
G Housing and homelessness services sector summary

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Attachment tables

Attachment tables are identified in references throughout this Indigenous Compendium by a 'A' prefix (for example, in this sector summary, table GA.1). As the data are directly sourced from the 2012 Report, the Compendium also notes where the original table, figure or text in the 2012 Report can be found. For example, where the Compendium refers to '2012 Report, p. G.1', this is page 1 of the Housing and homelessness sector summary of the 2012 Report, and '2012 Report, table GA.1' is table 1 of attachment GA of the 2012 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.

The Housing and homelessness services sector summary (chapter G) in the *Report on Government Services 2012* (2012 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.

The sector summary of the 2012 Report provides an introduction to the 'Housing' (chapter 16) and 'Homelessness services' (chapter 17) chapters of the Report. It provides an overview of the 'housing and homelessness' sector, presenting both contextual information and high level performance information.

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

Indigenous data in the Housing and homelessness sector summary

The Housing and homelessness sector summary in the 2012 Report contains the following information on Indigenous people:

- households living in overcrowded conditions, 2008
- households living in houses of an acceptable standard, 2008.

Sector scope

The Report includes detailed information on two specific services: social housing and homelessness services. Social housing broadly encompasses public housing, State owned and managed Indigenous housing (SOMIH), community housing and Indigenous community housing, and is reported in chapter 16 (box G.1). Homelessness services in the Report encompass government funded specialist homelessness services, and is reported in chapter 17 (box G.2).

The 2012 Report focuses on social housing and homelessness services funded under the National Affordable Housing Specific Purpose Payment (NAH SPP) and related National Partnership Agreements, and provided through these related National Partnership Agreements in support of the NAHA (formerly, the CSHA and the SAAP V Agreement). Governments provide other forms of support for housing and homelessness, including home purchase assistance and private rental assistance, but these are not considered in detail in the Report.

Housing and homelessness outcomes are influenced by many factors apart from government assistance. Section G.6 (Appendix) of the 2012 Report presents contextual information on some of these factors, including housing affordability and home ownership.

Box G.1 Scope of social housing

Social housing is rental housing provided by government or non-government organisations (including not-for-profit) to assist people who are unable to access suitable accommodation in the private rental market (AIHW 2010). The forms of social housing included in this Report are:

- *Public housing* (PH): dwellings owned (or leased) and managed by State and Territory housing authorities to provide affordable rental accommodation.
- *State owned and managed Indigenous housing* (SOMIH): dwellings owned and managed by State housing authorities that are allocated only to Indigenous households.
- *Community housing* (CH): rental housing provided to low to moderate income or special needs households, managed by community based organisations that have received capital or recurrent subsidy from government. Community housing models vary across jurisdictions, and the housing stock may be owned by a variety of groups, including local government.
- *Indigenous community housing* (ICH): dwellings owned or leased and managed by ICH organisations and community councils in major cities, regional areas and remote areas. Indigenous community housing models vary across jurisdictions and can also include dwellings funded or registered by government.

Crisis and transitional housing is an additional form of social housing, but it is not separately identified in this Report. Crisis and transitional housing may be indirectly reported for some jurisdictions through the other forms of social housing described above.

Source: 2012 Report, Chapter 16.

Box G.2 **Scope of homelessness**

Government funded specialist homelessness services provide assistance to individuals and families who are homeless or at risk of becoming homeless. This Report presents information on homelessness services provided under the NAHA and the SAAP V Agreement. Although the SAAP V Agreement ended on 31 December 2008, data have continued to be reported from the SAAP collection, as data from the new specialist homelessness services (SHS) collection are not yet available for reporting. The SHS data collection became operational on 1 July 2011 and data for 2011-12 are expected to be available for the 2013 Report.

Definition of homelessness

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. 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 houses and caravan parks).

The Commonwealth Advisory Committee on Homelessness has adopted tertiary homelessness (incorporating primary and secondary homelessness) as the general definition of homelessness. This definition differs from the SAAP definition of homelessness used for reporting in chapter 17, where a 'homeless person' is:

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.

Profile of the housing and homelessness sector

Detailed profiles for the services within 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.

