachment 16 of the 2006 Report.

## **Profile of housing and housing assistance**

The composition of Australian households is changing. There is an increasing number of smaller households, including a rising number of single person households. The average Australian household size fell from 3.3 people to

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2.6 people between 1971 and 2001, while the proportion of single person households increased from 18.1 per cent to 22.9 per cent over this period (ABS 2002).

The average Indigenous household is larger than the average non-Indigenous household. In 2001, the average non-Indigenous Australian household size was 2.6 people, whereas the average household with at least one Indigenous person was 3.5 people (ABS and AIHW 2003).

## **Roles and responsibilities**

Each level of government has different roles and responsibilities in housing and housing assistance:

- The Australian Government provides CRA and shares responsibility with State and Territory governments for housing assistance provided under the CSHA (box 16.1). The Australian Government 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 assistance for the homeless, public housing, community housing, Indigenous rental housing, private rental assistance and home purchase assistance. Some 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.
- 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 within and across jurisdictions. The main forms of assistance are outlined in box 16.2. This chapter focuses on four forms of assistance: public housing, community housing, SOMIH, and CRA.

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### Box 16.2 Forms of housing assistance

There are several main forms of CSHA housing assistance.

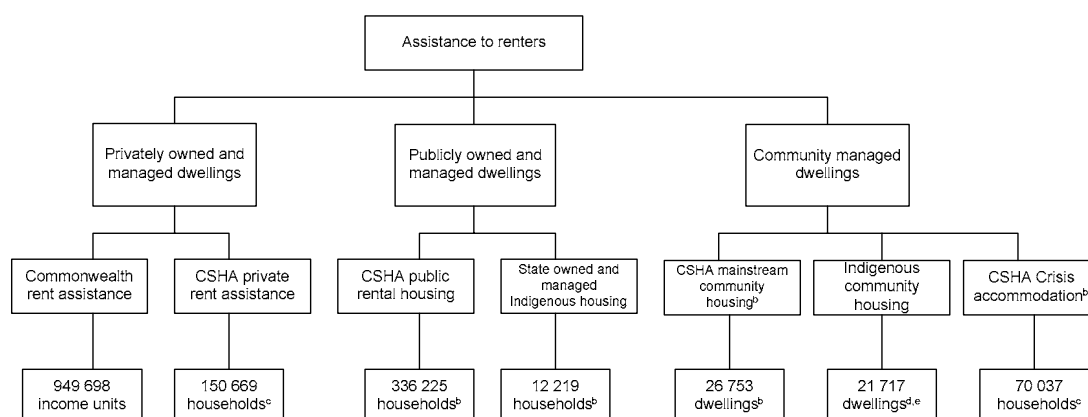
- *Public housing*: dwellings owned (or leased) and managed by State and Territory housing authorities to provide affordable rental accommodation. The CSHA is the main source of funding for public housing along with internally generated rental revenues and the proceeds of asset sales.
- *Community housing*: rental housing provided for low to moderate income or special needs households, managed by community-based organisations that are at least partly subsidised by government. Community housing models vary across jurisdictions.
- *Indigenous housing*: State owned housing targeted at Indigenous households (referred to as 'SOMIH' in this report) and houses owned or leased and managed by Indigenous community housing organisations and community councils in major cities, regional 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 SAAP. Sources of government funding include CAP through 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.
- *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, which is 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.

Source: CSHA (2003); FaCS (2003); 2006 Report, p. 16.10, box 16.2.

## Types of Government housing assistance

Figure 16.1 illustrates the range of government assistance to renters.

**Figure 16.1 Recipients of rental assistance across rental sector, 2005<sup>a</sup>**



<sup>a</sup> CSHA crisis accommodation 2003-04 data for NSW and Victoria have significantly increased since AUSWelfare 03 due to changes in coverage. <sup>b</sup> Additional dwellings are funded under programs other than CSHA; however, data about these dwellings are not available. <sup>c</sup> At 30 June 2004. Figures are not consistent with those reported in the *Report on Government Service Provision 2003* as they are from a different data set. <sup>d</sup> At 30 June 2004. <sup>e</sup> The scope of the Indigenous community housing data collection is dwellings managed by funded or registered Indigenous community housing organisations. 18 735 of these dwellings were managed by organisations funded by State governments and 2982 were managed by organisations funded by the Australian Government through FaCS.

Source: AIHW (2005a, 2005b, 2005c, 2005d, 2005e, 2005f, 2005h); 2006 Report, p. 16.11, figure 16.3.

### *Indigenous housing*

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

### *SOMIH*

SOMIH dwellings are defined as those rental housing dwellings owned and managed by government and allocated only to Indigenous Australians (AIHW 2005d). They include dwellings managed by government Indigenous housing agencies for allocation to Indigenous tenants. There were 12 860 dwellings identified in the 2004-05 SOMIH collection (table 16A.3).

SOMIH is only one of a number of programs designed to provide housing assistance to Indigenous people. Indigenous Australians are eligible for assistance under Indigenous community managed housing (where community agencies carry out tenancy management functions), the mainstream public and community housing

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programs, CRA and other government housing programs (both Indigenous-specific and mainstream).

The ACT and the NT are not included in the SOMIH data collection. The ACT does not receive funding for, or administer, any Territory owned and managed Indigenous housing programs; in the NT, ARHP funding is directed to community managed Indigenous housing. 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 Indigenous housing organisations that manage permanent dwellings for people in 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 allocates funds to the seven regional councils in the NT, which in turn allocate funds to those communities most in need. The NT government cannot differentiate between the various funding sources, given its commitment under the CSHA Indigenous Agreement to ‘pool’ all funds earmarked for Indigenous housing and associated infrastructure in the NT.

In NSW, a separate statutory organisation — the Aboriginal Housing Office — is responsible for planning, administering and expanding policies, programs and the asset base for Aboriginal housing in that State. Funding for the office comes from the CSHA and the State Government (in addition to its CSHA commitments).

Some other jurisdictions are increasingly pooling funding but currently report SOMIH 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).

### *Indigenous community housing*

In August 2003, the Housing Ministers Advisory Committee (HMAC) endorsed the National Reporting Framework (NRF) as the performance indicator framework that would be used to report against both Indigenous community housing and SOMIH. The framework includes the SOMIH indicators used in this Report.

A national report against a subset of the NRF was produced in 2003-04. It was based on data from the 2001 Census, the 2001 Aboriginal and Torres Strait Islander Commission (ATSIC)/ABS Community Housing and Infrastructure Needs Survey (CHINS), CSHA administrative data and additional administrative data on the



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Indigenous community housing sector provided by states and territories (AIHW 2005h).

As at 30 June 2004, there were a total of 551 Indigenous community housing organisations in all states and territories excluding WA, which did not provide data. These organisations owned and managed a total of 20 932 permanent dwellings (table 16A.15). The average occupancy rate for these dwellings was 94.5 per cent (table 16A.16) and the average rent collected as a proportion of rent charged was 94.2 per cent (AIHW 2005h).

Data from the 2001 ATSI/ABS CHINS are reported for dwelling condition (table 16A.17). Seventy per cent of dwellings were in need of minor or no repair, 18.9 per cent were in need of major repair and 8.4 per cent were in need of replacement.

### **Diversity of State and Territory housing assistance operations**

State and Territory governments have similar broad objectives for providing housing assistance. Individual jurisdictions, however, emphasise different objectives depending on their historical precedents and ways of interacting with community sector providers. Jurisdictions also face differing private housing markets. These differences lead to a variety of policy responses and associated assistance products. It is important to be aware of all the housing assistance operations in each State and Territory when analysing performance information.

Appendix A contains information on each State and Territory that may help in interpreting the performance indicators presented in this chapter. State and Territory governments have provided the following additional information on the key operating parameters characterising housing assistance provision in their jurisdictions.

#### *SOMIH*

Eligibility criteria for access to SOMIH are generally consistent with those for public housing once an applicant has been confirmed as Indigenous. Queensland is an exception, having no income or age eligibility limits on SOMIH. The management of waiting lists varies across jurisdictions — for example, a number of jurisdictions use the same list for both SOMIH and public housing. Terms of tenure are the same as those for public housing for a number of jurisdictions (table 16.1).

