
16 Housing

Governments play 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 private 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, State owned and managed Indigenous housing (SOMIH) and community housing under the Commonwealth State Housing Agreement (CSHA) (box 16.1), Indigenous community housing and CRA. Close links exist between the housing services covered in this chapter 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 14), mental health services (chapter 12) and aged care services, such as the Home and Community Care program (chapter 13).

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.

(Continued on next page)

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 'match' (in part) 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 2008 (2008 Report), box 16.1, p. 16.2.

This chapter does not cover some Indigenous housing and infrastructure assistance provided by Australian, State and Territory governments, land councils and

Indigenous community organisations.

Indigenous data in the housing chapter

The housing chapter in the 2008 Report contains the following data items on Indigenous people:

- regional and remote area concentration of State owned and managed Indigenous housing (SOMIH), 2006-07
- low income and special needs households, as a proportion of all new SOMIH tenants, 2002-03 to 2006-07
- greatest need allocations as a proportion of all new SOMIH allocations and proportions of greatest need households waiting for less than three months to more than two years, 2006-07
- direct cost of providing assistance per dwelling of SOMIH, 2002-03 to 2006-07
- occupancy rates of SOMIH, 30 June 2003 to 30 June 2007
- average turnaround time of SOMIH, 2005-06 to 2006-07
- rent collected as a proportion of the total rent charged for SOMIH, 2002-03 to 2006-07
- proportion of tenants rating their current home as meeting their location and amenity needs, 2007
- proportion of customers satisfied or very satisfied with SOMIH (per cent), 2007
- SOMIH subsidy per tenant and proportion of SOMIH households spending less than 30 per cent of their income in rent, 2007
- proportion of SOMIH households with overcrowding at 30 June 2006 to 30 June 2007
- Indigenous community housing — proportion not connected to water, sewerage and electricity, at 30 June 2006
- Indigenous community housing — dwelling condition, 2006
- Indigenous community housing — direct cost per unit, 2005-06
- Indigenous community housing — occupancy rates, at 30 June 2006 (per cent)
- Indigenous community housing — rent collection rate (per cent), 2005-06
- Indigenous community housing — proportion of households paying 25 per cent or more of their income on rent, 2001

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- Indigenous community housing — proportion of households with overcrowding, at 30 June 2006
 - income units receiving CRA, by income unit type, 2007
 - income units receiving CRA, by geographic location, 2007
 - proportion of income units receiving CRA paying more than 30 per cent of income on rent, with and without CRA, 2007.

Attachment tables

Attachment 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 2008 Report, the compendium also notes where the original table, figure or text in the 2008 Report can be found. For example, where the compendium refers to '2008 Report, p. 16.15' this is page 15 of chapter 16 of the 2008 Report, and '2008 Report, table 16A.2' is attachment table 2 of attachment 16A of the 2008 Report.

Profile of housing and housing assistance

Service overview

The Australian Bureau of Statistics (ABS) 2006 Census of Population and Housing (ABS 2007) identified just under 7.1 million households in Australia, where 'household' is classified as 'a person living alone' or as 'a group of related or unrelated people who usually reside and eat together'. 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 2.8 people between 1971 and 2006, while the proportion of single person households increased from 18.1 per cent to 24.4 per cent over this period (ABS 2007).

The average Indigenous household is larger than the average non-Indigenous household. In 2006, the average non-Indigenous Australian household size was 2.6 people, whereas the average household with at least one Indigenous person was 3.4 people (ABS 2007).

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). It also provides funding for the Community Housing and Infrastructure Program (CHIP). 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, such as homeless assistance, public housing, community housing, SOMIH, private rental assistance and home purchase assistance. Some jurisdictions 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.
- In the States, local governments implement planning regulations and are sometimes involved in providing community housing.

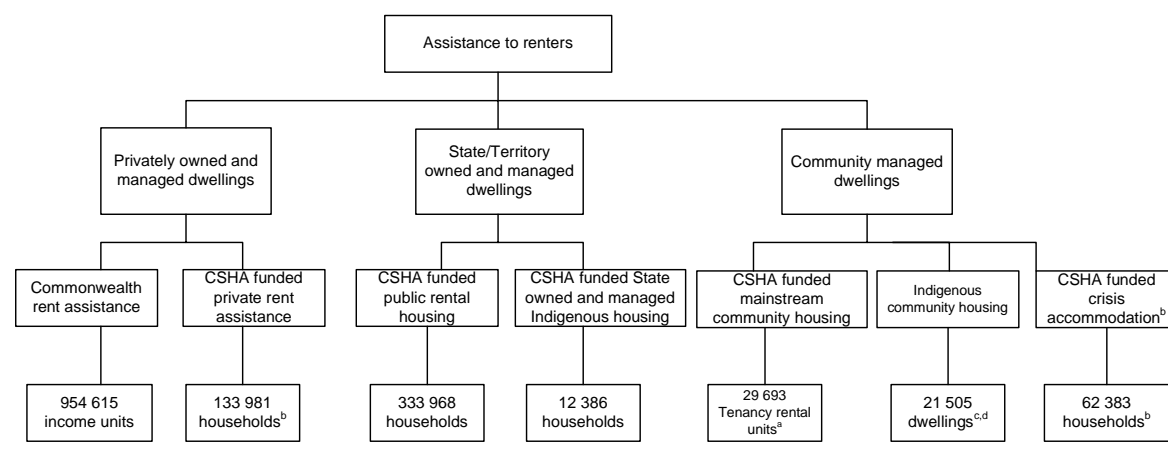
Funding

The Australian, State and Territory governments provided \$1.3 billion for housing programs under the CSHA in 2006-07. Of this, the Australian Government provided \$970.6 million or 72.2 per cent, and State and Territory governments were collectively required to provide minimum matching funds of \$374.6 million or 27.8 per cent (FaCSIA 2007). In addition, most jurisdictions provided additional funding above the minimum matching requirements. Public and community housing accounted for the majority of CSHA funding in 2006-07. The Australian Government also provided \$2.2 billion for CRA.

Some of the funding for Indigenous community housing comes through the ARHP under the CSHA and through the CHIP. Indigenous community housing is also funded by the Australian, State and Territory governments.

Figure 16.1 illustrates the range of government assistance to renters.

Figure 16.1 Assistance across the rental sector, 2007^a



^a Additional dwellings are funded under programs other than CSHA. Data about these dwellings are not available. ^b For year ending 30 June 2006. ^c At 30 June 2006. ^d Includes permanent dwellings managed by funded/actively registered or unfunded Indigenous community housing organisations. 19 512 of these dwellings were managed by organisations administered by the State governments and 1993 were managed by organisations administered by the Australian Government.

Source: Adopted from AIHW (2007d); 2008 Report, figure 16.2, p. 16.7.

CSHA funding data for 2004-05 and 2005-06 financial years are presented in table 16.1.

Table 16.1 CSHA funding, 2005-06 and 2006-07 (\$ million)^a

Funding arrangements	2005-06	2006-07
Base funding grants	743.9	752.5
Aboriginal Rental Housing Program	93.3	94.4
Crisis Accommodation Program	40.7	41.2
Community Housing Program	65.6	66.4
State matching grants — minimum funding required	364.1	368.4
Total	1 307.6	1 323.0

^a Includes Public Housing, Home Purchase Assistance and Private Rental Assistance Programs.

Source: FaCSIA (2007); FaCSIA (unpublished); 2007 Report, table 16.2, p. 16.8.

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 five forms of assistance: public housing, SOMIH, community housing, Indigenous community housing and CRA.

Box 16.2 Forms of housing assistance

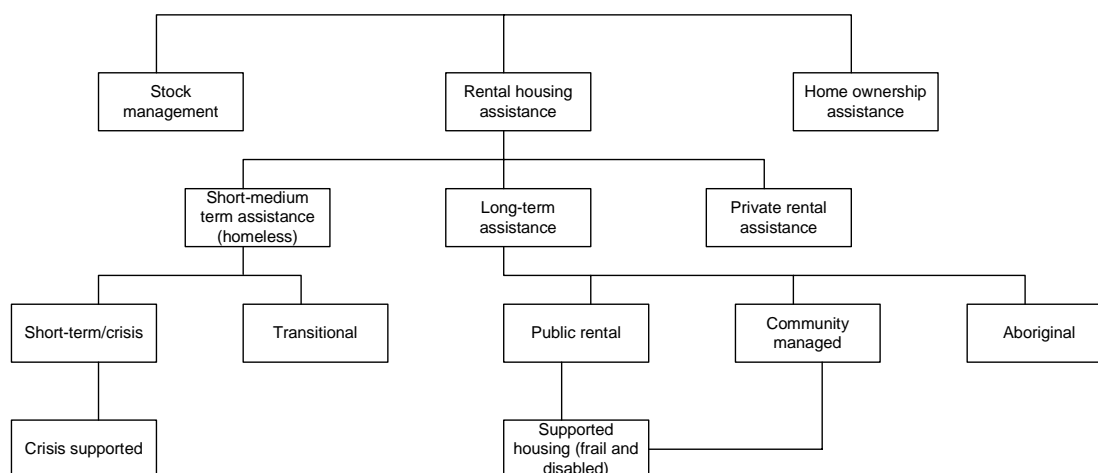
There are several significant forms of housing assistance.

- *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, and the housing stock may be owned by a variety of groups including government.
- *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 income households to help with home purchases or mortgage repayments; for example, the grant provided under the First Home Owner's Scheme, a Commonwealth initiative administered by State and Territory governments.
- *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); 2008 Report, box 16.2, pp. 16.8-9.