Government funding and expenditure

Most government funding for housing and homelessness services is provided through the NAH SPP. This funding is based on outcomes rather than tied to programs, so it is not possible to identify NAH SPP funding used for specific programs. In 2010-11, the Australian Government provided \$2.0 billion to State and Territory governments for housing and homelessness services through the NAH SPP and related National Partnership agreements covering social housing; homelessness; and Remote Indigenous Housing (2012 Report, table GA.1). In addition, the Australian Government provided a further \$3.1 billion for CRA (2012 Report, table 16A.54). The Australian Government provided a further \$1.3 billion for the social housing initiative component of the National Building Economic Stimulus Package to aid the construction of new social housing dwellings, and repairs and maintenance of existing dwellings (2012 Report, table GA.1; table G.1).

Table G.1 Housing and homelessness services sector, selected descriptive statistics, Australia, 2009-10^a

	<i>Net recurrent expenditure</i>	<i>No. units</i>	<i>No. households</i>
	<i>\$m</i>	<i>Dwellings ('000)^b</i>	<i>'000</i>
<i>Social housing</i>			
Public housing	2 230.7	333.4	325.7
SOMIH	113.6	12.0	11.5
Community housing	443.9	44.3	42.6
Indigenous community housing ^c	85.2	18.7	na
Total	2 873.5	408.4	379.7
<i>Homelessness services</i>			
	<i>\$m</i>	<i>Clients ('000)</i>	
	461.1	135.7	..
Total	3 334.6	..	..

^a Data may not be comparable across jurisdictions or service areas and comparisons could be misleading. Chapters 16 and 17 provide further information. ^b The total number of dwellings at 30 June. ^c Data for ICH are likely to be underestimated because complete data were not available for all jurisdictions. The number of ICH dwellings are 'funded, permanent dwellings'. **na** Not available. **..** Not applicable.

Source: Chapters 16 and 17; table GA.2; 2011 Report, table GA.1, 2012 Report, table G.1, p. G.6.

Commonwealth Rent Assistance

CRA is an Australian Government payment to people on low and moderate incomes who are renting in the private housing market, to assist with the cost of housing. It is a non-taxable income supplement, paid 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 market. CRA may be payable to people living in community housing or Indigenous community housing but it is not payable to people renting housing from State or Territory housing authorities (that is, people living in public housing and SOMIH), as housing authorities separately subsidise rent for eligible tenants.

Social and economic factors affecting demand for services

Research shows the pathways to homelessness are varied and complex. For Indigenous people, longitudinal factors (for example, influences from early childhood) can compound with situational factors, leading to homelessness. For young people, factors such as family conflict or abuse, drug use, unstable employment, participating in education and training, combining work and study, and financial pressure (for example, tension between paying rent, food and utility costs) can potentially lead to unstable housing and increase the risk of homelessness (Memmott and Chambers 2010; CHP 2005).

Service-sector objectives

The overarching service sector objectives in box G.3 draw together the objectives from each of the specific services (described in chapters 16 and 17), as well as reflecting the objectives set out in the NAHA.

Box G.3 Objectives for housing and homelessness services

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

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

- *Social housing* aims to assist people unable to access alternative suitable housing options, through the delivery of affordable, appropriate, flexible and diverse social housing. Some forms of social housing specifically aim to contribute to Indigenous community wellbeing, by improving housing outcomes for Indigenous people, especially those living in remote communities (chapter 16).
- *Government funded specialist homelessness services* aim to provide transitional supported accommodation and a range of related support services, to help people who are homeless or at imminent risk of homelessness to achieve self-reliance and independence (chapter 17).