Table 16.1 SOMIH housing policy context, 2005<sup>a</sup>

	NSW <sup>b</sup>	Vic <sup>c</sup>	Qld <sup>d</sup>	WA <sup>e</sup>	SA <sup>f</sup>	Tas <sup>g</sup>
<b>Eligibility</b>						
Income limit per week (\$) <sup>h</sup>	395	347	None	390	608	336
'Other' asset limits (\$) <sup>h</sup>	None	30 000	None	36 400 in cash	263 500	34 473
Minimum age	18	15	None	18	None	16
<b>Waiting list</b>						
Details	Combined with public housing	Combined with public housing	Wait turn	Combined with public housing	Need (Four segment)	Priority, similar to public housing
<b>Tenure</b>						
Probationary period	None	None	None	None	6 months	3–6 months
Fixed term	3 or 6 months	5 years	None	3 months	None	1–3 years
Ongoing	Yes	Lifetime after age 65	Yes	Ongoing	Ongoing after probation	Dependant on housing history
Tenancy review	Not regularly	To commence in 2008	None	Annual	None	Fixed term leases reviewed at end of each term

<sup>a</sup> At 30 June. <sup>b</sup> Interest accrued from cash assets is assessed as income. Applicants under the age of 18 years must demonstrate living skills to be eligible for housing. Following announcement of the Reshaping Public Housing Reforms, NSW commenced action to phase out existing one and three year renewable tenancy agreements from 1 July 2005. New tenants housed after 1 July 2005 will be subject to new tenure policy in July 2006. <sup>c</sup> Tenancies in Victoria are ongoing tenancies (not fixed term) that are subject to review after 5 years. For households that require major disability modifications, discretion may be applied to extend the asset limit to \$60 000. Indigenous households generally access long term accommodation through the General Rental program or housing managed by the Aboriginal Housing Board of Victoria. <sup>d</sup> Ten per cent of applicants can be housed ahead of turn in urgent circumstances. While no formal eligibility review exists, it is an ongoing requirement for clients to meet property ownership limitations. <sup>e</sup> The income limit for those in north west remote areas is \$550 per week. Those aged over 60 years are subject to a cash asset limit of \$80 000. <sup>f</sup> The same definition as the Centrelink asset test threshold at 30 June 2004 for a single person who does not own their own home is used. Includes 21 Indigenous households with other special needs (including youth, disability, aged etc.). <sup>g</sup> For people aged over 55 years the asset limit is \$35 000. Applications outside the guidelines may be considered where there are extenuating circumstances in relation to income, asset and age criteria. <sup>h</sup> Limits are for a single person.

Source: State and Territory governments (unpublished); 2006 Report, p. 16.23, table 16.9.

The proportions of SOMIH located by ASGC remoteness areas are shown in table 16.2.

**Table 16.2 SOMIH — regional and remote area concentrations, 2005 (per cent)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic<sup>c</sup></i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Aust</i>
Major cities	40.6	38.3	12.7	28.8	60.3	–	33.8
Inner regional	31.8	37.0	14.3	7.8	7.8	82.4	21.9
Outer regional	20.4	24.4	45.2	22.0	18.0	17.6	26.2
Remote	5.6	0.4	10.5	20.2	6.0	–	8.7
Very remote	1.6	–	17.3	21.2	7.8	–	9.4

<sup>a</sup> At 30 June. <sup>b</sup> Under the ASGC remoteness areas. <sup>c</sup> In Victoria, the interpretation of the definition of a 'dwelling' varied for providers. Some larger agencies also advised they were unable to provide tenancy units by postcode. For consistency and accuracy, properties have been counted by postcode from the internal administrative system, so the dwelling postcode count will not match the number of tenancy units because group housing program arrangements have multiple tenancies per property. – Nil or rounded to zero.

Source: AIHW (2005a); table 16A.3; 2006 Report, p. 16.24, table 16.10.

## Framework of performance indicators

Public, community and SOMIH adopt a common performance indicator framework based on the framework developed for the 1999 CSHA (which ran from 1 July 1999 to 30 June 2003) (2006 Report, figures 16.4 and 16.5; figure 16.2). The CSHA framework reflects 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 as outlined in a number of guiding principles (CSHA 1999).

The new CSHA took effect on 1 July 2003 and will run until 30 June 2008 (box 16.3). Many aspects of this agreement, including the aims and objectives, are similar to those of the previous agreement. The new CSHA places greater emphasis on Australian, State and Territory governments improving housing outcomes for Indigenous people, and governments have committed to improving access to mainstream housing options for Indigenous people living in urban and rural areas. This is the second year that data are reported under the new agreement. Work is being undertaken on the performance indicators to improve the quality and scope of national performance information.

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**Box 16.3 Objectives for public and community housing under the 2003 CSHA**

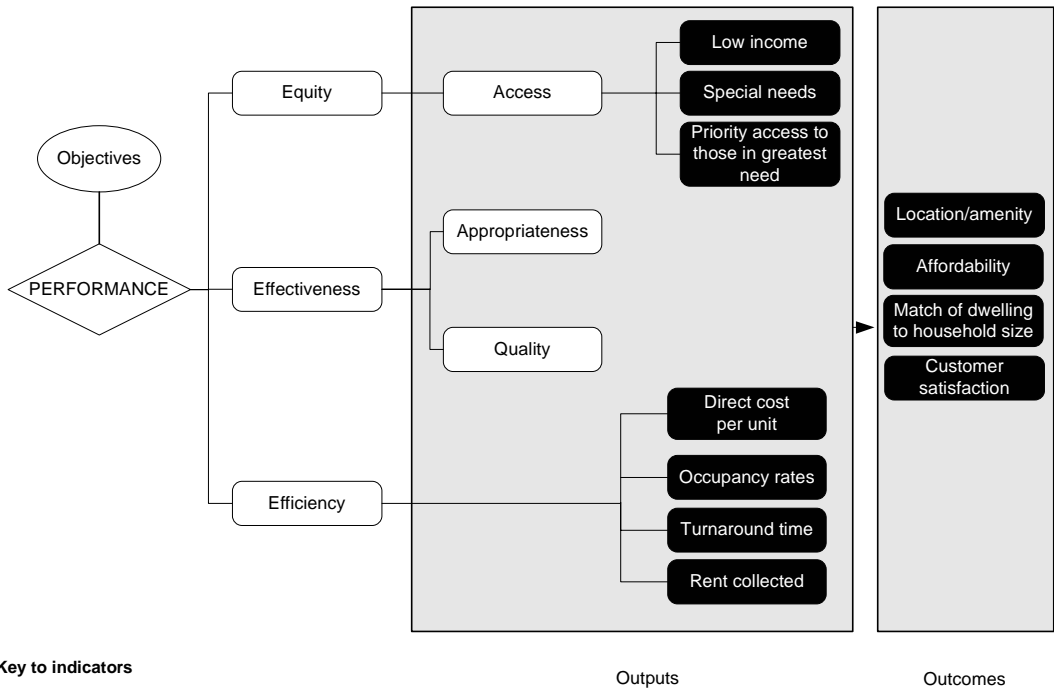
The principles guiding the 2003 CSHA are to:

1. maintain a core Social Housing sector to assist people unable to access alternative suitable housing options
2. develop and deliver affordable, appropriate, flexible and diverse housing assistance responses that provide people with choice and are tailored to their needs, local conditions and opportunities
3. provide assistance in a manner that is non-discriminatory and has regard to consumer rights and responsibilities, including consumer participation
4. commit to improving housing outcomes for Indigenous people in urban, rural and remote areas, through specific initiatives that strengthen the Indigenous housing sector and the responsiveness and appropriateness of the full range of mainstream housing options
5. ensure housing assistance links effectively with other programs and provides better support for people with complex needs, and has a role in preventing homelessness
6. promote innovative approaches to leverage additional resources into Social Housing, through community, private sector and other partnerships
7. ensure that housing assistance supports access to employment and promotes social and economic participation
8. establish greater consistency between housing assistance provision and outcomes, and other social and economic objectives of government, such as welfare reform, urban regeneration, and community capacity-building
9. undertake efficient and cost-effective management which provides best value to governments
10. adopt a cooperative partnership approach between levels of government towards creating a sustainable and more certain future for housing assistance
11. promote a national, strategic, integrated and long term vision for affordable housing in Australia through a comprehensive approach by all levels of government.

*Source:* CSHA (2003, p.4); 2006 Report, p. 16.25, box 16.4.

Data for Indigenous people are reported for a number of SOMIH performance indicators in the 2006 Report (figure 16.2). The performance indicator framework shows which data are comparable in the 2006 Report.

