
G Housing and homelessness services sector summary

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Attachment tables

Attachment tables are identified in references throughout this Indigenous Compendium by an 'A' suffix (for example, in this chapter, table GA.3). As the data are directly sourced from the 2011 Report, the Compendium also notes where the original table, figure or text in the 2011 Report can be found. For example, where the Compendium refers to '2011 Report, p. G.15' this is page 15 of sector summary G of the 2011 Report, and '2011 Report, table GA.2' is attachment table 2 of attachment GA of the 2011 Report. A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

Introduction

The Housing and homelessness services sector summary (chapter G) in the *Report on Government Services 2011* (2011 Report) reports on the Housing and homelessness services in each Australian state and territory. Data are reported for Indigenous people for a subset of the performance indicators reported in that chapter — those data are compiled and presented here.

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

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

Sector scope

This Report includes detailed information on six specific services currently in operation in Australia (box G.1) including State owned and managed Indigenous housing (SOMIH),

'Social housing' is a broad term that includes public housing, SOMIH, community housing, Indigenous community housing and crisis and transitional housing. Crisis and transitional housing are not separately identified in this Report, but may be indirectly reported for some jurisdictions through other forms of social housing.

Box G.1 Housing and homelessness services sector activities

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

- *State owned and managed Indigenous housing*: dwellings owned and managed by State housing authorities that are allocated only to Indigenous households.
- *Indigenous community housing*: dwellings owned or leased and managed by ICH organisations and community councils in major cities, regional and remote areas.

Source: Chapters 16 and 17.

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

Box G.2 Scope of homelessness

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

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

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

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

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

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

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

Social and economic factors affecting demand for services

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

Profile

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

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

Descriptive statistics

Descriptive statistics for the housing and homelessness sector are included in table G.1. Additional descriptive data for each jurisdiction are presented in the 2011 Report, tables GA.2–GA.4.

Funding

The NAHA provides funding for housing and homelessness services. NAHA funding is based on outcomes rather than tied to programs, so it is not possible to identify funding used for specific programs. In 2009-10, the Australian Government provided \$2.1 billion to State and Territory governments for housing and homelessness services through the NAHA Specific Purpose Payment (SPP) and related National Partnership agreements (Social Housing, Homelessness and Remote Indigenous Housing) (table GA.1).

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

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

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

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

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

Source: Chapters 16 and 17; 2011 Report, table GA.1, 2011 Report, table G.1, p. G.6.

Service-sector objectives

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

Box G.3 Objectives for housing assistance and homelessness services

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

The specific objectives of the services that comprise the housing and homelessness services sector include SOMIH which aims to assist people unable to access alternative suitable housing options, through the delivery of affordable, appropriate, flexible and diverse social housing. Indigenous community housing aims are similar, and aim to contribute to Indigenous community wellbeing (chapter 16)