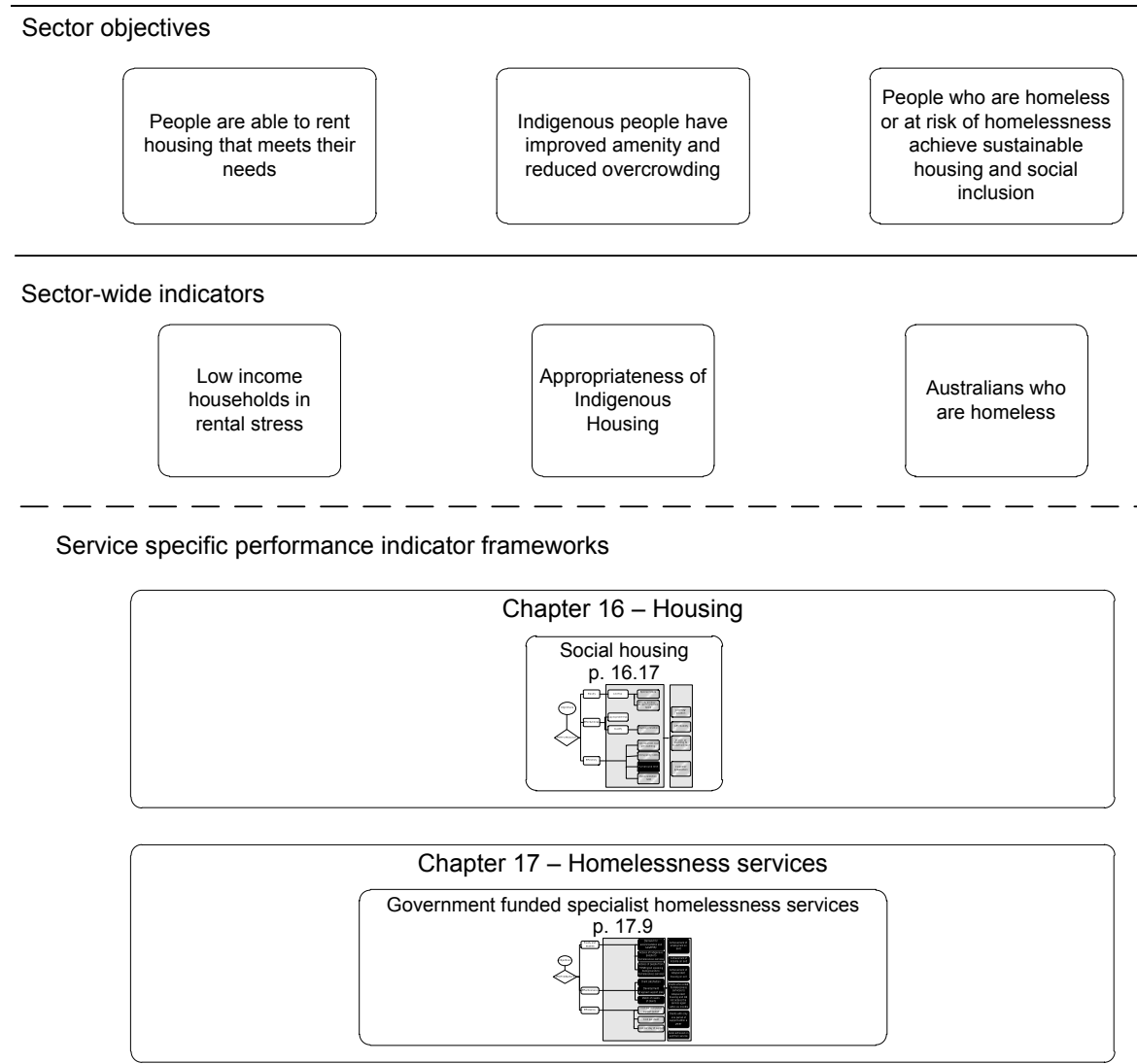
Source: COAG (2008), Chapters 16 and 17.

Sector performance indicator framework

This sector summary is based on a sector performance indicator framework (figure G.1). This framework is made up of the following elements:

- Sector objectives — three sector objectives are a précis of the key objectives of housing and homelessness services and reflect the outcomes in the NAHA. (box G.3).
- Sector-wide indicators — three sector-wide indicators relate to the overarching service sector objectives.

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



Source: 2012 Report, figure G.1, p. G.10.

Sector-wide indicators

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

Appropriateness of Indigenous housing

‘Appropriateness of Indigenous housing’ 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 amenity and reducing overcrowding for Indigenous people, particularly those living in remote and discrete communities (COAG 2008).