A snapshot presenting different forms of CSHA housing assistance for vulnerable people is presented through the example for Victoria (figure 16.2).

Figure 16.2 Forms of CSHA housing assistance for low income Victorians



Source: VDHS (2001, p. 4); 2008 Report, figure 16.3, p. 16.9.

Indigenous housing

There are a number of different government programs that provide housing assistance to Indigenous people — both Indigenous-specific programs and mainstream programs. The two main Indigenous-specific forms of social housing are:

- SOMIH — managed by State governments with funding provided by the CSHA
- Indigenous community housing (ICH) — managed by Indigenous community housing organisations (ICHOs) with funding provided by the State, Territory and Australian governments.

In addition to these Indigenous-specific programs, Indigenous people are also eligible for assistance through mainstream housing programs such as public housing, community housing and CRA.

State Owned and Managed Indigenous Housing¹

SOMIH dwellings are defined as those rental housing dwellings owned and managed by government and allocated only to Indigenous Australians (AIHW 2006c). They include dwellings managed by government Indigenous housing agencies for allocation to Indigenous tenants. There were 13 098 dwellings identified in the 2006-07 SOMIH collection (table 16A.2).

¹ The territories are not included in the data collection for this program, so are not included in the section heading.

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 Indigenous community housing.

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 funding).

Indigenous community housing

ICH is delivered by Indigenous community housing organisations who perform asset and tenancy management functions. The funding and administrative arrangements for ICH, vary across jurisdictions. In some jurisdictions, only the states are involved in the administration of ICH; in some only the Australian Government is involved; and in others both the State or Territory and the Australian governments are involved.

The Australian Government, through FaCSIA, formerly through Aboriginal and Torres Strait Islander Services (ATSIS), is directly responsible for the funding and administration of ICH in three jurisdictions — Queensland, Victoria and Tasmania. In Victoria and Tasmania there is only Australian Government administered ICH housing, while in Queensland, some ICH housing is administered by the Australian Government and some by the State government. In the five remaining jurisdictions — NSW, WA, SA, the ACT and NT — funding from the relevant State or Territory and the Australian governments is pooled and the State or Territory government has sole responsibility for the administration of ICH.

There has been considerable progress in the development of national Indigenous community housing data to report against the National Reporting Framework (NRF) for Indigenous housing (AIHW 2007b). For the first time, this Report includes a performance indicator framework and data for Indigenous community housing.

CRA

Data on the number and proportion of Indigenous income units receiving CRA by income unit type are presented in tables 16A.24 and 16A.25, respectively.

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 have different private housing markets. These differences lead to a variety of policy responses and associated forms of assistance. 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 Owned and Managed Indigenous Housing

Eligibility criteria for access to SOMIH are generally consistent with those for public housing once an applicant has been confirmed as Indigenous (see 2008 Report, table 16.4). The management of waiting lists varies across jurisdictions — for example, a number of jurisdictions use the same list for both public housing and SOMIH. Terms of tenure are the same as those for public housing for a number of jurisdictions (table 16.2).

Table 16.2 **SOMIH housing policy context, 2007a**

	NSW ^b	Vic ^c	Qld	WA ^d	SA ^e	Tas ^f
Eligibility						
Income limit per week (\$) ^g	410	423	609	430	674	423
'Other' asset limits (\$) ^g	None	30 000	None	36 400 in cash	278 500	35 000
Minimum age	18	16	None	18	None	16
Waiting list						
Details	Combined with public housing	Combined with public housing	Combined with public housing	Combined with public housing	Need (Four segment)	Priority, similar to public housing
Tenure						
Probationary period	None	None	None	None	6 months	3–6 months
Fixed term	3, 6, 12 or 18 months 2, 5 and 10 years	5 years for tenancies commencing before November 1997	None None	3 months	None	1–3 years
Ongoing	Yes	Lifetime after age 65 for tenancies commencing after November 1997	Subject to review	Ongoing	Ongoing after probation	Dependant on housing history
Tenancy review	Prior to the end of the tenancy	To commence in 2008	Review at 4 or 10 years	Annual	None	Fixed term leases reviewed at end of each term
Rebated rent setting						
Rent-to-income ratio	25–30	25	25	23 or 25	25	23–25

(Continued on next page)

Table 16.2 (Continued)

a At 30 June, **b** Interest accrued from cash assets is assessed as income less the first \$5000 of each person's savings. Applicants under the age of 18 years must demonstrate living skills to be eligible for housing. Tenants housed prior to 1 July 2005 were generally provided with a continuous lease. New tenants housed since 1 July 2005 are generally provided with a fixed term lease. New tenancies from 1 July 2005 to 22 October 2006 were signed to 18 month interim tenancies. Tenants on an 18 month fixed term lease are reviewed prior to the end of lease, and if eligible, are offered a 2, 5 or 10 year lease. If ineligible, they are offered a 12 month fixed term lease. From 23 October 2006 the Department began to offer 2, 5 or 10 year leases to new tenants and ceased to offer the 18 month interim leases. From 5 December 2005 new thresholds and rules determine whether a tenant is eligible for a rent subsidy and the percentage of income they will pay as rent. Their household's gross assessable income, household size and age of household members are used when assessing the household's eligibility for a rent subsidy. For rebated rents, varied concessional rates are applicable to certain age groups and some pensioners. For households whose tenancy commenced on or after 5 December 2005, the Family Tax Benefits Part A and Part B received are assessed at 15 per cent. Where the tenancy commenced prior to 5 December 2005 the Family Tax Benefits Part A and Part B received was assessed at 12 per cent from 5 December 2005, with an increase of 1 per cent every six months until the assessment rate reaches 15 per cent. CRA is assessed at 100 per cent. **c** 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. **d** 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. **e** The same definition as the Centrelink asset test threshold for a single person who does not own their own home is used. Most households pay a rent-to-income ratio of 25 per cent of assessable income in rent. However, households receiving less than the single Newstart Allowance pay rent-to-income ratio of 19.5 per cent. **f** The rent-to-income ratio is indicative only. The majority of households pay amounts within this range, but some pay lesser or higher amounts, depending on household composition and the relationship of household members to the tenant, for example, boarder, parent, independent child. **g** Limits are for a single person.

Source: State and Territory governments (unpublished); 2008 Report, table 16.6, pp. 16.19-20.

The proportions of SOMIH located by ASGC remoteness areas are shown in table 16.3.

Table 16.3 SOMIH — regional and remote area concentrations, 2005-06 (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
Major cities	40.5	37.8	13.9	28.4	60.9	–	33.9
Inner regional	32.2	37.3	15.3	7.9	7.8	82.3	22.4
Outer regional	20.7	24.5	44.3	21.3	17.7	17.7	26.1
Remote	5.1	0.4	10.0	20.4	5.9	–	8.4
Very remote	1.5	–	16.6	22.0	7.7	–	9.3

^a Further information pertinent to the data included in this table and/or its interpretation is provided in table 16A.2. – Nil or rounded to zero.

Source: AIHW (2007c); table 16A.2; 2008 Report, table 16.7, p. 16.21.

Framework of performance indicators

Prior to the 2007 Report, separate performance indicator frameworks for public, SOMIH and community housing were presented. Increasing convergence between the frameworks over time has meant that, since the 2007 Report, public and SOMIH have adopted a common performance indicator framework, while the CSHA funded community housing data are presented in a separate framework because of data comparability issues. The Indigenous community housing framework has been included in the Report for the first time this year. This framework is also separate because of data comparability issues. A separate performance indicator framework is adopted for reporting on CRA.

The performance indicator frameworks are consistent with the general performance indicator framework agreed by the Steering Committee (see chapter 1). They also draw on the framework developed for the 1999 CSHA and reflect the national objectives of that agreement (and of the new CSHA that took effect in 2003 (box 16.3). 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 regional areas. This is the fourth year that data are reported under the current agreement. Work is being undertaken on the performance indicators to improve the quality and scope of national performance information.

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

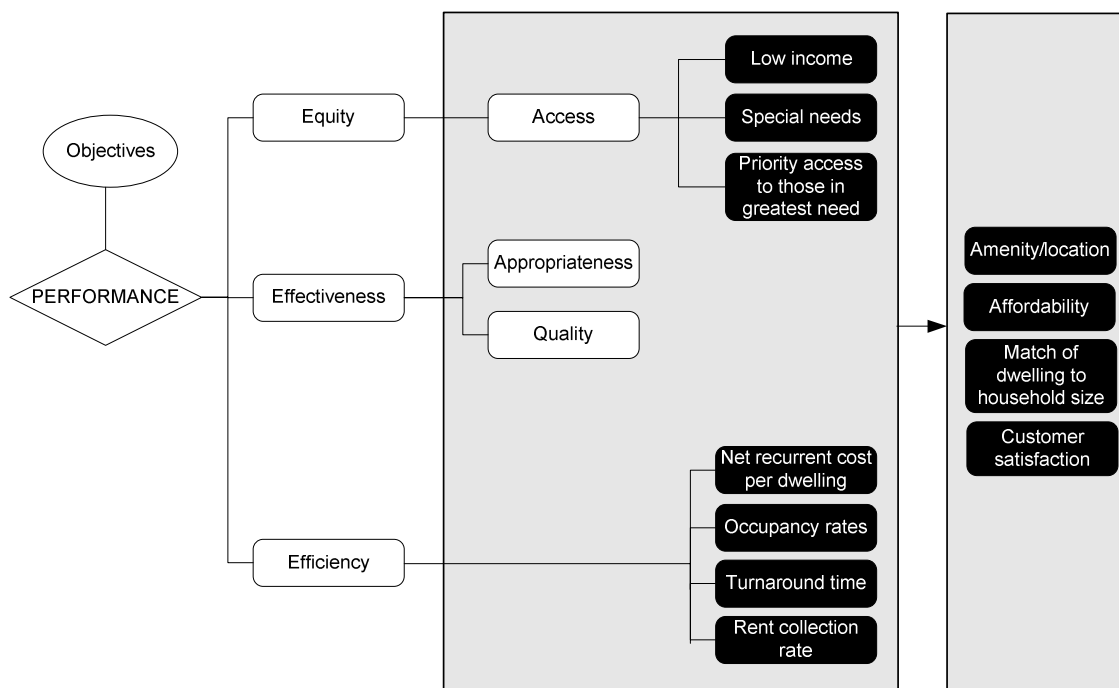
The principles guiding the 2003 CSHA are to:

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, regional 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); 2008 Report, box 16.4, pp. 16.22-23.