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

Headline performance indicator framework

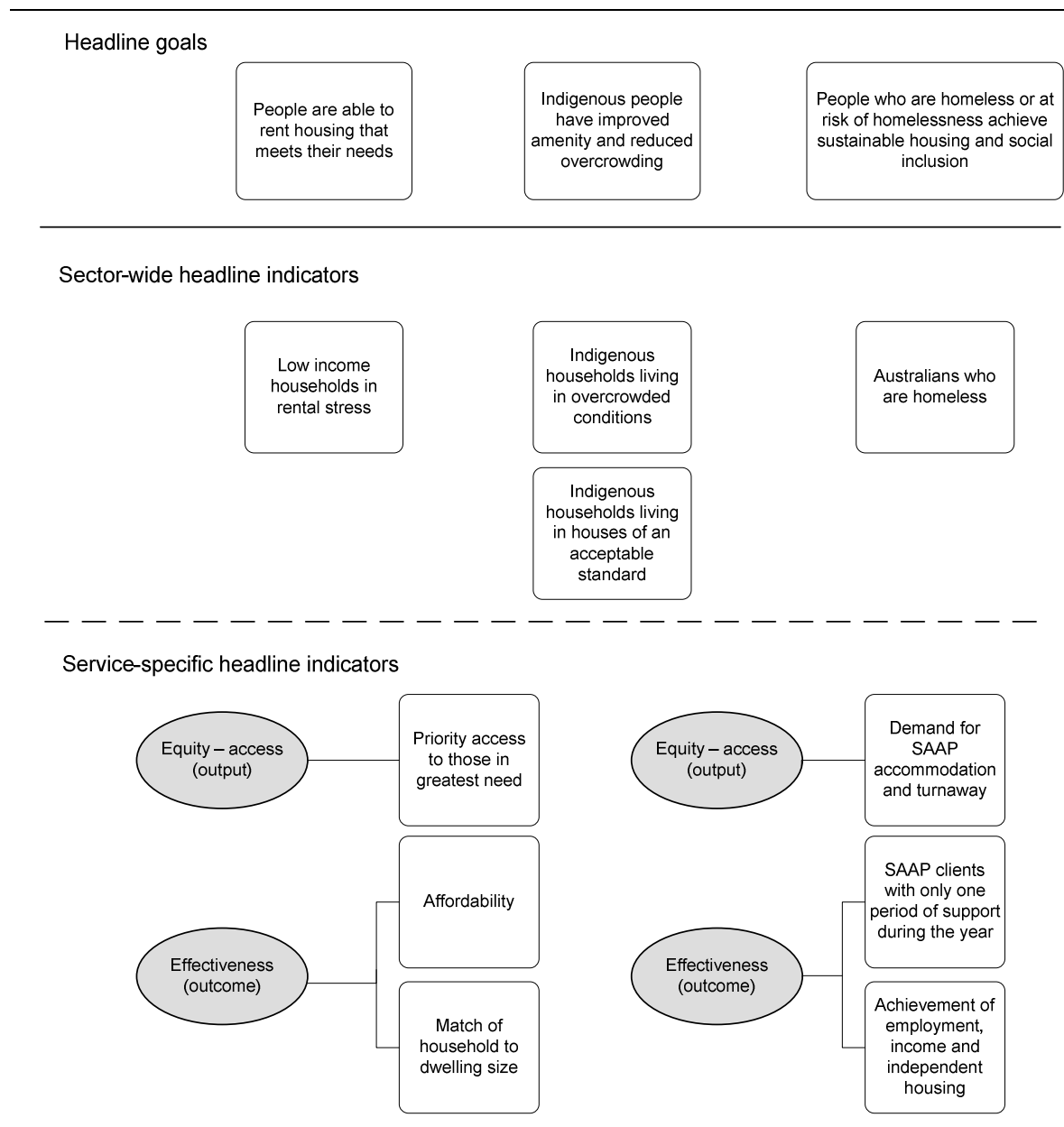
The services in the housing and homelessness sector have a performance indicator framework that reflects the process used by service providers to transform inputs into outputs and outcomes in order to achieve desired policy and program objectives (see chapters 16 and 17). This sector summary includes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

The Housing and homelessness services headline performance indicator framework identifies the principal Housing and homelessness services activity areas considered in the 2011 Report. Data for Indigenous people are reported for a subset of the performance indicators and are presented here. It is important to interpret these data in the context of the broader performance indicator framework. The framework shows which data are comparable. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

Indicator boxes presented throughout the sector summary provide information about the reported indicators. As these are sourced directly from the 2011 Report, they may include references to data not reported for Indigenous people and therefore not included in this Compendium.

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this sector summary. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

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



Source: 2011 Report, figure G.1, p. G.9.

Sector-wide headline performance indicators

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

Indigenous households living in overcrowded conditions

'Indigenous households living in overcrowded conditions' is an indicator of governments' objective to ensure all Australians have access to affordable, safe, appropriate and sustainable housing (box G.4). Governments have a specific interest in improving the amenity and reducing overcrowding for Indigenous people, particularly those living in remote and discrete communities (COAG 2008a).

Box G.4 Indigenous households living in overcrowded conditions

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

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

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

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

Overcrowding is a particular issue for Indigenous households, as a much higher proportion of Indigenous people live in overcrowded conditions than other Australians (SCRGSP 2009). Nationally in 2008, 13.4 per cent of Indigenous households were living in overcrowded conditions (figure G.2).

Figure G.2 **Proportion of Indigenous households living in overcrowded conditions, 2008**



Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey 2008*; table GA.2, 2011 Report, figure G.3, p. G.11.