Box G.4 Appropriateness of Indigenous housing

‘Appropriateness of Indigenous housing’ is an indicator of the effectiveness and quality of Indigenous housing. Two measures are reported:

- proportion of Indigenous households living in overcrowded conditions
- proportion of Indigenous households living in houses of an acceptable standard.

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

Data comparability and completeness vary for this indicator:

- data for overcrowding are neither comparable nor complete
- data for housing of acceptable standard are comparable but not complete.

Related information on the appropriateness of social housing is presented for the outcome indicators ‘match of dwelling to household size’ ‘and amenity/location’ in chapter 16.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2012.

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 (explained in chapter 16). Overcrowding is a significant issue for many Indigenous people. Nationally in 2008:

- the proportion of Indigenous people living in overcrowded conditions (27.5 per cent) exceeded that for non-Indigenous people (5.7 per cent) (SCRGSP 2011)
- 13.4 per cent of Indigenous households were overcrowded (figure G.2).

Figure G.2 Proportion of overcrowded Indigenous households, 2008

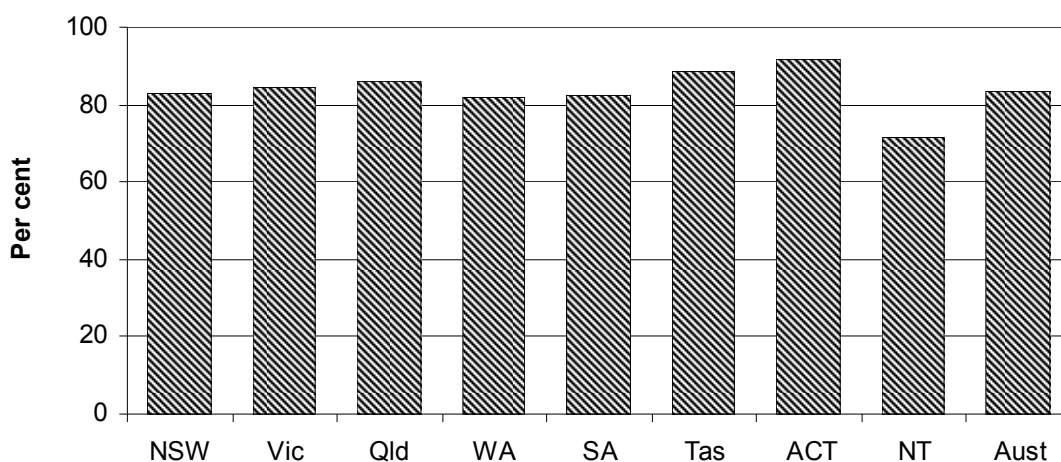


Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey 2008*; table GA.6, 2012 Report, figure G.3, p. G.13.

Indigenous households living in houses 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. 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.7, 2012 Report, figure G.4, p. G.13.

Service-specific performance indicator frameworks

Indigenous reporting on service-specific performance indicator frameworks for social housing (chapter 16) and government funded specialist homelessness services – SAAP (chapter 17) are in the subsequent chapters of this Compendium.

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 a ‘GA’ prefix (for example, table GA.1 is table 1 in the Housing and homelessness summary attachment). Attachment tables are on the Review website (www.pc.gov.au/gsp).

Table GA.1	Australian Government nominal expenditure relating to the National Affordable Housing Agreement (NAHA) and Nation Building Economic Stimulus Package (\$million)
Table GA.2	Housing and homelessness services sector, descriptive statistics, Australia, 2009-10
Table GA.3	Social housing descriptive statistics, 2009-10
Table GA.6	Proportion of Indigenous households living in overcrowded conditions
Table GA.7	Proportion of Indigenous households living in houses of an acceptable standard

Appendix – Private housing market contextual information

Housing market demand, supply and affordability

The private housing market encompasses rented accommodation, home ownership and housing investment. A range of factors influence demand and supply in the private housing market:

- Factors affecting the demand for housing include population growth, household income and employment, investor demand, household preferences for size, quality and location of housing, the price and availability of housing, government taxes, concessions and transfers, and the cost and availability of finance (NHSC 2010).
- Factors affecting the supply of housing include land tenure arrangements, land release and development processes, construction and infrastructure costs,

government taxes, concessions and transfers, and the availability and price of land (NHSC 2010). The availability of credit to finance the development of new housing can also affect the supply of housing (RBA 2009).