**Figure 16.2 Performance indicators for SOMIH**



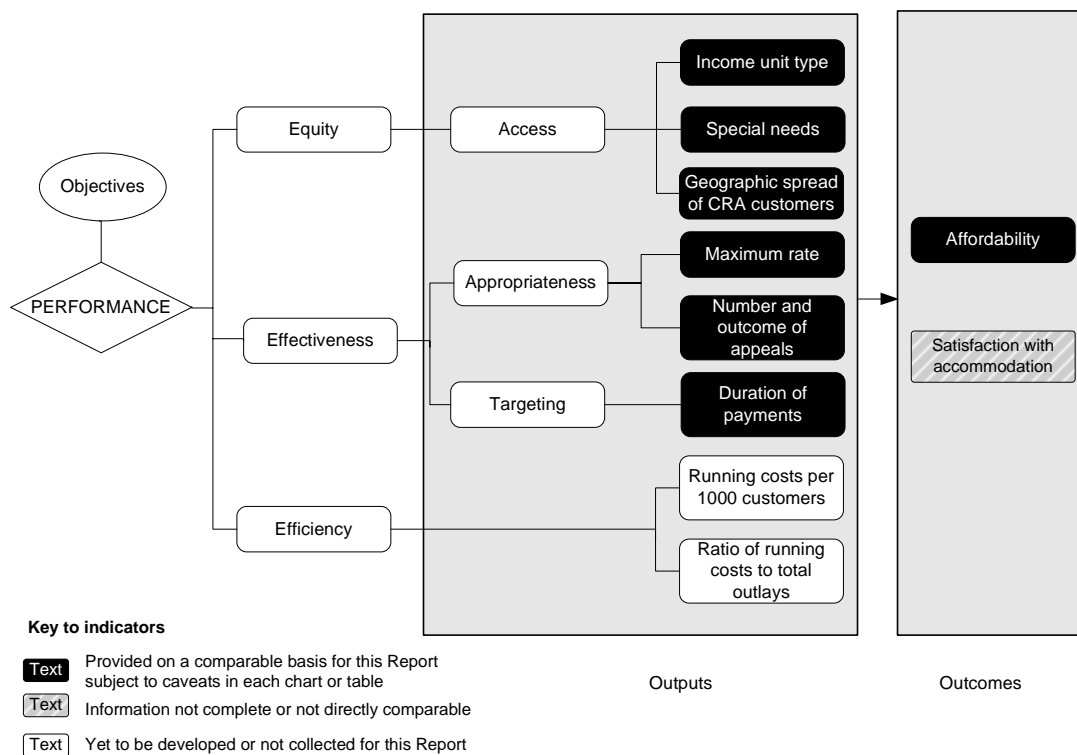
**Key to indicators**

- Text Provided on a comparable basis for this Report subject to caveats in each chart or table
- Text Information not complete or not directly comparable
- Text Yet to be developed or not collected for this Report

Source: 2006 Report, p. 16.28, figure 16.6.

Data for Indigenous people are reported for a subset of the performance indicators for CRA in the 2006 Report. It is important to interpret these data in the context of the broader performance indicator framework outlined in figure 16.3. The performance indicator framework for CRA shows which data are comparable in the 2006 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

Figure 16.3 Performance indicators for CRA



Source: 2006 Report, p. 16.29, figure 16.7.

## Performance reporting for SOMIH

Different delivery contexts, locations and types of client may affect the performance reported in this section. Care therefore needs to be taken in interpreting performance indicator results, and the qualifications presented with the data need to be considered. Variations in the funding and administration of SOMIH across jurisdictions may also influence the comparability of data. As outlined in section 16.1 of the 2006 Report, the ACT and the NT are not included in SOMIH data collection.

In addition, performance indicator results are not comparable across the public, community and SOMIH sections. Some descriptive data on SOMIH are included in table 16A.3. SOMIH dwellings are more likely than public or community housing dwellings to be located in rural or remote areas (table 16.2).

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## Outputs

### *Equity — low income and special needs*

The first two equity indicators reported are ‘low income’ and ‘special needs’ (box 16.4).

#### **Box 16.4 Low income and special needs**

‘Low income’ is an output indicator of the CSHA’s aim to provide appropriate, affordable and secure housing assistance to people who are unable to access suitable housing. It measures three low income components:

- new low income households as a proportion of all new households
- new low income households plus special needs (not low income) households, as a proportion of all new households
- households paying less than market rent and special needs households paying market rent, as a proportion of all households (new and existing).

High values for these measures indicate high degrees of targeting of low income (and special needs) households.

The two household income measures for this indicator are:

- low income A households — households where all members receive an income equivalent to or below 100 per cent of the government income support benefits at the pensioner rate (pension rates have been selected for calculating this indicator because they are higher than allowance rates)
- low income B households — households with an income above 100 per cent of the government income support benefits at the pensioner rate, but below the effective cut-off for receiving any government support benefits.

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

It is not appropriate to use this indicator to compare the performance of public, community and SOMIH. SOMIH uses a definition of special needs more appropriate to the program. The special needs indicator for public housing includes Indigenous households in the definition of special needs households, so using this definition for SOMIH would result in 100 per cent of SOMIH households being regarded as having special needs.

‘The definition also differs for ‘aged’ households: households with a principal tenant aged 50 years or over are considered special needs households for SOMIH, while households with a principal tenant aged 75 years or over are considered special needs households for mainstream public and community housing. This difference reflects the lower life expectancy and higher level of illness among Indigenous Australians.

(Continued on next page)

**Box 16.4 (Continued)**

'Special needs' is an output indicator of the CSHA's aim to provide appropriate, affordable and secure housing assistance to people who are unable to access suitable housing. It measures the proportion of new tenancies allocated to special needs households. New tenancies are reported as a proxy for all households receiving assistance. Special needs households are those that have either a household member with a disability, or a principal tenant aged 24 years or under, or 50 years or over. A high proportion indicates a high degree of access of special needs households.

It is not appropriate to use this indicator to compare the performance of public, community and SOMIH because the special needs category includes Indigenous people for public and community housing.

The proportion of new tenancies allocated to low income A and low income A plus special needs (not low income) households in 2004-05 is presented in table 16.3. Table 16A.4 contains information on both low income A households and low income B households.

**Table 16.3 SOMIH — low income and special needs households, as a proportion of all new households (per cent)<sup>a, b, c</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA<sup>d</sup></i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
<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
2002-03	91.5	87.8	89.7	89.1	86.5	87.2	89.2
2003-04	94.4	90.5	83.3	93.5	89.2	89.5	90.6
2004-05	94.2	87.7	76.1	92.9	86.0	86.0	88.0
<i>New low income A households plus 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
2002-03	92.9	92.9	94.6	92.1	93.2	92.3	93.0
2003-04	96.7	96.8	87.5	95.5	92.4	98.1	94.0
2004-05	96.6	93.1	84.2	95.9	91.3	100.0	92.9

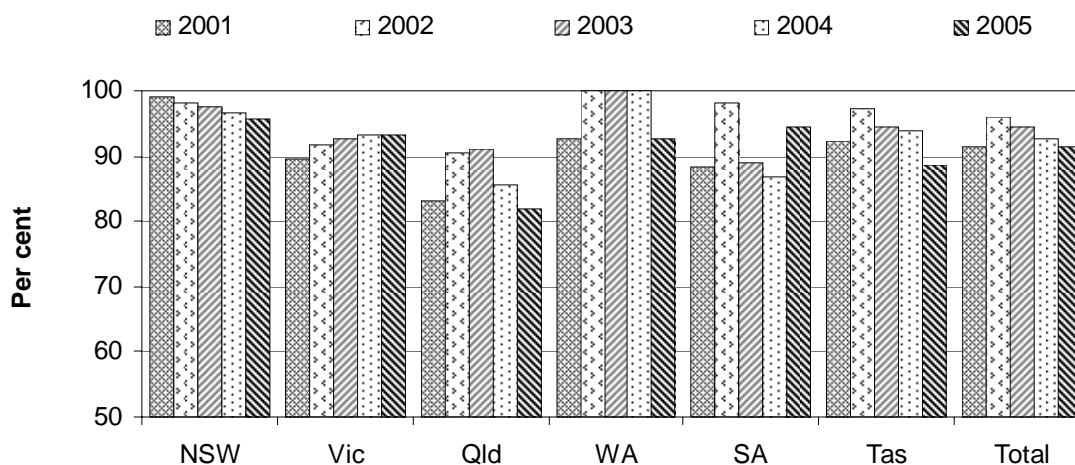
<sup>a</sup> For details of mixed composition, non-rebated and other households excluded, see table 16A.28. <sup>b</sup> Data for 2004-05 are not directly comparable to the previous years' data and any direct comparison of 2004-05 data with previous years should be done with caution. For details of these changes see footnotes in table 16A.4. <sup>c</sup> Data are not comparable across all jurisdictions due to each using different methodology. For this reason data should not be directly compared across jurisdictions. For details of non-comparability see footnotes in table 16A.4. <sup>d</sup> Data for WA are based on different methodology from that used for their previous years' data and a direct comparison of 2004-05 data with previous years for WA cannot be made. For details of these changes see WA footnotes in table 16A.4.