Indigenous households living in houses of an acceptable standard

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

Box G.5 Indigenous households living in houses of an acceptable standard

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

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

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

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

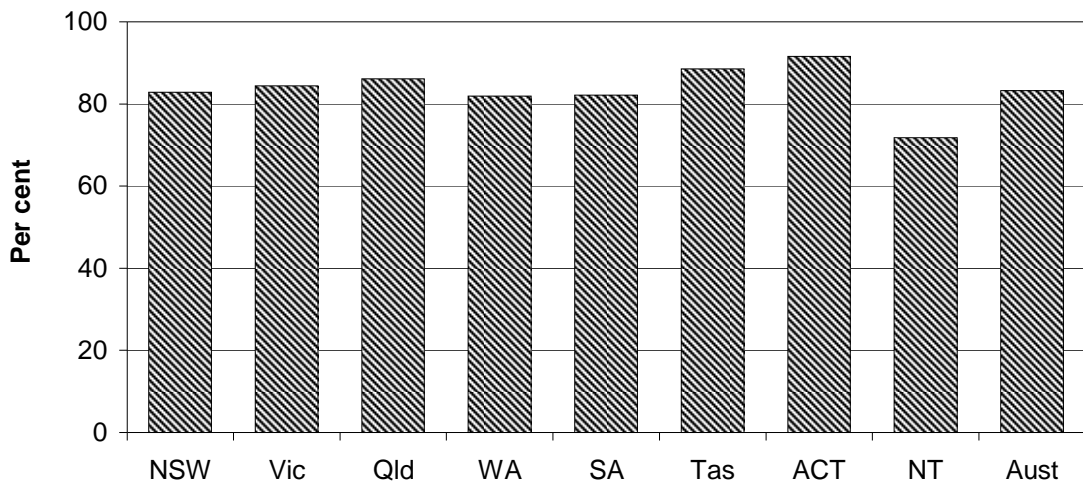
Information relating to 'amenity/location' for public housing, SOMIH and community housing, and 'dwelling condition' and 'connection to water, sewerage and electricity' for Indigenous community housing are presented in chapter 16.

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

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

In 2008, 83.2 per cent of Indigenous households were living in houses of an acceptable standard (figure G.3).

Figure G.3 **Proportion of Indigenous households living in houses of an acceptable standard, 2008**



Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey 2008*; table GA.3, 2011 Report, figure G.4, p. G.13.

Service-specific headline performance indicators

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

Housing assistance

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

Priority access to those in greatest need

‘Priority access to those in greatest need’ is an indicator of governments’ objective to provide appropriate, affordable and secure housing to assist people who are unable to access suitable housing (box G.6).

Box G.6 Priority access to those in greatest need

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

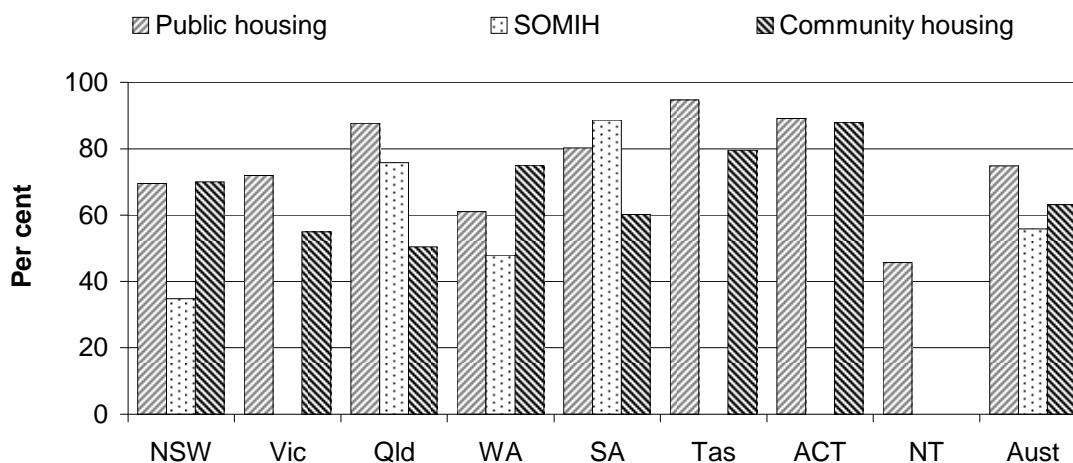
Data for this indicator are reported for public housing, SOMIH, and community housing. High or increasing values for these measures, particularly for short time frames, indicate a high degree of access for those households in greatest need.

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

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

Nationally in 2009-10 55.9 per cent of new SOMIH allocations were to those in greatest need (figure G.4).