Data for Indigenous people are reported for a number of SOMIH performance indicators in the 2008 Report (figure 16.3). The performance indicator framework shows which data are comparable in the 2008 Report.

Figure 16.3 Performance indicators for public housing and SOMIH



Key to indicators

- Text** Data for these indicators comparable, subject to caveats to each chart or table
- Text** Data for these indicators not complete or not directly comparable
- Text** These indicators yet to be developed or data not collected for this Report

Source: 2008 Report, figure 16.4, p. 16.24.

Indigenous housing aims to achieve the outcomes listed in box 16.4 as part of the Building a Better Future: Indigenous Housing to 2010. The aims also relate to Indigenous community housing.

Box 16.4 Indigenous housing

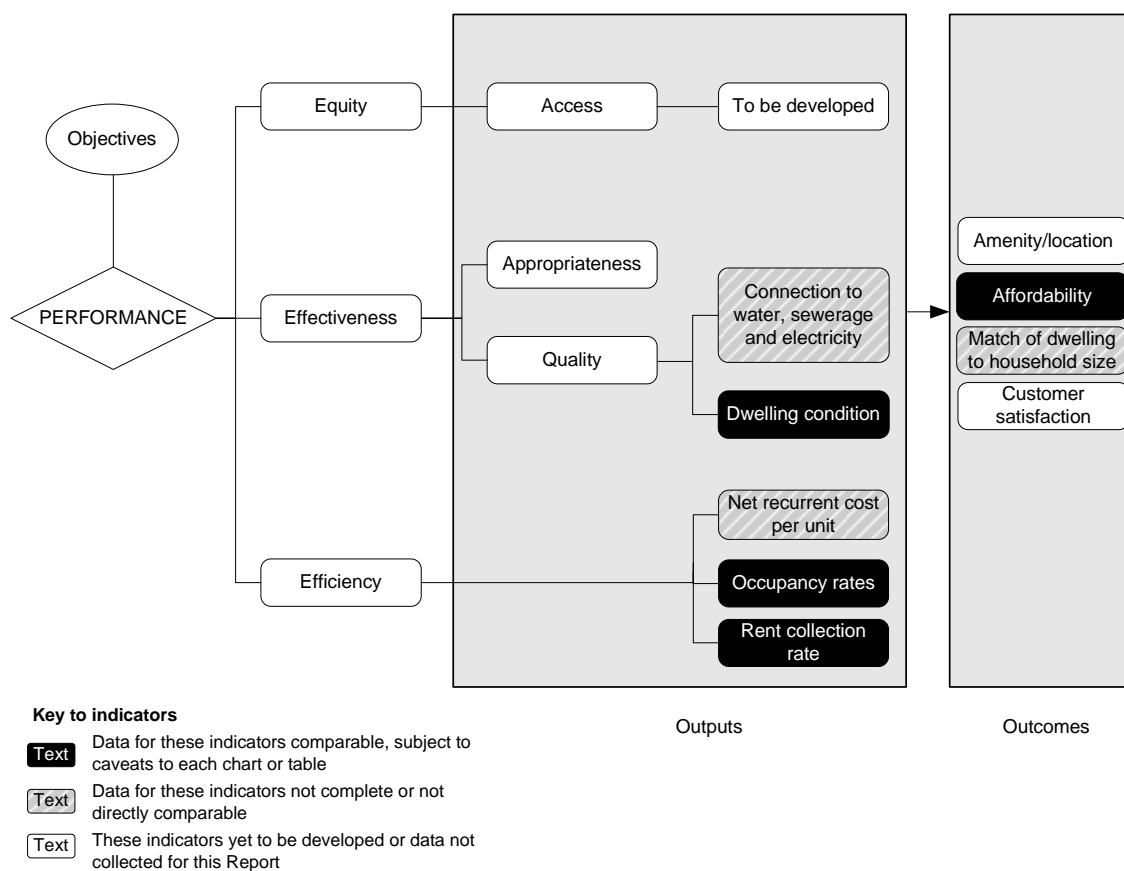
The guiding principles and objectives for achieving better Indigenous housing are:

1. provide better housing that meets agreed standards, is appropriate to the needs of Aboriginal and Torres Strait Islander people, and contributes to their health and well being
2. provide better housing services that are well managed and sustainable
3. ensure housing growth in the number of houses to address both the backlog of Indigenous housing need and emerging needs of a growing Indigenous population
4. ensure improved partnerships in a way that Indigenous people are fully involved in the planning, decision making and delivery of services by governments
5. ensure greater effectiveness and efficiency in a way that that assistance is properly directed to meeting objectives, and that resources are being used to best advantage
6. commit to improved performance linked to accountability for the program performance reporting based on national data collection systems and good information management
7. promote the a 'whole of government' coordination of services approach that ensures greater coordination of housing and housing-related services linked to improved health and well being outcomes.

Source: FaCSIA (2001); 2008 Report, box 16.5, pp. 16.25-26.

The performance indicator framework for Indigenous community housing is shown in figure 16.4.

Figure 16.4 Performance indicators for Indigenous community housing



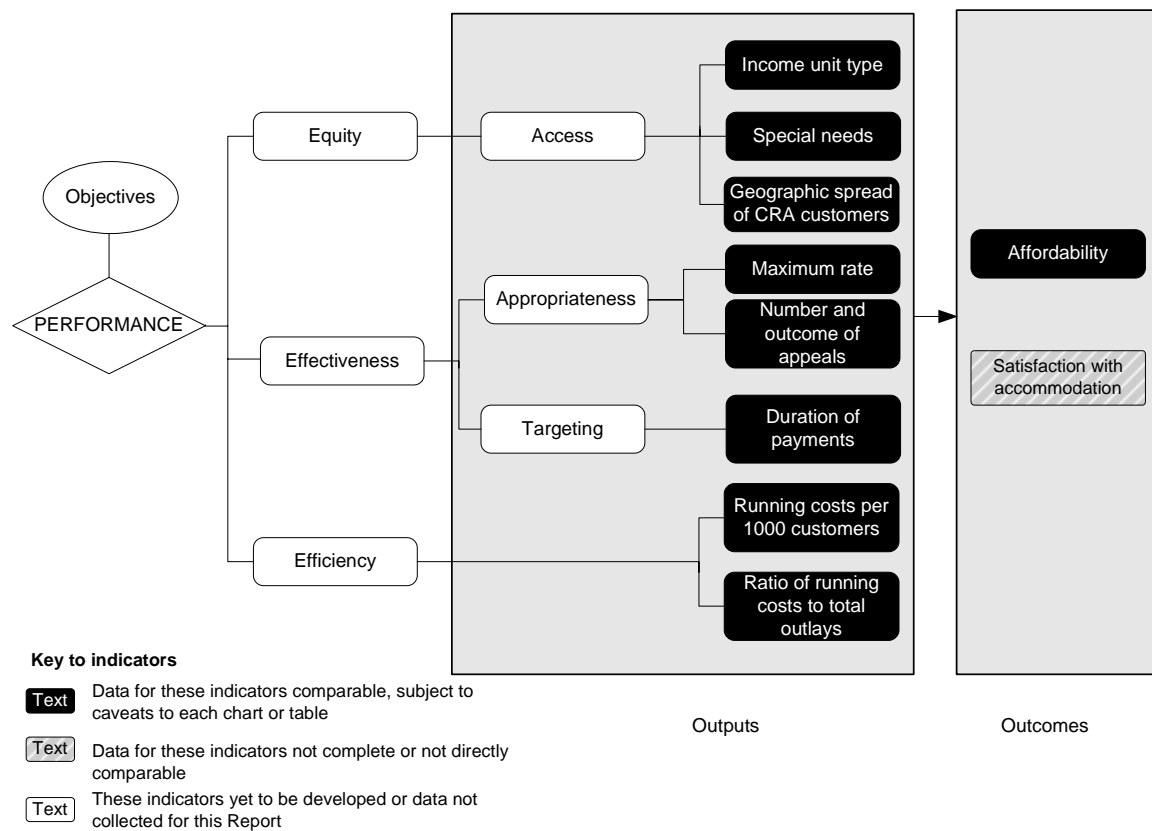
Source: 2008 Report, figure 16.6, p. 16.26.

The performance indicators for CRA differ from those for public, SOMIH, CSHA funded and Indigenous community housing because CRA has different objectives and delivery methods. The CRA performance indicator framework in figure 16.5 is based on the CRA objective outlined in box 16.5.

Box 16.5 Objective of CRA

The objective of CRA is to provide income support recipients and low income families in the private rental market with additional financial assistance, in recognition of the housing costs that they face (Newman 1998). This assistance should be delivered in an equitable and efficient manner. CRA is also governed by other objectives relating to the primary income support payment.