Source: AIHW (various years); CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.4; 2006 Report, p. 16.68, table 16.19.



The proportion of households paying less than market rent and special needs households paying market rent, as a proportion of all households (new and existing) at 30 June 2005 is presented in figure 16.4.

Figure 16.4 **SOMIH — households paying less than market rent and special needs households paying market rent as a proportion of all households (new and existing)<sup>a, b, c, d</sup>**

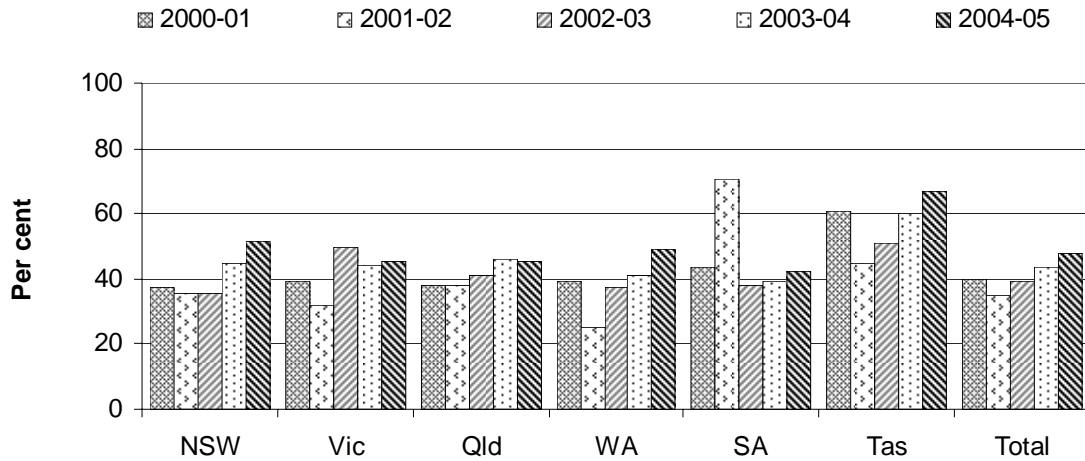


<sup>a</sup> At 30 June. <sup>b</sup> Data for NSW and SA for 2004-05 are not directly comparable to the previous years' data and any direct comparison of 2004-05 data with previous years for NSW and SA should be done with caution. For details of these changes see NSW and SA footnote in table 16A.5. <sup>c</sup> Data for WA are based on different methodology from that used for their previous years' data and a direct comparison of 2004-05 data with previous years for WA cannot be made. For details of these changes see WA footnotes in table 16A.5. <sup>d</sup> Data for Queensland and WA for 2004-05 are not comparable with the other data presented and should not be directly compared with other jurisdictions data. For details of non-comparability see Queensland and WA footnotes in table 16A.5.

Source: AIHW (various years); CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.5; 2006 Report, p. 16.69, figure 16.23.

The proportion of new tenancies allocated to special needs households is presented in figure 16.5.

Figure 16.5 **SOMIH — new tenancies allocated to households with special needs<sup>a, b</sup>**



<sup>a</sup> Data for WA for 2004-05 are based on different methodology from that used for their previous years' data and a direct comparison of 2004-05 data with previous years for WA cannot be made. For details of these changes see WA footnotes in table 16A.6. <sup>b</sup> Data for Queensland and WA for 2004-05 are not comparable with the other data presented and should not be directly compared with other jurisdictions data. For details of non-comparability see Queensland and WA footnotes in table 16A.6.

Source: AIHW (various years); CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.6; 2006 Report, p. 16.70, figure 16.24.

### *Equity — priority access to those in greatest need*

The final equity indicator reported for SOMIH is 'priority access to those in greatest need' (box 16.5).

The proportion of new allocations to those in greatest need for 2004-05 is presented in table 16.4. Differences in State housing allocation policies can influence comparability for this indicator. The relatively low level of priority allocations in NSW and Victoria were partly because Indigenous tenants in greatest need are likely to be housed under the State's general public housing programs.

### Box 16.5 Priority access to those in greatest need

'Priority access to those in greatest need' is an output indicator of the CSHA's aim to provide appropriate, affordable and secure housing to assist people who are unable to access suitable housing. This indicator provides information on whether allocation processes are such that those in greatest need have first access to housing. It measures the proportion of new allocations to those in greatest need. Greatest need households are defined as low income households that at the time of allocation are 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.

Table 16.4 shows the proportion of new allocations to those in greatest need by time on the waiting list. Data are provided for tenants waiting less than three months to more than two years. These numbers are not cumulative. A high value for this indicator, particularly for short time frames, represents a high degree of access of those in greatest need without these people waiting long periods of time.

It may not be appropriate to compare the performance of public, community and SOMIH in relation to this indicator. In some jurisdictions, different priority allocation guidelines may be used to allocate targeted housing. Priority access for Indigenous people is given through mainstream housing. Further, where allocation is made at the community level, reasons for allocation may not be recorded in information management systems.

Table 16.4 **SOMIH — proportion of new allocations to those in greatest need (per cent)**

	NSW <sup>a, b</sup>	Vic	Qld <sup>c</sup>	WA	SA	Tas	Total
<b>Total for year ending</b>							
<b>30 June 2005</b>	<b>10.1</b>	<b>20.9</b>	<b>7.5</b>	<b>26.2</b>	<b>83.4</b>	<b>na</b>	<b>27.5</b>
Proportion of greatest need allocations to new allocations, by time to allocation							
<3 months	20.5	26.6	10.6	36.3	77.3	na	38.7
3–<6 months	21.7	23.1	9.5	55.3	97.3	na	47.0
6 months–<1 year	3.0	32.1	3.7	11.1	97.0	na	24.0
1–<2 years	3.9	11.5	9.8	–	93.1	na	19.0
2+ years	1.8	–	5.3	–	56.3	na	5.4

<sup>a</sup> The 'priority access to those in greatest need' excludes households with 'very high rental costs', and hence the 'greatest need' data represent an undercount. The cost of housing at the time of allocation is not collected in NSW, as very high rental costs do not constitute a reason for 'priority' housing. This is because most applicants in NSW face high private rental costs, particularly in Sydney, and if this were deemed a reason for 'priority' housing nearly all applicants would be classified as 'priority'. <sup>b</sup> For further details refer to footnotes in table 16A.7. <sup>c</sup> The total number of new households allocated housing for year ending 30 June 2005 excludes 7 households for which allocation time could not be determined. **na** Not available. – Nil or rounded to zero.

Source: AIHW (2005a); table 16A.7; 2006 Report, p. 16.71, table 16.20.

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### *Efficiency — direct cost per unit*

The efficiency indicator identified for SOMIH is ‘direct cost per unit’ (outputs) (box 16.6).

#### **Box 16.6 Direct cost per unit**

‘Direct cost per unit’ has been identified as an output indicator of the CSHA guiding principle to undertake efficient and cost-effective management. It measures the cost of providing assistance per dwelling. ‘Direct cost per unit’ can be defined as the total administration costs and the costs of maintaining the operation of dwellings. Two related measures have also been identified:

- gross cost per unit — gross cost to government (administration and operating costs plus capital costs)
- net cost per unit — net cost to government (cost excluding rents received from tenants).

Due to a high level of capital expenditure in housing, gross and net cost per unit are predominantly driven by the user cost of capital (box 16.7). Caution must therefore be used when interpreting the indicator because the user cost of capital and service delivery models differ across the jurisdictions. The cost per dwelling indicators also do not provide any information on the quality of service provided (for example, the standard of dwellings).

#### **Box 16.7 The user cost of capital**

The ‘user cost of capital’ for government services is the cost of having funds tied up in the capital used to deliver services (for example, houses and land in public housing). It makes explicit the opportunity cost of using the funds to deliver services rather than investing them elsewhere or using them to retire debt. It is calculated by applying a jurisdictional cost of capital rate to the value of government assets (see chapter 2, 2006 Report for details of the determination of a cost of capital rate). The costs of capital for land and other assets are shown separately, to allow users to consider any differences in land values across jurisdictions when assessing the results. Land values make up a large part of the user cost of capital and are largely beyond the control of jurisdictions.