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

Housing affordability

A shortage of affordable housing is likely to affect demand for housing and homelessness services. Governments provide support to ensure people can access affordable rental housing, either in the private market or in social housing, and many governments provide support to those purchasing houses, particularly first home buyers (box G.5).

Box G.5 **Government assistance for affordable housing**

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

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

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

References

- AIHW (Australian Institute of Health and Welfare) 2010, *A profile of social housing in Australia*, Cat. no. HOU 232, Canberra.
- Chamberlain, C., and MacKenzie, D. 2008, *Counting the homeless*, 2006, Australian Bureau of Statistics, Cat. No. 2050.0, Canberra.
- CHP (Council to Homeless Person) 2005, *Contextualising young people: Implications for young people experiencing homelessness*, Strategic Policy Background Paper, Melbourne, www.chp.org.au/public_library/items/2005/03/00052-upload-00001.doc (accessed 11 October 2011).

COAG (Council of Australian Governments), 2008, *National Affordable Housing Agreement*, Intergovernmental Agreement on Federal Financial Relations, Australian Government, Council of Australian Governments, Canberra.

CRC (COAG Reform Council), 2010, *National Affordable Housing Agreement: Baseline performance report for 2008-09*, Sydney.

Homelessness Australia, 2010, *About homelessness*, www.homelessnessaustralia.org.au/site/definitions.php (accessed 11 October 2011).

Memmott, P. and Chambers, C. 2010, *Indigenous Homelessness in Australia: An Introduction*. Council to Homeless Persons, Parity, Melbourne, www.chp.org.au/parity/items/2010/12/00417-upload-00001.doc (accessed 11 October 2011).

NHSC (National Housing Supply Council), 2010, *2nd State of Supply Report*, Commonwealth of Australia, Canberra.

RBA (Reserve Bank of Australia) 2009, *Conditions and Prospects in the Housing Sector*, Anthony Richards, Address to the 4th Annual Housing Congress, 26 March 2009, Sydney, www.rba.gov.au/speeches/2009/sp-so-260309.html (accessed 11 October 2011).

SCRGSP (Steering Committee for the Review of Government Service Provision), 2011, *Overcoming Indigenous Disadvantage: Key indicators 2011*, Productivity Commission, Canberra.

GA Housing and homelessness services sector summary — attachment

Tables in this attachment are sourced from the Housing and homelessness sector summary attachment of the 2012 Report. Table numbers refer to the 2012 Report, for example, a reference to '2012 Report, table GA.15' refers to attachment table 15 of attachment GA of the 2012 Report.

Definitions for indicators and descriptors in this attachment are in the Housing and homelessness sector summary of the Compendium.

Data in this Compendium are examined by the Housing and Homelessness Working Group, but have not been formally audited by the Secretariat.

This file is available in Adobe PDF format on the Review web page (www.pc.gov.au/gsp).

Attachment contents

Table GA.1	Australian Government nominal expenditure relating to the National Affordable Housing Agreement (NAHA) and Nation Building Economic Stimulus Package (\$million)
Table GA.2	Housing and homelessness services sector, descriptive statistics, Australia, 2009-10
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Table GA.6	Proportion of Indigenous households living in overcrowded conditions
Table GA.7	Proportion of Indigenous households living in houses of an acceptable standard

Table GA.1 Australian Government nominal expenditure relating to the National Affordable Housing Agreement (NAHA) and Nation Building Economic Stimulus Package (\$million)

	2008-09 (a)	2009-10	2010-11
NAHA Specific Purpose Payment	586.1	1 202.6	1 221.8
National Partnership agreements (in support of the NAHA)			
on Social Housing	200.0	200.0	–
on Homelessness	4.2	113.4	130.5
on Remote Indigenous Housing	148.8	610.6	675.0
Total expenditure on National Partnership agreements	353.0	924.0	805.5
Total Australian Government expenditure related to the NAHA	939.1	2 126.6	2 027.3
Social Housing initiative for the Nation Building Economic Stimulus Package	260.0	3 922.0	1 294.0

(a) The NAHA came into effect on 1 January 2009. Data for 2008-09 reflect expenditure between 1 January 2009 and 30 June 2009.