Figure 16.5 Performance indicators for CRA



Source: 2008 Report, figure 16.7, p. 16.27.

Performance reporting for SOMIH

Some descriptive data on SOMIH are included in table 16A.2. As outlined earlier, the ACT and the NT are not included in the SOMIH data collection.

Outputs

Equity — low income

The first equity indicator reported for SOMIH is ‘low income’ (box 16.6).

Box 16.6 Equity — low income

'Low income' is an indicator of the CSHA guiding principle to assist people unable to access alternative suitable housing options. The 'low income' performance indicator measures the number of new low income households as a proportion of all new households. Two measures of low income performance indicator are reported:

- the proportion of new households with low income A — 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)
- the proportion of new households with low income B — 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.

High values for these measures indicate a high degree of access for low income households.

The proportion of new tenancies allocated to low income A households for SOMIH in 2006-07 is presented in table 16.4. The proportion of new tenancies allocated to low income B households is reported in the attachment (table 16A.4).

Table 16.4 **SOMIH — low income A households, as a proportion of all new households (per cent)^a**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
<i>New low income A households as proportion of all new households</i>							
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
2005-06	95.9	88.2	89.2	88.6	86.5	93.3	90.4
2006-07	95.5	89.9	76.5	87.9	88.7	100.0	87.7

^a Data may not be comparable between jurisdictions and over time and comparisons could be misleading. Reasons for this are provided in table 16A.3.

Source: AIHW (2003, 2004, 2005, 2006a, 2007c); table 16A.3; 2008 Report, table 16.10, p. 16.30.

The ratio of low income households to all new households was similar for public housing and SOMIH. There were some variations across jurisdictions.

Equity — special needs

The second equity indicator reported for public housing and SOMIH is 'special needs' (box 16.7).

Box 16.7 Equity — special needs

‘Special needs’ is an indicator of the CSHA guiding principle 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. The proportion of new tenancies with special needs are reported as a proxy for measuring all households with special needs. Special needs households are defined as those households that have either a household member with a disability, a principal tenant aged 24 years or under, or 75 years or over, or one or more Indigenous members. Special needs households for SOMIH are defined as those households 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 by these special needs households. Data for public housing and SOMIH are not comparable.

The proportion of new tenancies allocated to special needs households for SOMIH is presented in table 16.5.

Table 16.5 SOMIH — new tenancies allocated to households with special needs (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
2002-03	35.8	49.7	41.0	37.4	37.8	50.6	39.5
2003-04	44.6	44.2	46.3	40.8	39.5	60.3	43.6
2004-05	51.5	45.4	45.2	49.2	42.1	66.7	48.1
2005-06	48.8	42.8	46.8	53.2	45.3	62.3	48.8
2006-07	47.6	52.9	47.0	44.6	45.6	65.6	47.4

^a Data may not be comparable between jurisdictions and over time and comparisons could be misleading. Reasons for this are provided in table 16A.4.

Source: AIHW (2003, 2004, 2005, 2006a, 2007c); table 16A.4; 2008 Report, table 16.12, p. 16.31.

The proportion of new tenancies allocated to households with special needs decreased in 2006-07 at the national level for both public housing and SOMIH, but there were variations among the jurisdictions.

Equity — priority access to those in greatest need

The final equity indicator reported for SOMIH is ‘priority access to those in greatest need’ (box 16.8). Differences in State and Territory housing assessment policies can influence comparability for this indicator.

Box 16.8 Priority access to those in greatest need

'Priority access to those in greatest need' is an output indicator of the CSHA guiding principle 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 households that at the time of allocation were either homeless, in housing inappropriate to their needs, or in housing that is adversely affecting their health or placing their life and safety at risk, or that have very high rental housing costs.

Reported measures reflect the percentages of new allocations to greatest need households overall, and for greatest need households waiting for periods of less than three months, three months to less than six months, 6 months to less than one year, one year to less than two years, and two years or more. As time to allocation reflects greatest need allocations as a percentage of all new allocations for the time period, these percentages are not cumulative.

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

The proportion of new allocations to those in greatest need for 2006-07 for SOMIH is presented in table 16.6.

Table 16.6 **SOMIH — proportion of new allocations to those in greatest need, 2006-07 (per cent)^a**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
Total for year ending 30 June	10.5	19.3	20.2	28.2	74.4	na	25.8
Proportion of greatest need allocations to new allocations, by time to allocation							
<3 months	17.5	34.4	32.1	32.2	78.8	na	33.3
3-<6 months	15.5	50.0	56.3	50.0	88.2	na	40.2
6 months-<1 year	10.2	14.3	37.3	41.3	89.7	na	36.4
1-<2 years	3.1	11.1	14.3	15.9	66.7	na	19.2
2+ years	—	2.1	4.1	—	59.6	na	8.8

^a Further information pertinent to the data included in this table and/or its interpretation is provided in table 16A.5. **na** Not available. — Nil or rounded to zero.

Source: AIHW (2007c); table 16A.5; 2008 Report, table 16.14, p. 16.33.

Efficiency — net recurrent cost per dwelling

The efficiency indicator identified for SOMIH is 'net recurrent cost per dwelling' (box 16.9).

Box 16.9 Net recurrent cost per dwelling

'Net recurrent cost per dwelling' is an indicator of the CSHA guiding principle to undertake efficient and cost-effective management. It measures the average cost of providing assistance per dwelling.

'Net recurrent cost per dwelling' is defined as the total recurrent expenses, including administration and operational costs, less rents received from tenants, divided by the total number of dwellings. The 'cost of providing assistance (including capital) per dwelling' is also reported. Holding other factors equal, a lower net recurrent cost per dwelling suggests an improvement in efficiency.

The cost per dwelling indicators do not provide any information on the quality of service provided (for example, the standard of dwellings).

Due to a high level of capital expenditure in housing, costs per dwelling are predominantly driven by the user cost of capital (box 16.10). Caution must therefore be used when interpreting the indicator because the user cost of capital and service delivery models differ across the jurisdictions.

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 public housing and SOMIH). Box 16.10 provides a discussion of the user cost of capital.

In 2001, the Steering Committee completed a research project to assess the impact of asset measurement factors (such as depreciation and asset valuation methods) on the comparability of cost data in the Report. The results of this study are summarised in chapter 2. Box 16.10 summarises the results relating to housing.

Box 16.10 **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 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).

The Steering Committee accepts that asset valuation data are imperfect. It also considers 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 rate used for the user cost of capital is based on a weighted average of rates nominated by jurisdictions (currently 8 per cent).

Box 16.11 **Asset measurement in the costing of government services**

Differences in the techniques for measuring non-current physical assets (such as valuation methods) may reduce the comparability of capital cost estimates across jurisdictions. In response to concerns regarding data comparability, the Steering Committee initiated the study, *Asset Measurement in the Costing of Government Services* (SCRCSSP 2001). The aim of the study was to examine the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs.

The relative capital intensity associated with the provision of public housing increases the potential for differences in asset measurement techniques to have a material impact on total unit costs. However, the results of this study suggest, however, that the adoption under the CSHA of a uniform accounting framework has largely avoided this impact. The results are discussed in more detail in chapter 2.

Source: SCRCSSP (2001); 2008 Report, box 16.12, p. 16.35.

The net recurrent cost of providing assistance (excluding the cost of capital) per dwelling for SOMIH is presented in table 16.7. Capital cost data for SOMIH are not available for this Report. As with other indicators, it is not appropriate to compare the net recurrent cost of providing assistance per dwelling for public housing with the net recurrent cost of providing assistance per dwelling for SOMIH, 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 slightly more concentrated in regional and remote areas, where the cost of providing housing assistance is potentially greater. The need to construct culturally appropriate housing (possibly requiring different amenities) may also affect the cost per dwelling. Finally, different cost structures may apply to the programs. Construction of dwellings under SOMIH, for example, may involve a skills development element to allow for training of apprentices in regional areas.

Table 16.7 **SOMIH — net recurrent cost of providing assistance per dwelling (2006-07 dollars)^{a, b}**

	NSW	Vic	Qld	WA	SA	Tas	Total
Net recurrent cost of providing assistance (excluding the cost of capital) per dwelling							
2002-03	5 962	5 522	7 108	6 364	9 336	4 346	6 710
2003-04	6 489	5 408	7 188	6 917	6 243	3 910	6 509
2004-05	5 551	5 263	6 734	7 527	4 518	5 363	5 984
2005-06	5 623	6 507	6 900	7 955	7 265	5 819	6 660
2006-07	5 818	4 078	7 471	7 627	6 674	6 430	6 476

^a Data may not be comparable between jurisdictions and over time and comparisons could be misleading. Reasons for this are provided in table 16A.18. ^b Data are presented in real dollars based on the ABS Gross Domestic Product price deflator (index) (2006-07 = 100) table AA.11.

Source: AIHW (2003, 2004, 2005, 2006a, 2007c); table 16A.6; 2008 Report, table 16.16, p. 16.37.

Efficiency — occupancy rate

The second efficiency indicator reported for SOMIH is the ‘occupancy rate’ (box 16.12).

Box 16.12 Occupancy rate

The ‘occupancy rate’ is an indicator of the CSHA guiding principle to measure the efficiency of housing utilisation. It represents the proportion of rental housing stock occupied by households. The term ‘occupied’ refers to rental housing stock occupied by tenants who have a tenancy agreement with the relevant housing authority.

A high value for this indicator suggests higher efficiency of housing utilisation. Occupancy is influenced by both turnover and housing supply and demand.