When comparing costs of government services, it is important to account for the user cost of capital because it is often:

- a significant component of the cost of services
- treated inconsistently (that is, included in the costs of services delivered by many non-government service providers, but effectively costed at zero for most budget sector agencies).

(Continued on next page)

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**Box 16.7 (Continued)**

The Steering Committee accepts that asset valuation data are imperfect. It also recognises that non-recognition of the cost of capital used by departments to deliver services can result in a significant underestimation of costs for those services for which government capital is a major input. While the measurement of capital costs in this Report is not perfect, using an imputed costing is preferable to not costing government capital at all.

The costs incurred by jurisdictions in providing SOMIH 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
- the user cost of capital (the cost of the funds tied up in the capital used to provide SOMIH).

Payroll tax has been excluded from gross cost per output unit calculations for SOMIH. Further, depreciation costs and the user cost of capital (capital costs) are not available for reporting on SOMIH. The cost per dwelling shown in figure 16.6 represents gross recurrent expenditure (that is, administration and operating costs) per dwelling. Rent received from tenants has not been deducted. In 2004-05, the gross cost per Indigenous dwelling (excluding capital costs and payroll tax) was \$5423, nationally (figure 16.6).

The gross cost per dwelling is presented in figure 16.6. A low cost per dwelling can indicate greater efficiency. Caution must be used, however, when interpreting indicators in this way because the cost per dwelling indicator does not provide any information on the quality of service provided (for example, the standard of dwellings). Caution must also be used when interpreting this indicator because service delivery models differ across jurisdictions.

Only gross cost per output unit is reported for SOMIH in this Report. The Steering Committee has identified direct cost per unit and net cost per output unit for development and reporting in future.

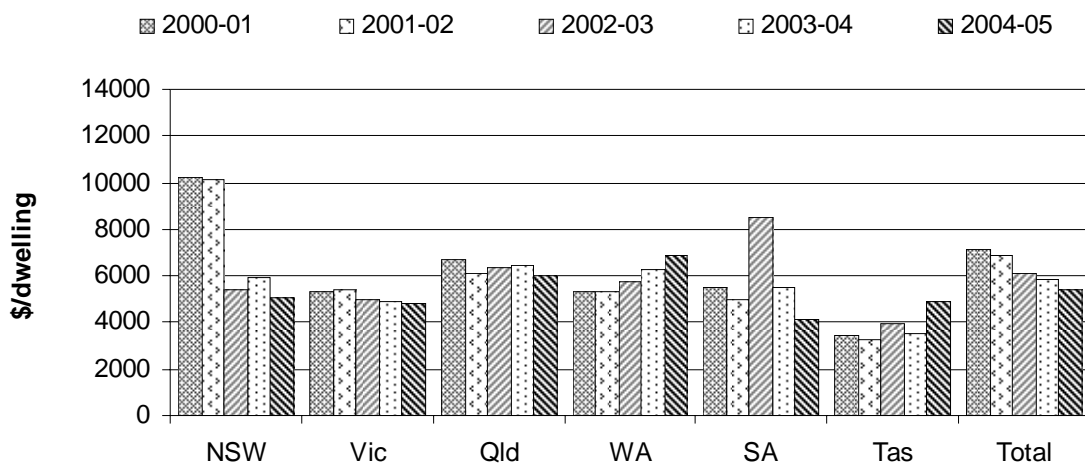
As with other indicators, it is not appropriate to compare the gross cost per SOMIH dwelling with the gross cost per dwelling for public housing (which would be the public housing equivalent of this indicator) because there is greater scope for

economies of scale in administration costs with public housing, which is a much larger program overall.

SOMIH dwellings are also more highly concentrated in rural and remote areas where the cost of providing housing assistance is potentially greater. The need to construct culturally appropriate housing (possibly requiring a higher standard of amenities) may also affect the cost per dwelling. Finally, different cost structures may apply to the programs. Construction of dwellings, for example, under SOMIH may involve a skills development element to allow for training of apprentices in rural areas.

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 the total costs of housing provision could be understated.

Figure 16.6 **SOMIH — gross cost per dwelling, excluding capital costs (2004-05 dollars)<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> For further details refer to footnotes in table 16A.8. <sup>b</sup> The total direct costs for year ending 30 June 2005 is not calculated via the data repository. Figures supplied by jurisdictions. <sup>c</sup> The total number of dwellings at 30 June 2005 result is reported. <sup>d</sup> In NSW, costs have decreased since last year due to the completion of several upgrading programs in 2003-04. <sup>e</sup> For Victoria, the property data for this collection are unreconciled and may not match published jurisdictional annual data. <sup>f</sup> Data for WA includes the costs for those dwellings (around 160 dwellings leased to other organisations) that are excluded in the total number of dwellings. <sup>g</sup> For WA, the total number of dwellings at 30 June 2005 data are derived through the repository process are unreconciled with jurisdictional data and may not match published jurisdictional annual data.

Source: AIHW (various years), CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.8; 2006 Report, p. 16.74, figure 16.25.

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### *Efficiency — occupancy rate*

The second efficiency indicator reported for SOMIH is the ‘occupancy rate’ (box 16.8).

#### **Box 16.8 Occupancy rate**

The ‘occupancy rate’ is an output indicator of the efficiency of housing utilisation. It is the proportion of dwellings occupied. The term ‘occupied dwelling’ refers to dwellings occupied by tenants who have a tenancy agreement with the relevant housing authority. Occupancy is influenced by both turnover and housing supply and demand.

The proportion of SOMIH stock (including untenable dwellings) occupied at 30 June 2005 is presented in table 16.5.

**Table 16.5 SOMIH — occupancy rates**

	<i>NSW</i>	<i>Vic<sup>a</sup></i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
2000-01	98.0	95.4	94.0	96.0	94.3	93.1	95.8
2001-02	97.9	96.6	94.6	95.2	91.2	92.7	95.4
2002-03	97.6	96.1	94.2	94.4	91.8	95.8	95.2
2003-04	98.0	96.7	96.8	94.1	92.2	98.2	96.0
2004-05	97.4	95.8	96.1	94.2	91.8	97.7	95.5

<sup>a</sup> Property data for this collection are unreconciled and may not match published jurisdictional annual data.

Source: AIHW (various years), CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.9; 2006 Report, p. 16.75, table 16.21.

### *Efficiency — turnaround time*

The third efficiency indicator reported for SOMIH is ‘turnaround time’ (box 16.9).

#### **Box 16.9 Turnaround time**

‘Turnaround time’ is an output indicator of the time taken to reallocate vacant properties after they have been vacated, acquired or newly constructed. The indicator measures the average time taken in days for vacant dwellings to be occupied. The length of time taken to rent untenanted dwellings affects allocations of housing, waiting times, the length of waiting lists and rent foregone. A low turnaround time suggests efficient housing allocation and asset management. All jurisdictions aim to minimise turnaround times.

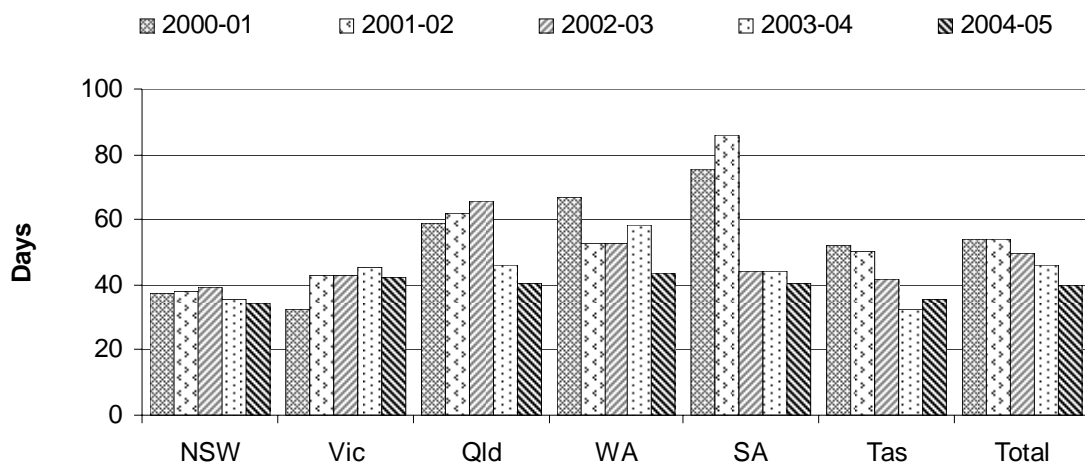
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**Box 16.9 (Continued)**

This indicator may be affected by changes in maintenance programs and stock allocation processes, and some jurisdictions may have difficulty excluding stock upgrades. Cultural factors may also influence the national average turnaround time for SOMIH 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 average number of days for vacant stock to be allocated in 2004-05 is presented in figure 16.7.