– Nil or rounded to zero.

Source: FaHCSIA (unpublished).

Table GA.2

Table GA.2 Housing and homelessness services sector, descriptive statistics, Australia, 2009-10 (a)

	Unit	Public housing	SOMIH	Community housing	Indigenous community housing (b), (c)	Homelessness services	Total
Total net recurrent expenditure	\$m	2 230.7	113.6	443.9	85.2	461.1	3 334.6
Social housing							
Number of dwellings	no.	333 383	11 952	44 328	18 695	..	408 358
Number of households	no.	325 726	11 451	42 559	na	..	379 736
Homelessness services							
Number of clients	'000	..	..	..	..	135.7	..

(a) Data for 2010-11 are available for public housing and SOMIH and these are presented in chapter 16.

(b) Data for Indigenous community housing are likely to be underestimated because complete data were not available for all jurisdictions.

(c) The number of Indigenous community housing dwellings presented are funded, permanent dwellings.

.. Not applicable.

Source: Chapters 16 and 17.

Table GA.3

Table GA.3 Social housing descriptive statistics, 2009-10 (a)

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust (b)
Public housing (c)										
Total net recurrent cost	\$million	837.3	327.2	314.2	223.8	286.3	92.5	88.0	61.5	2 230.7
Number of dwellings	no.	115 686	65 064	51 705	31 501	42 010	11 460	10 858	5 099	333 383
Number of households	no.	114 421	62 593	51 041	30 558	40 206	11 266	10 737	4 904	325 726
SOMIH (c)										
Total net recurrent cost	\$million	38.4	..	30.6	19.6	22.5	2.5	..	..	113.6
Number of dwellings	no.	4 201	..	3 318	2 187	1 897	349	..	..	11 952
Number of households	no.	4 122	..	3 147	2 088	1 753	341	..	..	11 451
Community housing										
Total net recurrent cost	\$million	187.9	86.9	52.3	50.2	35.9	26.0	4.8	na	443.9
Number of dwellings	no.	18 466	8 841	7 197	3 859	4 732	618	470	145	44 328
Number of households	no.	18 233	8 262	6 855	3 561	4 464	589	450	145	42 559
Indigenous community housing (d)										
Total net recurrent cost	\$million	31.3	14.2	18.4	17.1	3.7	0.6	na	na	85.2
Number of dwellings (e)	no.	4 460	1 792	5 951	3 258	1 032	135	24	2 043	18 695
Number of households	no.	na	na	na	na	na	na	na	na	na

(a) See notes to source tables for more detailed caveats about the data. Further information about the data in this table can be found at www.pc.gov.au/gsp/reports/rogs/2012.

(b) Australian totals may not add to the sum of the jurisdictions because of rounding. Australian totals may not represent national totals because complete data were not available for all jurisdictions.

(c) Data for 2010-11 are available for public housing and SOMIH and these are presented in chapter 16.

(d) Data for Indigenous community housing are likely to be underestimated because complete data were not available for all jurisdictions.

Table GA.3

Table GA.3 **Social housing descriptive statistics, 2009-10 (a)**

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust (b)
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(e) The number of Indigenous community housing dwellings presented are permanent dwellings.

.. Not applicable. **na** Not available.

Source: AIHW (2011) *Housing Assistance in Australia 2011*; tables 16A.5–16A.8, 16A.16–16A.20 and AA.2.

Table GA.6 Proportion of Indigenous households living in overcrowded conditions (a)

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2008	%	10.2	7.4	14.8	15.1	10.4	6.2	4.7	34.0	13.4

(a) Overcrowding is deemed to occur when 1 or more bedrooms are needed to meet the Canadian National Occupancy Standard.

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

Table GA.7

Table GA.7 **Proportion of Indigenous households living in houses of an acceptable standard**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2008	%	82.9	84.4	86.1	81.9	82.1	88.6	91.6	71.8	83.2

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