The proportion of total SOMIH stock occupied at 30 June 2007 is presented in table 16.8. The national average proportion of SOMIH stock occupied at 30 June 2007 was 96.4 per cent.

Table 16.8 SOMIH — occupancy rates (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
2003	97.6	96.1	94.2	94.4	91.8	95.8	95.2
2004	98.0	96.7	96.8	94.1	92.2	98.2	96.0
2005	97.4	95.8	96.1	94.2	91.8	97.7	95.5
2006	97.4	96.7	96.8	94.1	93.5	98.3	96.1
2007	97.7	96.4	97.2	94.5	94.1	97.7	96.4

^a Data may not be comparable between jurisdictions and over time and comparisons could be misleading. Reasons for this are provided in table 16A.7.

Source: AIHW (2003, 2004, 2005, 2006a, 2007c); table 16A.7; 2008 Report, table 16.18, p. 16.38.

Efficiency — turnaround time

The third efficiency indicator reported for SOMIH is ‘turnaround time’ (box 16.13).

Box 16.13 Turnaround time

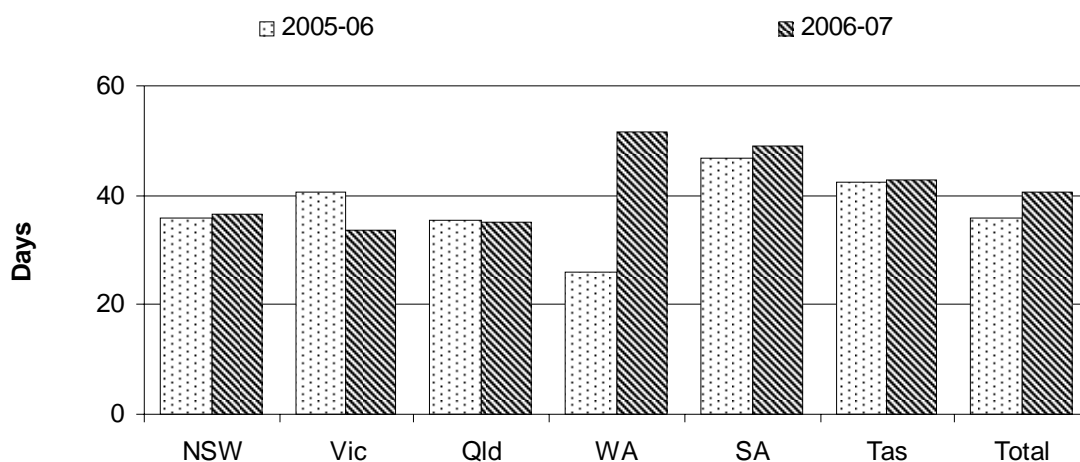
‘Turnaround time’ is an indicator of the CSHA guiding principle to undertake efficient and cost-effective management. It measures the average time taken for occupancy of available dwelling stock to rent through normal processes. A low turnaround time suggests efficient housing allocation.

‘Normal’ vacancies exclude properties that are offline or are undergoing major redevelopment and where there is no suitable applicant but include hard-to-let properties as this relates to tenancy management.

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). A higher proportion of SOMIH dwellings in regional 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 remain unallocated in 2006-07 is presented in figure 16.6 for SOMIH.

Figure 16.6 **SOMIH — average turnaround time^a**



^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.8.

Source: AIHW (2007c); table 16A.8; 2008 Report, figure 16.9, p. 16.39.

Efficiency — rent collection rate

The final efficiency indicator reported for SOMIH is ‘rent collection rate’ (box 16.14).

Box 16.14 Rent collection rate

‘Rent collection rate’ is an indicator of the CSHA guiding principle to undertake efficient and cost-effective management. It is the total rent actually collected as a percentage of the total rent charged. A high percentage suggests efficiency in collecting rent. All jurisdictions aim to maximise the rent collected as a percentage 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. Further, 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 collection rate’ in 2006-07 is presented in table 16.9 for SOMIH.

Table 16.9 SOMIH — rent collection rate (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
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
2005-06	100.5	99.0	99.7	104.3	94.7	103.8	100.0
2006-07	101.8	92.8	97.3	105.3	103.0	102.1	100.6

^a Data may not be comparable between jurisdictions and over time and comparisons could be misleading. Reasons for this are provided in table 16A.9.

Source: AIHW (2003, 2004, 2005, 2006a, 2007c); table 16A.9; 2008 Report, table 16.20, p. 16.40.

Outcomes

Amenity/location

‘Amenity/location’ is an indicator of success in meeting tenants’ needs (box 16.15).

Box 16.15 Amenity/location

‘Amenity/location’ is an indicator of the CSHA guiding principle to provide housing assistance that is appropriate to the needs of different households. The amenity/location indicator is a survey-based measure of the percentage of tenants rating amenity/location aspects of their dwelling as important and as meeting their needs.

A higher level of satisfaction with amenity and location suggests the provision of housing assistance satisfies household needs.

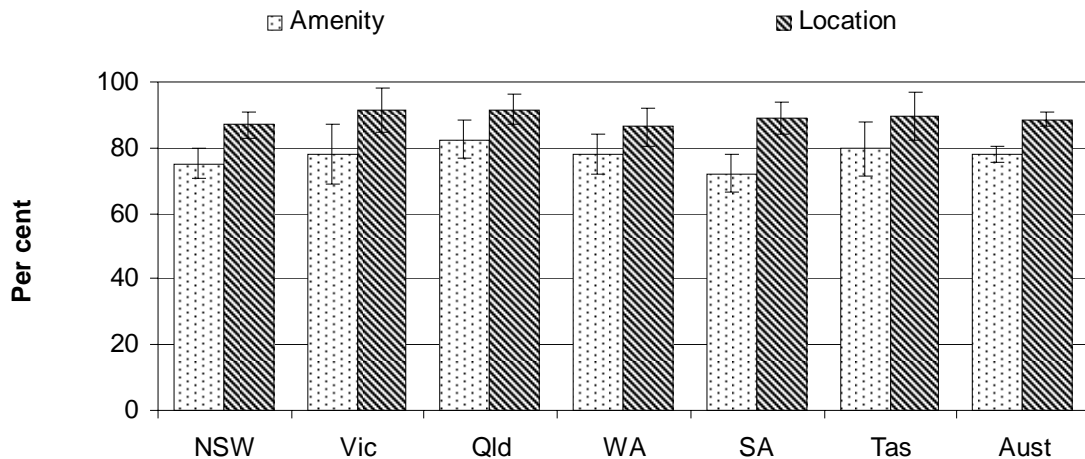
Nationally, 70.0 per cent of Indigenous and 79.0 per cent of non-Indigenous public housing tenants rated amenity aspects as important and meeting their needs. Similarly, at the national level, 80.0 per cent of Indigenous and 86.0 per cent of non-Indigenous public housing tenants rated location aspects as important and meeting their needs (AIHW 2007a).

During 2006-07, all states participated in the *National Social Housing Survey* of SOMIH. As for the National Social Housing Survey undertaken biennially for public and community housing, the survey seeks to determine tenants’ level of satisfaction with various aspects of service and measure housing outcomes.

SOMIH tenants were asked whether particular aspects of the amenity and location of their dwellings were important to them and, if so, whether they felt their needs were met. Nationally, 78.1 per cent of tenants for whom amenity was important felt

that their needs were met, and of those tenants for whom location was important, 88.7 per cent felt that their needs were met (figure 16.7).

Figure 16.7 **SOMIH — proportion of tenants rating their current home as meeting their amenity and location needs, 2007^a**



^a Further information pertinent to the data included in this table and/or its interpretation is provided in table 16A.10.

Source: AIHW (2007c); table 16A.10; 2008 Report, figure 16.10, p. 16.43.

Customer satisfaction

‘Customer satisfaction’ is an indicator of tenants’ satisfaction with the overall service provided (box 16.16).

Box 16.16 Customer satisfaction

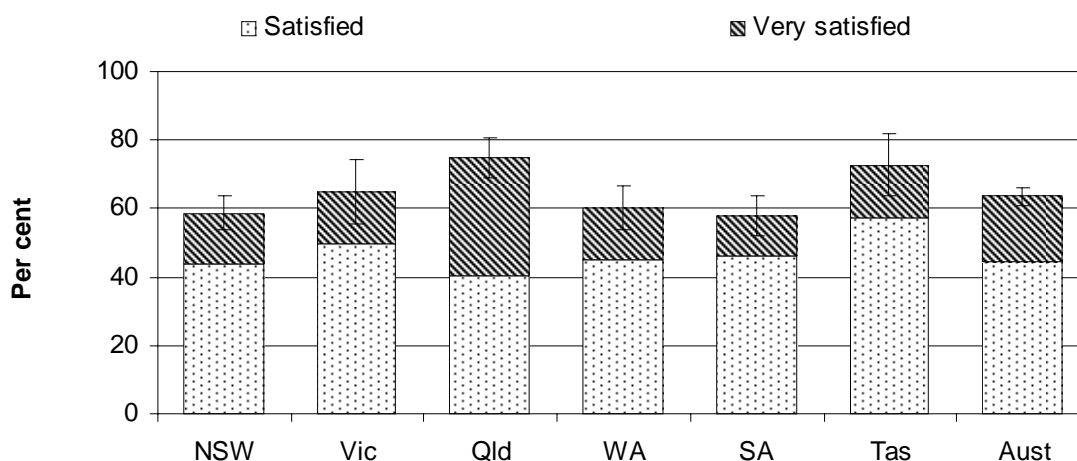
‘Customer satisfaction’ is an indicator of the CSHA guiding principle to provide housing assistance that is appropriate for different households. Customer satisfaction is a survey-based measure of satisfaction with the overall service provided by the State or Territory housing authority. A higher percentage for customer satisfaction may imply better housing assistance provision.