**Figure 16.7 SOMIH — average turnaround time<sup>a, b</sup>**



<sup>a</sup> Data for WA for 2004-05 are based on different methodology from that used for their previous years' data and a direct comparison of 2004-05 data with previous years for WA cannot be made. For details of these changes see WA footnotes in table 16A.10. <sup>b</sup> Data are not comparable across all jurisdictions due to each using different methodology. For this reason the data presented should be interpreted with caution. For details of these variations see footnotes in table 16A.10.

Source: AIHW (various years), CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.10; 2006 Report, p. 16.76, figure 16.26.

*Efficiency — rent collected*

The final efficiency indicator reported for SOMIH is 'rent collected' (box 16.10).



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**Box 16.10 Rent collected**

'Rent collected' is an output indicator of the CSHA's guiding principle to undertake efficient and cost-effective management. It is the total rent collected as a proportion of the rent charged. A high proportion suggests efficiency in collecting rent. All jurisdictions aim to maximise the rent collected as a proportion of the rent charged.

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. 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.

Rent collected as a proportion of the rent charged in 2004-05 is presented in table 16.6.

**Table 16.6 SOMIH — total rent collected as a proportion of total rent charged (per cent)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
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
2002-03	102.3	98.1	97.2	101.9	107.9	98.8	101.4
2003-04	104.1	99.8	101.3	103.1	97.0	102.2	101.8
2004-05	97.7	100.6	100.4	103.9	93.8	99.6	99.2

<sup>a</sup> The total rent collected from and charged to tenants for year ending 30 June 2005, and the total rent actually collected as a percentage of total rent charged are not calculated via the data repository. Figures supplied by jurisdictions. <sup>b</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.

Source: AIHW (various years), CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.11; 2006 Report, p. 16.77, table 16.22.

## *Outcomes*

### *Location/amenity*

'Location/amenity' is an outcome indicator (box 16.11).

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**Box 16.11 Location/amenity**

'Location/amenity' is an outcome indicator of the CSHA's aim to provide housing assistance that is appropriate to the needs of different households. The location/amenity indicator is a survey-based measure of the proportion of tenants rating location and amenity aspects as important and as meeting their needs.

During 2004-05, all states participated in the first National Housing Survey of SOMIH. As for the National Social Housing Survey undertaken bi-annually for Public and Community Housing, the survey seeks to determine tenants' level of satisfaction with various parameters of service and gauge housing outcomes. Further, the survey informs reporting of two indicators developed as part of the CSHA performance indicator framework: location/amenity and customer satisfaction (AIHW 2005g).

SOMIH tenants were asked whether particular aspects of the location and amenity of their dwellings were important to them and, if so, whether they felt their needs were met. The methodology for the survey was face to face interviews with a clustered sample of tenants. This Report includes national weighted survey results. State results will be available from the National Social Housing Survey reports which will be available on the AIHW website in early 2006 (AIHW 2005g).

Survey results indicate that for those tenants for whom location was important 87 per cent felt that their needs were met and of those tenants for whom amenity was important 74 per cent felt that their needs were met (table 16A.12). Caution should be taken when comparing the SOMIH survey results with the public housing survey results, due to the different demographic profile of Indigenous clients, which may affect results (AIHW 2005g).

### *Customer satisfaction*

'Customer satisfaction' is an outcome indicator (box 16.12).

**Box 16.12 Customer satisfaction**

'Customer satisfaction' is an outcome indicator because one aim of the CSHA is to provide housing assistance that is appropriate for different households. Customer satisfaction is a survey measure of satisfaction with the overall service provided by the State housing authority. Results are expressed in percentage terms.

Results are taken from the 2005 National Social Housing Survey of SOMIH. Survey data indicate that, of 897 respondents, 63 per cent were either satisfied or very satisfied with the overall service provided by their State housing authority (AIHW 2005g).

### Affordability

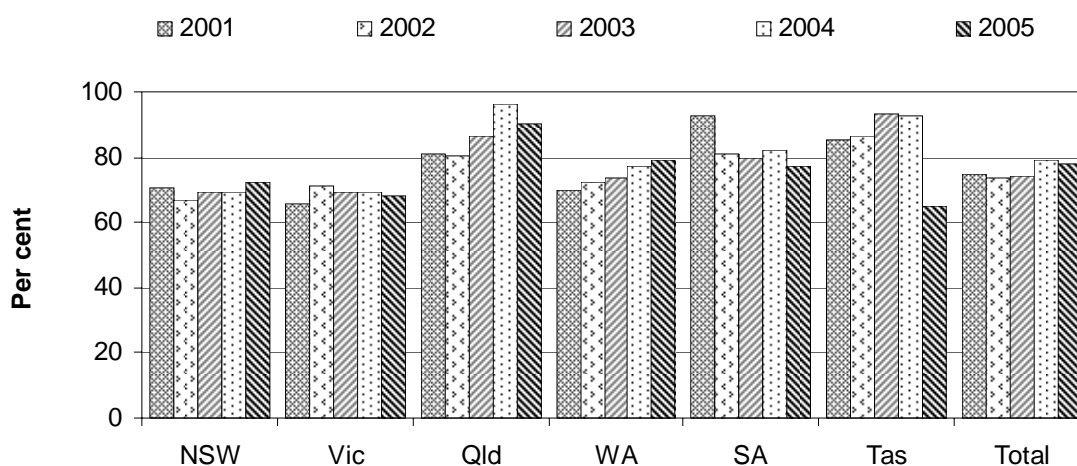
‘Affordability’ is an outcome indicator (box 16.13).

#### Box 16.13 Affordability

‘Affordability’ is an outcome indicator of the CSHA’s aim to provide affordable housing to assist people who are unable to access suitable housing. It measures the rent charged to tenants as a proportion of the market rent for each dwelling, adjusted for CRA. A low proportion indicates a high level of subsidy from the State or Territory housing authority over and above CRA. This largely reflects the differing levels of market rent across jurisdictions.

Rent charged at 30 June 2005 as a proportion of the market rent for each dwelling (adjusted for CRA) is presented in figure 16.8. Information on the amount of income paid in rent by SOMIH tenants as a proportion of income, can be found in table 16A.26.

Figure 16.8 **SOMIH — rent charged as a proportion of market rent, adjusted for CRA<sup>a, b, c</sup>**



<sup>a</sup> At 30 June. <sup>b</sup> For details of mixed composition, non-rebated and other households excluded, see table 16A.28. <sup>c</sup> Data for NSW and SA for 2004-05 are not directly comparable to the previous years’ data and any direct comparison of 2004-05 data with previous years for NSW and SA should be done with caution. For details of these changes see NSW and SA footnotes in table 16A.13.

Source: AIHW (various years), CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.13; 2006 Report, p. 16.79, figure 16.27.

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### *Match of dwelling to household size*

‘Match of dwelling to household size’ is an outcome indicator (box 16.14).

#### **Box 16.14 Match of dwelling to household size**

‘Match of dwelling to household size’ is an outcome indicator of the CSHA’s aim to provide housing assistance that is appropriate to the needs of different households, such as household size. It measures the proportion of households where allocated dwelling size is not appropriate due to overcrowding. The indicator uses a proxy occupancy standard based on the size of the dwelling and household structure (see table below). Overcrowding is deemed to have occurred where two or more additional bedrooms are required to satisfy the proxy occupancy standard.