Figure G.4 Proportion of new allocations to those in greatest need, 2009-10^{a, b}



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

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

Source: 2011 Report, Chapter 16; tables 16A.3, 16A.18 and 16A.31, 2011 Report, figure G.6, p. G.15.

Affordability

‘Affordability’ is an indicator of governments’ objective to provide affordable housing to assist people who are unable to access suitable housing (box G.7).

Box G.7 Affordability

'Affordability' is defined as tenants' ability to access suitable housing. The measure of affordability are reported as the proportion of low income households spending more than 30 per cent of their income in rent for SOMIH.

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

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

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

A low or decreasing value implies greater housing affordability.

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

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

Income data for some households are not updated annually and this may result in overestimating the proportions of household income spent on rent.

Nationally in 2009-10, the proportion of low income households spending more than 30 per cent of their income in rent was 0.8 per cent for SOMIH (table G.1).

Table G.1 Measures of affordability^a

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
<i>Proportion of low income households spending more than 30 per cent of income in rent, 2009-10</i>									
SOMIH	0.1	..	–	2.0	2.2	–	..	..	0.8

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

Source: 2011 Report ,Chapter 16; tables 16A.12, 16A.26, 16A.39 and 16A.74, 2011 Report, table G.2, p. G.17.

Match of dwelling to household size

'Match of dwelling to household size' is an indicator of governments' objective to provide housing assistance that is appropriate to the needs of different households (box G.8).

Box G.8 Match of dwelling to household size

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

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

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

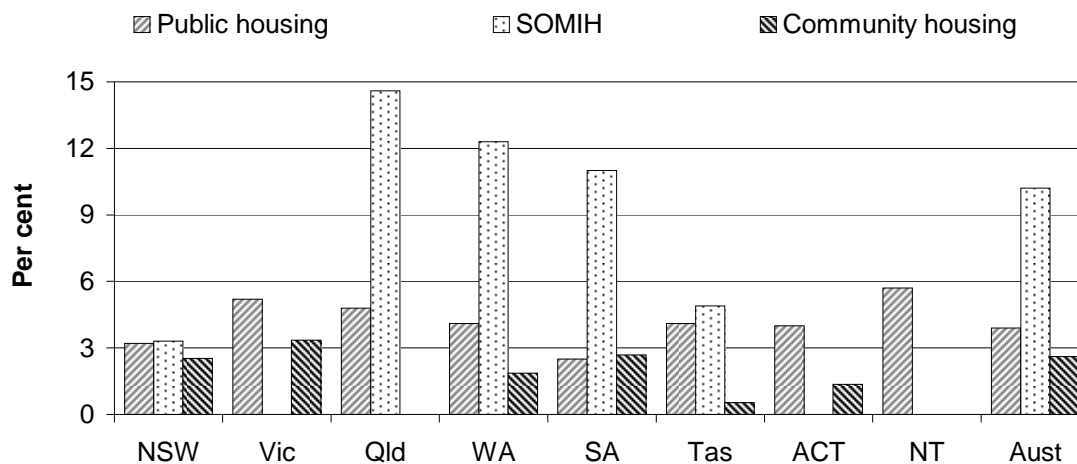
A low or decreasing proportion of overcrowded dwellings is desirable.

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

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

Nationally in 2009-10 10.2 per cent of SOMIH households were overcrowded (figure G.5). Data for overcrowding in Indigenous community housing are reported in the 2011 Report, table 16A.50.

Figure G.5 Proportion of households in social housing that are overcrowded, 2009-10^a



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

Source: 2011 Report, Chapter 16; tables 16A.13, 16A.27 and 16A.40, 2011 Report, figure G.7, p. G.18.

List of attachment tables

Attachment tables for data within this sector summary are contained in the attachment to the Compendium. These tables are identified in references throughout this chapter by an 'A' suffix (for example, table GA.3 is table 3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp).

Table GA.1	Australian Government expenditure relating to the National Affordable Housing Agreement (NAHA) (\$million)
Table GA.2	Proportion of households living in overcrowded conditions, 2008
Table GA.3	Proportion of households living in houses of an acceptable standard, 2008

Appendix

Box G.9 Understanding indicator results

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

Table G.2 Performance indicators for SOMIH, 2009-10^{a, b}

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

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

Source: 2011 Report, Chapter 16 and Attachment 16A.

Table G.3 Performance indicators for Indigenous community housing, 2008-09^{a, b}

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

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

Source: 2011 Report, Chapter 16 and Attachment 16A.

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