Nationally, 57 per cent of Indigenous and 72 per cent of non-Indigenous public housing tenants were either satisfied or very satisfied with the overall service provided by their State housing authority in 2007 (AIHW 2007a).

Results for SOMIH are taken from the 2007 National Social Housing Survey for SOMIH. Nationally, 64 per cent of respondents were either satisfied or very

satisfied with the overall service provided by their State housing authority (figure 16.8).

Figure 16.8 **SOMIH — customer satisfaction, 2007^a**



^a Further information pertinent to the data included in this table and/or its interpretation is provided in table 16A.10.

Source: AIHW (2007c); table 16A.10; 2007 2008 Report, figure 16.13, p. 16.44.

Affordability

‘Affordability’ is an indicator of tenants’ ability to access suitable housing (box 16.17).

Box 16.17 Affordability

‘Affordability’ is an indicator of the level of housing affordability for CSHA housing tenants. Two measures are reported:

- average weekly rental subsidy per household, derived by dividing the total rental rebate amount by the total number of households
- the proportion of rebated households spending less than 30 per cent of their income in rent.

Higher values of these measures imply greater housing affordability.

The average weekly subsidy per household and the proportion of rebated households spending less than 30 per cent of their income in rent for SOMIH at 30 June 2007 are presented in table 16.10. Information on the amount of income paid in rent by SOMIH tenants as a proportion of income can be found in table 16A.29.

Table 16.10 SOMIH — average weekly subsidy per household and proportion of households spending 30 per cent or less of their income in rent^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>Total</i>
Average weekly subsidy per household (\$)							
2007	85.5	81.2	88.5	61.7	78.2	54.4	79.8
Proportion of rebated households spending 30 per cent or less of their income in rent							
2007	100.0	100.0	99.9	99.6	99.1	100.0	99.1

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.11.

Source: AIHW (2003, 2004, 2005, 2006a, 2007c); table 16A.11; 2008 Report, table 16.22, p. 16.46.

Match of dwelling to household size

‘Match of dwelling to household size’ is an indicator of housing appropriateness (box 16.18).

Box 16.18 Match of dwelling to household size

‘Match of dwelling to household size’ is an indicator of the CSHA guiding principle to provide housing assistance that is appropriate to the needs of different households, such as household size. It measures the proportion of households where 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.

The proxy occupancy standard was revised in 2005-06 to remove the four bedroom cap. Data prior to 2005-06 should not be compared with data from later years.

Proxy occupancy standard for appropriate sized dwelling, by household structure

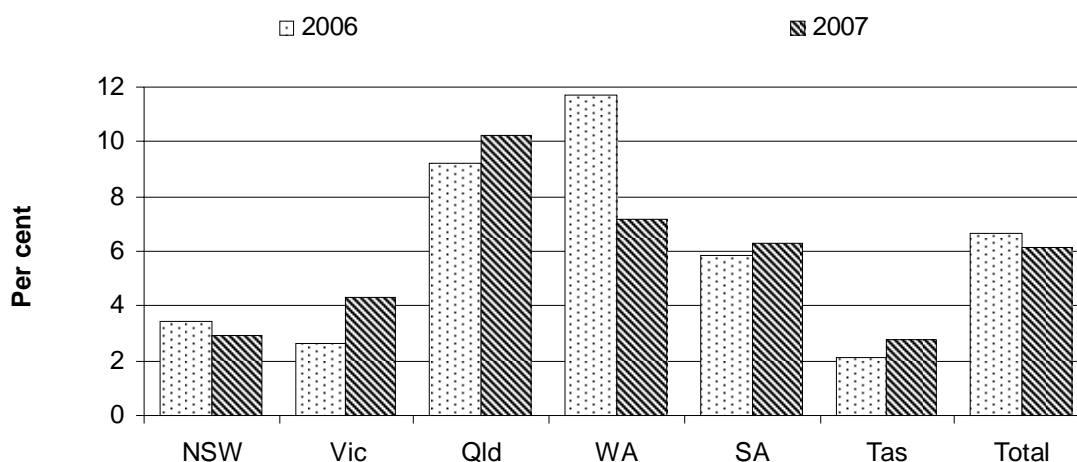
<i>Household structure</i>	<i>Bedrooms required</i>
Single adult only	1 bedroom
Single adult (group)	1 bedroom (per adult)
Couple with no children	2 bedrooms
Sole parent or couple with one child	2 bedrooms
Sole parent or couple with two or three children	3 bedrooms
Sole parent or couple with four children	4 bedrooms
Sole parent or couple with more than four children	equal to number of children

Source: AIHW (2006b).

A low proportion indicates a low proportion of overcrowded households.

The proportion of households with overcrowding for SOMIH is illustrated in figure 16.9. Information on moderate overcrowding and underutilisation for SOMIH can be found in table 16A.30.

Figure 16.9 **SOMIH — proportion of households with overcrowding^{a, b}**



^a Data may not be comparable between jurisdictions and over time and comparisons could be misleading. Reasons for this are provided in table 16A.12. ^b The proxy occupancy standard was revised to remove the four bedroom cap for the 2006 data. Data from previous years can not be compared.

Source: AIHW (2007c); table 16A.12; 2008 Report, figure 16.15, p. 16.48.

Performance reporting for Indigenous community housing

This section includes data on a number of performance indicators in the ICH framework (figure 16.4). The ICH data have been developed over the past few years but this is the first time a separate performance indicator framework for ICH has been included in the Report. The framework was based on the one used for public housing, but with some indicators developed specifically for ICH.

This section of the chapter focuses on the ICH performance indicator framework. The definition of Indigenous community housing is presented in box 16.19.

Box 16.19 Indigenous community housing

Indigenous community housing refers to housing funded by State or Federal governments that is managed and delivered by Indigenous community housing organisations. These organisations are responsible for asset and tenancy management functions.

Funding for Indigenous community housing comes through Australian Government programs such as the ARHP, CHIP and the National Aboriginal Health Strategy. State governments also provide funding for Indigenous community housing. In most jurisdictions (NSW, SA, WA, NT and the ACT), State and Federal funding is pooled and administered by the State governments. In Victoria and Tasmania only the Australian Government is involved in the administration of Indigenous community housing. In Queensland, some Indigenous community housing is administered by the State government and some by the Australian Government.

In May 2001, housing ministers endorsed a 10-year statement of new directions for Indigenous housing, *Building a Better Future: Indigenous housing to 2010* (BBF). BBF recognised that Indigenous housing was a major national issue requiring priority action and sought to improve housing and environmental health outcomes for Indigenous Australians. The focus of BBF was on: identifying and addressing outstanding need; improving the viability of Indigenous community housing organisations; establishing safe, healthy and sustainable housing for Indigenous Australians, especially in rural and remote communities; and establishing a national framework for the development and delivery of improved housing outcomes for Indigenous Australians by State, Territory and community housing providers.

The National Reporting Framework (NRF) for Indigenous Housing was developed to provide a framework for reporting across all Indigenous housing programs and on the implementation and outcomes of BBF. The NRF comprises a set of 38 performance indicators for national reporting and the AIHW collects annual data for reporting on these indicators. The latest report on the NRF is *Indigenous housing indicators 2005-06*.

Source: AIHW (2007b).

Outputs

The following indicators measure the outputs of Indigenous community housing. Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group).

Equity — access

There are currently no equity — access indicators in the framework. Equity indicators may be included as the data are further developed.

Effectiveness — quality — connection to water, sewerage and electricity

The first effectiveness indicator of the quality of Indigenous community housing is ‘connection to water, sewerage and electricity’ (box 16.20).

Box 16.20 Connection to water, sewerage and electricity

‘Connection to water, sewerage and electricity’ is an output indicator of the Indigenous community housing guiding principle to provide quality housing. It measures the proportion of Indigenous community housing dwellings not connected to essential services. The indicator is defined as the number of permanent Indigenous community housing dwellings not connected to an organised water, sewerage and electricity system as a percentage of the total number of permanent dwellings. A lower percentage suggests higher housing quality.

The percentage of Indigenous community houses not connected to water, sewerage and electricity at 30 June 2006 is presented in table 16.11.

Table 16.11 Indigenous community housing — proportion not connected to water, sewerage and electricity, at 30 June 2006^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aus Gov</i>	<i>Aust</i>
Water	–	..	–	–	–	..	–	4.7	0.1	1.7
Sewerage	–	..	–	–	–	..	–	6.4	0.5	2.4
Electricity	–	..	–	–	–	..	–	5.4	0.1	2.0

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in tables 16A.15, 16A.16 and 16A.17. .. Not applicable. – Nil or rounded to zero.

Source: AIHW (2007b); tables 16A.15, 16A.16 and 16A.17; 2008 Report, table 16.27, p. 16.64.

Effectiveness — quality — dwelling condition

The second effectiveness indicator of the quality of Indigenous community housing is ‘dwelling condition’ (box 16.21).

Box 16.21 Dwelling condition

'Dwelling condition' is an output indicator of the Indigenous community housing guiding principle to provide quality housing. It shows the proportion of Indigenous community housing dwellings in poor condition and in need of major repair or replacement.

This indicator is defined as the number of permanent Indigenous community housing dwellings in need of either major repair or replacement as a percentage of the total number of permanent dwellings.

A lower proportion suggests higher housing quality.

The 'dwelling condition' indicator for Indigenous community housing in 2006 is presented in table 16.12.