#### **Proxy occupancy standard for appropriate sized dwelling, by household structure**

<i>Household structure</i>	<i>Bedrooms required</i>
Single adult only	1
Single adult (group)	1 (per adult)
Couple with no children	2
Sole parent or couple with one child	2
Sole parent or couple with two or three children	3
Sole parent or couple with four+ children	4

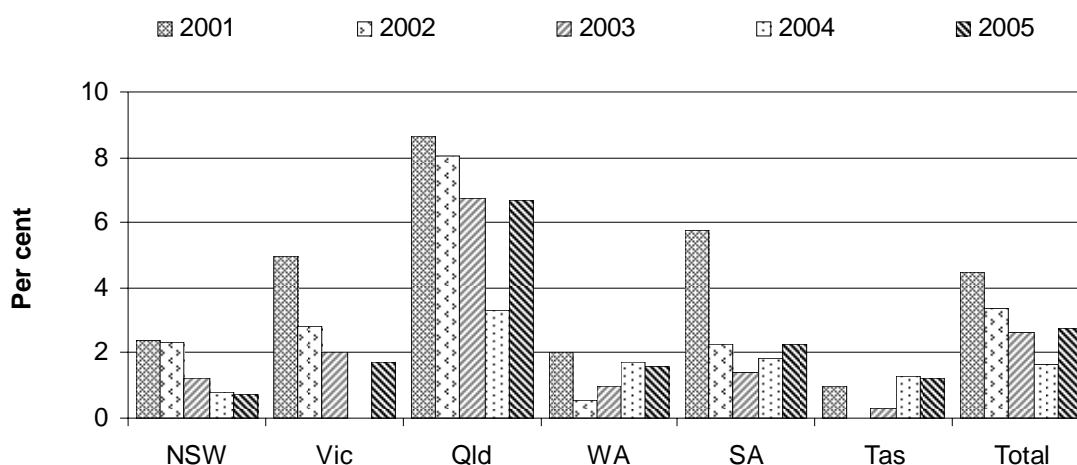
*Source:* AIHW (2003g).

A low proportion indicates a low proportion of overcrowded households.

The proxy occupancy standard above may differ from the specific criteria used by State housing authorities to match households to dwelling types, affecting interpretation of this indicator.

The proportion of households with overcrowding is illustrated in figure 16.9. More information on overcrowding and underuse for SOMIH can be found in table 16A.27.

Figure 16.9 SOMIH — proportion of households with overcrowding<sup>a, b, c, d, e</sup>



<sup>a</sup> At 30 June. <sup>b</sup> For details of mixed composition, non-rebated and other households excluded, see table 16A.28. <sup>c</sup> Data for Victoria and Queensland for 2004-05 are based on different methodology from that used for their previous years' data and a direct comparison of 2004-05 data with previous years for Victoria and Queensland cannot be made. For details of these changes see Victoria and Queensland footnotes in table 16A.14. <sup>d</sup> Data for NSW and SA for 2004-05 are not directly comparable to the previous years' data and any direct comparison of 2004-05 data with previous years for NSW and SA should be done with caution. For details of these changes see NSW and SA footnote in table 16A.14. <sup>e</sup> Data for Victoria and Queensland for 2004-05 are not comparable with the other data presented and should not be directly compared with other jurisdictions' data. For details of non-comparability see Victoria and Queensland footnotes in table 16A.14.

Source: AIHW (various years) CSHA National Data Reports: Aboriginal Rental Housing Program; table 16A.14; 2006 Report, p. 16.81, figure 16.28.

## Commonwealth Rent Assistance

Data for CRA recipients are only for individuals and families paid CRA by Centerlink under the *Social Security Act 1991* or family assistance law. It includes amounts paid under the Social Security Act with payments now administered by the Department of Employment and Workplace Relations (DEWR) and DEST. It does not include equivalent payments made by the Department of Veterans Affairs, or payments made with Abstudy on behalf of DEST.

Important eligibility requirements for CRA (which is paid automatically once eligibility has been established) are (1) the receipt of an income support payment or more than the base rate of the Family Tax Benefit Part A, and (2) liability to pay rent.

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## *Outputs*

### *Access to CRA — income unit type*

The first access indicator is ‘income unit type’ (box 16.15).

#### **Box 16.15 Income unit type**

Access to CRA by ‘income unit type’ is an output indicator of the objective of CRA to provide financial assistance in an equitable manner. This indicator measures the number and proportion of eligible income support recipients receiving CRA by income unit type. The level of access experienced by different income unit types is influenced by a number of factors, including (but not restricted to) the size of their respective base populations and the levels of home ownership. CRA is a demand driven payment that has no benchmark in terms of the mix of customers. This indicator provides descriptive information only.

There were 941 120 income units receiving CRA at 4 March 2005. Of these, 27 927 (approximately 3.0 per cent) self-identified as Indigenous. Single people with no children represented approximately 52.3 per cent of income units receiving CRA and 39.2 per cent of Indigenous income units receiving CRA (table 16.7). The figures for the total number and proportion of income units by the income unit type disaggregated at the jurisdiction level are presented in tables 16A.20–16A.21.

**Table 16.7 Income units receiving CRA, by income unit type, 2005<sup>a, b, c</sup>**

<i>Type of income unit<sup>d</sup></i>	<i>Income units</i>		<i>Proportion of Indigenous CRA recipients</i>	
	<i>no.</i>	<i>%</i>	<i>no.</i>	<i>%</i>
Single, no dependent children	363 089	38.6	8 242	29.4
Single, no children, sharer <sup>e</sup>	129 300	13.7	2 761	9.8
Single, one or two dependent children	193 414	20.6	7 596	27.1
Single, three or more dependent children	33 476	3.6	2 207	7.9
Partnered, no dependent children	78 477	8.3	1 537	5.5
Partnered, one or two dependent children	100 619	10.7	3 518	12.6
Partnered, three or more dependent children	40 043	4.3	2 066	7.4
Partnered, illness or temporarily separated, no dependant children	2 524	0.3	na	0.3
Partnered, temporarily separated, no children	178	–	na	–
Unknown income unit	na	na	na	na
<b>Total</b>	<b>941 120</b>	<b>100.0</b>	<b>27 927</b>	<b>100.0</b>

<sup>a</sup> At 4 March. <sup>b</sup> Includes only income units entitled to a daily rate of CRA under the *Social Security Act 1991* or with Family Tax Benefit in respect of 4 March 2005. <sup>c</sup> Income units are classified as Indigenous if recipient or partner have voluntarily self-identified as being of Aboriginal, Torres Strait Islander or South Sea Islander descent. <sup>d</sup> Income units are analogous to family units except that non-dependent children and other adults are treated as separate income units (see section 16.6, 2006 Report for more detail). A child is regarded as dependent on an adult only if the adult receives the Family Tax Benefit for the care of the child. <sup>e</sup> The maximum rate of assistance is lower for some single persons without dependent children who share accommodation (see the definition of 'sharer' in section 16.6, 2006 Report). **na** Not available. – Nil or rounded to zero.

Source: FaCS (unpublished); table 16A.19; 2006 Report, p. 16.83, table 16.23.

### *Access to CRA — special needs*

The second access indicator is 'special needs' (box 16.16).

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**Box 16.16 Special needs**

'Special needs' access to CRA is an output indicator of the objective of CRA to provide income support recipients and low income families with financial assistance. This indicator provides the proportions of special needs income units receiving CRA, including Indigenous income units. It provides an overview of the level of assistance provided to disadvantaged groups and facilitates comparison with special needs groups in public housing. CRA is a demand driven payment that has no benchmark in terms of the level of assistance provided to special needs clients. Additional measures of special need, which include a geographic dimension, are reported under 'affordability'.

Table 16.8 illustrates the number and the proportion of income units receiving CRA at 4 March 2005 by jurisdiction, Indigenous status and geographic location.

Overall, 58.9 per cent of total income units receiving CRA at 4 March 2005 were located in capital cities, while 41.1 per cent were in the rest of the State/Territory. There were 35.4 per cent of Indigenous income units receiving CRA who were located in capital cities and 64.6 per cent of income units receiving CRA who lived in the rest of the State/Territory. For non-Indigenous income units receiving CRA, 59.6 per cent were located in capital cities, while 40.4 per cent lived in the rest of the State/Territory (table 16.8).

People who own their own home are not entitled to CRA. Indigenous people receiving social security benefits are less likely to own their own home, and therefore are more likely to receive CRA. Nationally, 6 per cent of Indigenous income units are home owners receiving social security benefits, while 44 per cent of non-Indigenous income units are home owners receiving social security benefits (FaCS unpublished).