Table 16.12 Indigenous community housing — dwelling condition, 2006^a

	<i>NSW (include ACT)^b</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aus Gov</i>	<i>Aust</i>
Dwellings in need of major repair	18.8	24.7	26.3	27.9	22.4	30.6	..	21.0	..	23.4
Dwellings in need of replacement	2.7	4.5	5.9	10.1	5.8	–	..	10.2	..	7.2

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.18. ^b Data for the ACT data had been included with NSW due to low numbers. .. Not applicable. – Nil or rounded to zero.

Source: ABS (2007); table 16A.18; 2008 Report, table 16.28, p. 16.65.

Efficiency — net recurrent cost per unit

The first efficiency indicator reported for Indigenous community housing is 'net recurrent cost per unit' (box 16.22).

Box 16.22 Net recurrent cost per unit

'Net recurrent cost per unit' is an output indicator of the Indigenous community housing guiding principle to provide efficient and cost-effective management of housing. It measures the cost of providing assistance per dwelling. This indicator is total recurrent costs for Indigenous community housing divided by the total number of permanent dwellings. It includes the recurrent cost of delivering Indigenous community housing, but excludes capital cost.

A lower proportion suggests higher housing efficiency. The cost per dwelling indicators do not provide any information on the quality of service provided (for example, the standard of dwellings).

Data on net recurrent costs will be collected for 2006-07 onwards. For 2005-06, data are reported on direct cost per unit. The direct cost per unit for 2005-06 is presented in table 16.13.

Table 16.13 Indigenous community housing — direct cost per unit, 2005-06^a

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aus Gov	Aust
2005-06	6 964.0	..	na	na	6 428.0	..	22 391.0	567.0	6 879.0	na

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.19. **na** Not available. **..** Not applicable.

Source: AIHW (2007b); table 16A.19; 2008 Report, table 16.29, p. 16.66.

Efficiency — occupancy rate

A second efficiency indicator for Indigenous community housing is the 'occupancy rate' (box 16.23).

Box 16.23 Occupancy rate

The 'occupancy rate' is an indicator of the Indigenous community housing guiding principle to provide efficient 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 Indigenous community housing organisation. A higher occupancy rate suggests higher efficiency of housing utilisation. Occupancy is influenced by both turnover and housing supply.

The proportion of Indigenous community housing occupied at 30 June 2006 is presented in table 16.14.

Table 16.14 Indigenous community housing — occupancy rates, at 30 June 2006 (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aus Gov</i>	<i>Aust</i>
2006	96.6	..	95.7	77.9	88.3	..	95.7	87.0	94.1	89.6

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.20. .. Not applicable.

Source: AIHW (2007b); table 16A.20; 2008 Report, table 16.30, p. 16.66.

Efficiency — rent collection rate

The third efficiency indicator for Indigenous community housing is the ‘rent collection rate’ (box 16.24).

Box 16.24 Rent collection rate

‘Rent collection rate’ is an indicator of the Indigenous community housing guiding principle to provide efficient and cost-effective management of housing. It is the total rent actually 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.

As with CSHA funded community housing, payment arrangements for rent in some jurisdictions mean the rent collected over a 12 month period may be higher than rent charged over that period.

‘Rent collection rate’ in 2005-06 is presented in table 16.15.

Table 16.15 Indigenous community housing — rent collection rate (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aus Gov</i>	<i>Aust</i>
2005-06	89.4	..	97.4	94.1	102.7	..	100.0	103.8	84.7	94.2

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.21. .. Not applicable.

Source: AIHW (2007b); table 16A.21; 2008 Report, table 16.31, p. 16.67.

Outcomes

The following indicators measure the outcomes of Indigenous community housing. Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered).

Amenity/location

The Steering Committee has identified 'amenity/location' as an indicator of the appropriateness of Indigenous community housing (box 16.25). Data for this indicator were not available for this Report.

Box 16.25 Amenity/location

'Amenity/location' is an indicator of the Indigenous community housing guiding principle 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. Higher levels of satisfaction with location and amenity imply the provision of housing assistance that satisfies household needs.

Affordability

'Affordability' is an indicator of access to Indigenous community housing (box 16.26).

Box 16.26 Affordability

'Affordability' is an indicator of the Indigenous community housing guiding principle to provide affordable housing to assist people who are unable to access suitable housing. The indicator provides a measure of the extent to which households are paying a large share of their income in rent.

This indicator is the number of Indigenous and mainstream community housing households in the bottom 40 per cent of equivalised incomes paying more than 25 per cent or more of their income in rent, divided by the total number of Indigenous community households.

A low proportion indicates that housing is more affordable. No administrative data are currently collected for this indicator, so ABS survey data from 2001 are reported.

The proportion of Indigenous community households in the bottom 40 per cent of equivalised incomes paying 25 per cent or more of their income on rent in 2001 is presented in table 16.16.

Table 16.16 Indigenous community housing — proportion of households paying 25 per cent or more of their income on rent, 2001^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aus Gov</i>	<i>Aust</i>
2001	28.9	31.1	20.2	12.4	12.3	20.9	..	5.2	..	15.8

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.22. .. Not applicable.

Source: ABS (2002); table 16A.22; 2008 Report, figure 16.32, p. 16.68.

Match of dwelling to household size

‘Match of dwelling to household size’ is an indicator of the appropriateness of Indigenous community housing (box 16.27).

Box 16.27 Match of dwelling to household size

‘Match of dwelling to household size’ is an outcome indicator of the Indigenous community housing guiding principle to provide housing assistance that is appropriate to the needs of different households, such as household size. It measures the proportion of households where 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 bedroom
Single adult (group)	1 bedroom (per adult)
Couple with no children	2 bedrooms
Sole parent or couple with one child	2 bedrooms
Sole parent or couple with two or three children	3 bedrooms
Sole parent or couple with four children	4 bedrooms
Sole parent or couple with more than four children	equal to number of children

Source: AIHW (2006b).

A low proportion indicates a low proportion of overcrowded households.

The proportion of Indigenous community households with overcrowding at 30 June 2006 is illustrated in table 16.17.

Table 16.17 Indigenous community housing — proportion of households with overcrowding^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aus Gov</i>	<i>Aust</i>
2006	na	..	36.6	na	5.6	..	4.5	na	19.3	na

^a Data may not be comparable between jurisdictions and comparisons could be misleading. Reasons for this are provided in table 16A.23. **na** Not available. **..** Not applicable.

Source: AIHW (2007b); table 16A.23; 2008 Report, table 16.33, p. 16.69.

Customer satisfaction

The Steering Committee has identified ‘customer satisfaction’ as an outcome indicator of Indigenous community housing (box 16.28). Data for this indicator were not available for this Report.

Box 16.28 Customer satisfaction

‘Customer satisfaction’ is an outcome indicator of the Indigenous community housing guiding principle to provide housing assistance that is appropriate to different households. Customer satisfaction is a survey measure of satisfaction with the overall quality of service provided. A higher proportion of satisfied tenants may imply better housing assistance provision.

Performance reporting for Commonwealth Rent Assistance

Data for CRA recipients are for individuals and families paid CRA by Centrelink under the *Social Security Act 1991* or family assistance law. It does not include equivalent payments made by the Department of Veterans Affairs, or payments made with Abstudy on behalf of DEST.

Data are generally for those entitled to CRA at 8 June 2007. Centrelink recorded 943 718 individuals and families as being entitled to CRA with a social security or family assistance payment for that day. Other published figures may include individuals and families who were paid CRA in the previous fortnight, some of whom were only entitled to payment for an earlier period (table 16.18).

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.

The performance indicator framework for CRA is presented in figure 16.5.

Outputs

Equity — access — income unit type

The first indicator of equitable access to CRA is ‘income unit type’ (box 16.29).

Box 16.29 Income unit type

Access to CRA by ‘income unit type’ is an 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 across states and territories 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.

Of the 943 718 income units entitled to receive CRA at 8 June 2007, 30 609 (approximately 3.2 per cent) self-identified as Indigenous. Single people with no children represented approximately 51.1 per cent of income units receiving CRA and 37.2 per cent of Indigenous income units receiving CRA (table 16.18).

Table 16.18 Income units receiving CRA, by income unit type, 2007^a

<i>Type of income unit</i>	<i>Income units</i>	<i>Proportion of CRA recipients</i>	<i>Proportion of Indigenous CRA recipients</i>	
			<i>Indigenous income units</i>	
	no.	%	no.	%
Single, no dependent children aged under 16	364 673	38.6	9 001	29.4
Single, no children, sharer	117 874	12.5	2 395	7.8
Single, one or two dependent children aged under 16	185 871	19.7	7 916	25.9
Single, three or more dependent children aged under 16	36 501	3.9	2 736	8.9
Partnered, no dependent children aged under 16	82 048	8.7	1 752	5.7
Partnered, one or two dependent children aged under 16	106 530	11.3	4 060	13.3
Partnered, three or more dependent children aged under 16	47 394	5.0	2 607	8.5
Partnered, illness or temporarily separated	2 827	0.3	142	0.5
Unknown income unit
Total	943 718	100.0	30 609	100.0

^a Further information pertinent to the data included in this table and/or its interpretation is provided in tables 16A.24 and 16A.25, and in the 2008 Report, tables 16A.48 and 16A.49. **na** Not available. – Nil or rounded to zero.

Source: FaCSIA (unpublished); tables 16A.24 and 16A.25 and in the 2008 Report, tables 16A.48 and 16A.49; 2008 Report, table 16.34, p. 16.72.

Equity — access — special needs

The second access indicator is ‘special needs’ (box 16.30).