Table 16.8 Income units receiving CRA, by Indigenous status and geographic location, 2005<sup>a, b, c, d</sup>

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust <sup>b</sup>
<i>Non-Indigenous</i>										
Income units	no.	305 728	202 544	221 883	82 570	65 746	22 850	7 864	4 304	913 805
In capital city	%	55.0	70.4	44.1	77.0	77.7	43.1	99.6	79.5	59.6
In rest of State	%	45.0	29.6	55.9	23.0	22.3	56.9	0.4	20.5	40.4
Share of all recipients	%	96.9	99.1	95.7	97.0	98.1	96.3	98.7	79.9	97.1
Non-Indigenous population, as a proportion of total population	%	99.9	100.0	99.7	99.9	99.9	99.8	..	99.5	99.9
<i>Indigenous</i>										
Income units	no.	9 686	1 765	9 937	2 552	1 294	876	105	1 081	27 315
In capital city	%	28.4	48.4	28.1	55.6	62.8	35.7	100.0	57.4	35.4
In rest of State	%	71.6	51.6	71.9	44.4	37.2	64.3	..	42.6	64.6
Share of all recipients	%	3.1	0.9	4.3	3.0	1.9	3.7	1.3	20.1	2.9
Indigenous population, as a proportion of total population	%	0.1	–	0.3	0.1	0.1	0.2	..	0.5	0.1
<b>Total income units</b>	<b>no.</b>	<b>315 414</b>	<b>204 309</b>	<b>231 820</b>	<b>85 122</b>	<b>67 040</b>	<b>23 726</b>	<b>7 969</b>	<b>5 385</b>	<b>941 120</b>

<sup>a</sup> At 4 March. <sup>b</sup> Rest of State includes unidentified localities, Australia includes other territories and unknown address. <sup>c</sup> Includes only income units entitled to a daily rate of CRA under the *Social Security Act 1991* or with Family Tax Benefit in respect of the 4 March 2005. <sup>d</sup> Income units are classified as Indigenous if recipient or partner have voluntarily self-identified as being of Aboriginal or Torres Strait Islander descent. – Nil or rounded to zero. ... Not applicable.

Source: FaCS (unpublished); table 16A.22; 2006 Report, p. 16.85, table 16.24.

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## Outcomes

### *Affordability*

‘Affordability’ is an outcome indicator reported for CRA (box 16.17).

Information on the proportion of income spent on rent (with and without CRA) by Australians living in State capital cities and rest of State regions, income units where one or more members self-identify as Indigenous Australians in table 16A.23.

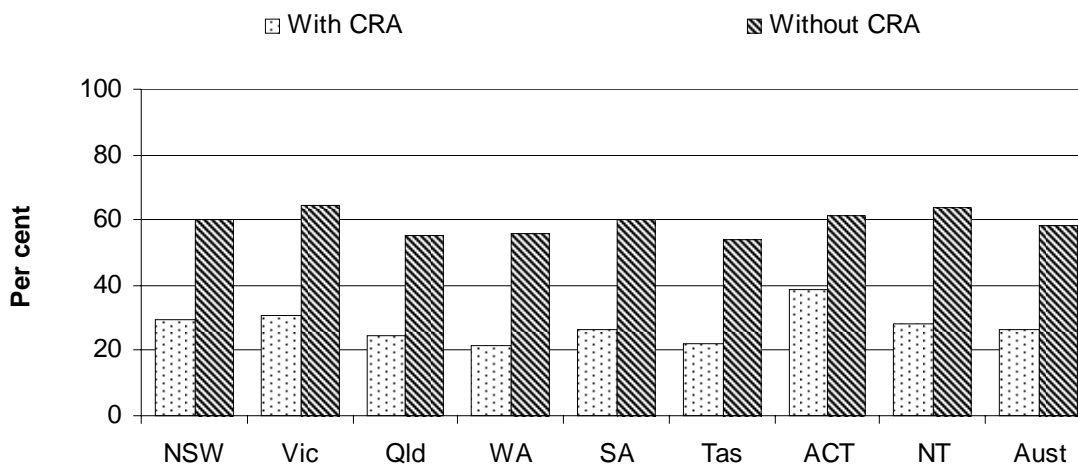
#### **Box 16.17 Affordability**

‘Affordability’ is an outcome indicator of the CRA objective to provide income support recipients and low income families in the private rental market with financial assistance. CRA is intended to improve affordability not to achieve a particular benchmark. Program performance is best judged by trends over a number of years. This indicator measures the proportions of income units spending more than 30 per cent and 50 per cent of their income on rent with and without CRA since June 2000, and the latest information about those spending over 50 per cent of their income on rent. A low proportion implies high affordability for recipients spending both 30 per cent and 50 per cent of income on rent with and without CRA.

Affordability outcomes (with and without CRA) have been provided for all income units receiving CRA, Indigenous income units receiving CRA, and Disability Support Pension income units receiving CRA.

Nationally, if CRA were not payable, then 58.2 per cent of those Indigenous income units receiving CRA would have spent more than 30 per cent of income on rent at 4 March 2005. Accounting for CRA payments (thereby reducing the rent paid by the amount of the assistance), the national proportion of Indigenous income units who spent more than 30 per cent of income on rent at 4 March 2005 decreases to 26.5 per cent (figure 16.10). Similarly, if CRA were not payable, then 21.2 per cent of Indigenous income units across Australia would have spent more than 50 per cent of income on rent at 4 March 2005. Accounting for CRA payments this proportion decreases to 5.9 per cent (table 16A.24).

**Figure 16.10 Indigenous income units receiving CRA paying more than 30 per cent of income on rent, with and without CRA, 2005<sup>a, b, c, d</sup>**



<sup>a</sup> At 4 March. <sup>b</sup> Income units classified as Indigenous if either partner self-identifies as an Aboriginal or Torres Strait Islander. <sup>c</sup> Includes only income units paid CRA under the *Social Security Act 1991* or with Family Tax Benefit in the proceeding fortnight who were still entitled to assistance at the end of that fortnight. Excludes a small number of income units paid where income details are incomplete. <sup>d</sup> See section 16.6, 2006 Report, for explanation of how proportion of income spent on rent is calculated.

Source: FaCS (unpublished); table 16A.23; 2006 Report, p. 16.91; figure 16.31.

## Future directions

Improved reporting on housing provision to Indigenous Australians continues to be a priority, with work to be done by the National Housing Data Agreement Management Group, the National Indigenous Housing Information Implementation Committee and the National Housing Data Development Committee over the next year to improve the availability of data on Indigenous Australians accessing public and community housing.

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## Supporting tables

Supporting tables for data within this chapter are contained in the attachment to the compendium. These tables are identified in references throughout this chapter by an 'A' suffix (for example, table 16A.3 is table 3 in the housing attachment). The tables included in the attachment are listed below.

### Public housing

**Table 16A.1** Descriptive data

### Community housing

**Table 16A.2** Descriptive data

### SOMIH

**Table 16A.3** Descriptive data

**Table 16A.4** Low income and special needs households as a proportion of all new households (per cent)

**Table 16A.5** Households paying less than market rent and special needs households paying market rent, as a proportion of all households (per cent)

**Table 16A.6** Proportion of new tenancies allocated to households with special needs (per cent)

**Table 16A.7** Proportion of new allocations to those in greatest need (per cent)

**Table 16A.8** Gross cost per dwelling, excluding capital costs (2004-05 dollars)

**Table 16A.9** State owned and managed Indigenous housing stock occupancy rates (per cent)

**Table 16A.10** Average turnaround times for vacant stock (days)

**Table 16A.11** Total rent collected as a proportion of total rent charged (per cent)

**Table 16A.12** State owned and managed Indigenous housing satisfaction survey, 2005

**Table 16A.13** Rent charged as a proportion of market rent, adjusted for CRA (per cent)

**Table 16A.14** Proportion of households where dwelling size is not appropriate due to overcrowding (per cent)

**Table 16A.15** Permanent Indigenous community housing dwellings, 30 June 2004

**Table 16A.16** Occupied permanent Indigenous community housing dwellings, Australia, 30 June 2004

**Table 16A.17** Condition of permanent Indigenous community housing dwellings, 2001 (per cent)

**Table 16A.18** Average annual maintenance expenditure and weekly rent received per permanent dwelling, Indigenous community housing, 2001 (dollars)

### CRA

**Table 16A.19** CRA by income unit, 2005 (per cent)

**Table 16A.20** Number of Indigenous income units receiving CRA, 2005 (no.)

**Table 16A.21** Proportion of Indigenous CRA recipients, 2005 (per cent)

**Table 16A.22** Income units receiving CRA, by Indigenous status and geographic location, 2005

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**Table 16A.23** Indigenous income units receiving CRA paying more than 30 per cent of income on rent, with and without CRA, 2005

**Table 16A.24** Indigenous income units receiving CRA paying more than 50 per cent of income on rent, with and without CRA, 2005

**Descriptive Information**

**Table 16A.25** Households residing in community housing, 2001 (per cent)

**Table 16A.26** Rebated State owned and managed Indigenous housing households paying assessable income on rent, by proportion of income (per cent)

**Table 16A.27** Proportion of households in State owned and managed Indigenous housing with moderate overcrowding or underuse, (per cent)

**Table 16A.28** State owned and managed Indigenous housing, non-rebated and multiple family households excluded

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