Box 16.30 Special needs

‘Special needs’ access to CRA is an 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, those with a member receiving a Disability Support Pension and CRA recipients by geographic classification. This indicator 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 customers. Additional measures of special need, which include a geographic dimension, are reported under ‘affordability’

Table 16.19 illustrates the number and proportion of income units receiving CRA at 8 June 2007 by jurisdiction, Indigenous status and geographic location.

Overall, 57.8 per cent of all income units receiving CRA at 8 June 2007 were in capital cities, while 42.2 per cent were in the rest of the State or Territory (FaCSIA unpublished). For Indigenous income units receiving CRA, 34.0 per cent were located in capital cities, while 66.0 per cent lived in the rest of the State or Territory. For non-Indigenous income units receiving CRA, 58.7 per cent were located in capital cities, while 41.3 per cent lived in the rest of the State or Territory (table 16.19).

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, 6.7 per cent of Indigenous income units receiving social security or family payments are homeowners, while 44.0 per cent of non-Indigenous income units receiving benefits are home owners (FaCSIA unpublished).²

² Home ownership rate refers to the proportion of income units receiving a social security payment or more than the base rate Family Tax Benefit Part A recorded as owning or purchasing a home. It excludes those identified as living in special residences such as nursing homes, aged care and retirement villages, those residing overseas or living in caravan parks.

Table 16.19 Income units receiving CRA, by Indigenous status, disability support pension and geographic location, 2007^a

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
<i>Non-Indigenous</i>										
Income units	no.	312 242	206 091	217 063	74 518	67 170	23 535	na	4 276	912 371
In capital city	%	54.8	69.3	42.6	75.5	76.6	42.7	na	81.3	58.7
In rest of State	%	45.2	30.7	57.4	24.5	23.4	57.3	na	18.7	41.3
Non-Indigenous income units as proportion of all CRA recipient income units	%	96.2	98.9	95.4	96.7	97.9	95.4	na	81.3	96.7
Non-Indigenous population, as proportion of total population	%	97.9	99.4	96.6	96.5	98.2	96.2	98.7	70.9	97.6
<i>Indigenous</i>										
Income units	no.	12 129	2 133	10 150	2 484	1 443	1 131	138	960	30 578
In capital city	%	27.1	45.7	27.9	52.8	59.9	38.4	100.0	57.0	34.0
In rest of State	%	72.9	54.3	72.1	47.2	40.1	61.6	–	43.0	66.0
Indigenous income units as proportion of all CRA recipient income units	%	3.7	1.0	4.5	3.2	2.1	4.6	1.8	18.3	3.2
Indigenous population, as proportion of total population	%	2.1	0.6	3.4	3.5	1.8	3.8	1.3	29.1	2.4
Total income units	no.	324 528	208 289	227 511	77 051	68 634	24 668	7 615	5 260	943 718
<i>Disability Support Pension</i>										
In capital city	%	47.3	67.2	41.6	74.0	76.6	43.2	100.0	74.6	55.3
In rest of State	%	52.7	32.7	58.3	26.0	23.3	56.8	na	25.2	44.7
Total income units	no.	61 039	42 590	43 964	14 828	13 993	5 054	1 005	1 137	183 638

^a Further information pertinent to the data included in this table and/or its interpretation is provided in table 16A.26. **na** Not available. – Nil or rounded to zero.

Source: FaCSIA (unpublished); table 16A.26; 2008 Report, table 16.35, p. 16.74.

Outcomes

The following indicators measure the outcomes of CRA. Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered).

Affordability

‘Affordability’ is one of two outcome indicators reported for CRA (box 16.31).

Box 16.31 Affordability

‘Affordability’ is an 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. A lower proportion of recipients spending 30 per cent and 50 per cent of income on rent with CRA implies improved affordability.

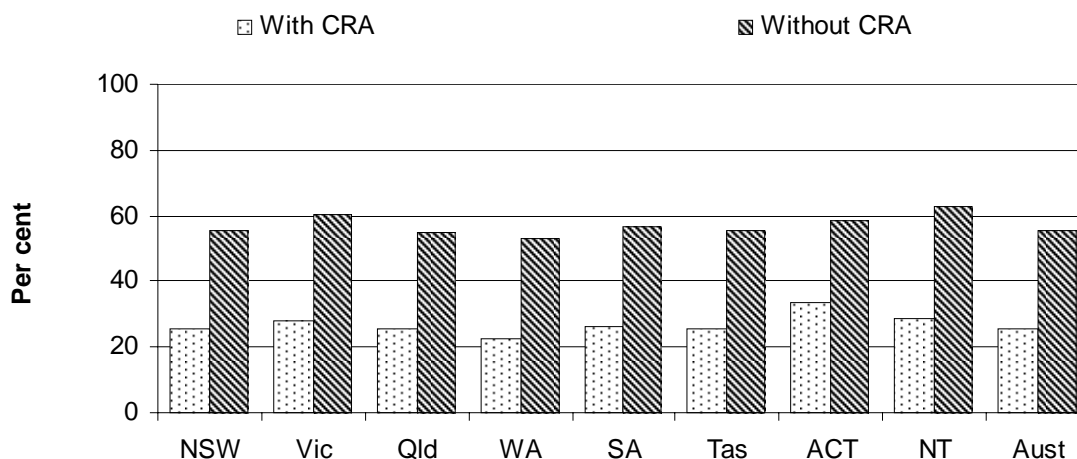
Affordability outcomes (with and without CRA) have been provided for all income units receiving CRA, Indigenous income units receiving CRA, and Disability Support Pension income units receiving CRA.

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 and income units where one or more members receive a Disability Support Pension is presented in tables 16A.27 and 2008 Report, tables 16A.68 and 70.

Without CRA, 25.2 per cent of recipients across Australia would have spent more than 50 per cent of their income on rent, while with CRA the proportion is 8.8 per cent (table 16A.28).

Nationally, if CRA were not payable, then 55.7 per cent of the Indigenous income units receiving CRA would have spent more than 30 per cent of income on rent at 8 June 2007. Taking CRA into account, this proportion falls to 25.7 per cent (figure 16.10). Similarly, if CRA were not payable, then 18.9 per cent of Indigenous income units across Australia would have spent more than 50 per cent of income on rent at 8 June 2007. Accounting for CRA payments this proportion decreases to 5.9 per cent (table 16A.28).

Figure 16.10 Indigenous income units receiving CRA paying more than 30 per cent of income on rent, with and without CRA, 2007^a



^a Further information pertinent to the data included in this table and/or its interpretation is provided in table 16A.27.

Source: FaCSIA (unpublished); table 16A.27; 2008 Report, figure 16.24, p. 16.82.

Future directions in performance reporting

Improved reporting on housing provision to Indigenous Australians continues to be a priority. All states, territories and the Australian Government have committed to improve reporting against the NRF, the nationally endorsed performance indicator framework for Indigenous housing.

Jurisdictions have implemented action plans to improve the availability and reliability of data on Indigenous Australians accessing mainstream housing assistance.

The Working Group will continue to improve the quality of mainstream community housing and financial data that are published in the Report.

Attachment tables

Attachment 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

State owned and managed Indigenous housing

Table 16A.2 Descriptive data

Table 16A.3 Low income households as a proportion of all new households (per cent)

Table 16A.4 Proportion of new tenancies allocated to households with special needs (per cent)

Table 16A.5 Greatest need allocations as a proportion of all new allocations (per cent)

Table 16A.6 Net recurrent cost per dwelling (2006-07 dollars)

Table 16A.7 Occupancy rates as at 30 June (per cent)

Table 16A.8 Average turnaround times for vacant stock (days)

Table 16A.9 Total rent actually collected as a proportion of total rent charged (per cent)

Table 16A.10 State owned and managed Indigenous housing satisfaction survey, 2007

Table 16A.11 Subsidy per tenant and proportion of rebated households spending less than 30 per cent of their income in rent

Table 16A.12 Proportion of households where dwelling size is not appropriate due to overcrowding (per cent)

Community housing

Table 16A.13 Descriptive data

Indigenous community housing

Table 16A.14 Descriptive data

Table 16A.15 Proportion of dwellings not connected to an organised water supply (per cent)

Table 16A.16 Proportion of dwellings not connected to an organised sewerage supply (per cent)

Table 16A.17 Proportion of dwellings not connected to an organised electricity supply (per cent)

Table 16A.18 Dwelling condition, 2006

Table 16A.19 Direct cost per unit

Table 16A.20 Occupancy rates at 30 June (per cent)

Table 16A.21 Rent collection rate (per cent)

Table 16A.22 Proportion of households paying 25 per cent or more of their income on rent (per cent)

Table 16A.23 Proportion of Indigenous community housing households that are overcrowded (per cent)

Commonwealth Rent Assistance

Table 16A.24 Number of Indigenous income units receiving CRA, 2007 (no.)

Table 16A.25 Proportion of Indigenous CRA recipients, 2007 (per cent)

Table 16A.26 Income units receiving CRA, by Indigenous status, disability support pension and geographic location, 2007

Table 16A.27 Proportion of Indigenous income units receiving CRA, spending over 30 per cent of income on rent, with and without CRA, 2002 to 2007 (per cent)

Table 16A.28 Proportion of income spent on rent with and without CRA, income units with more than 50 per cent of income spent on rent, 2007 (per cent)

Descriptive Information

Table 16A.29 Rebated State owned and managed Indigenous housing households paying assessable income on rent, by proportion of income (per cent)

Table 16A.30 Proportion of households in State owned and managed Indigenous housing with moderate overcrowding or underutilisation, (per cent)

Table 16A.31 State owned and managed Indigenous housing, non-rebated and multiple family households excluded

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