
G Housing and homelessness services sector overview

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Attachment tables

Attachment tables are identified in references throughout this sector overview by a ‘GA’ prefix (for example, table GA.1). A full list of attachment tables is provided at the end of this sector overview, and the attachment tables are available on the Review website at www.pc.gov.au/gsp.

G.1 Introduction

This sector overview 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.

This sector overview also includes descriptive information on Commonwealth Rent Assistance (CRA).

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

Policy context

Shelter is a fundamental human need, and housing and homelessness assistance plays an important role in enabling social and economic participation. This assistance is an important element of governments' social policy and welfare frameworks.

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

The concepts of 'homelessness' and 'housing' are culturally bound, and ... in order to define homelessness it is necessary to identify shared community standards about minimum housing (Homelessness Australia 2010).

Australian, State and Territory governments assist people to meet their housing needs through direct services, funding support and other initiatives, including assistance for people who are homeless or at risk of homelessness. Many non-government organisations also provide housing assistance and services to people who are homeless or at risk of homelessness.

The National Affordable Housing Agreement (NAHA) provides the current framework for Australian, State and Territory governments' housing and homelessness policy, and funds many housing and homelessness services. The NAHA provides the framework for the parties to improve housing affordability and homelessness outcomes for Australians (COAG 2008). Commencing on 1 January 2009, the NAHA replaced the Commonwealth State Housing Agreement (CSHA) and Supported Accommodation Assistance Program (SAAP) V Agreement.

Sector scope

This 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 this Report encompass government funded specialist homelessness services, and are reported in chapter 17 (box G.2).

This report focuses on social housing and homelessness services funded under the National Affordable Housing Specific Purpose Payment (NAH SPP) and related National Partnership Agreements (NPAs), and provided through the policy framework of the NAHA and the related NPAs which support it.

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 this Report.

Housing and homelessness outcomes are influenced by many factors apart from government assistance. Section G.6 (Appendix) presents contextual information on some of these factors, including housing affordability, private rental markets 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 might be indirectly reported through the other forms of social housing described above. Development work is underway to enable better reporting on this form of housing assistance.

Source: Chapter 16.

Box G.2 **Scope of homelessness services**

Under the NAHA, governments have committed to undertake reforms in the housing sector to improve integration between homelessness services and mainstream services, and reduce the rate of homelessness.

Government funded specialist homelessness services provide assistance to individuals and families who are homeless or at risk of becoming homeless.

Data reported in Chapter 17 of this Report are for government funded specialist homelessness services delivered under the NAHA and NPAH. Data for 2010-11 are sourced from the SAAP Client Collection and Demand for Accommodation Collection. Data for 2011-12 are sourced from the Specialist Homelessness Services collection (SHSC), which measures the number of clients and the number and types of services provided to clients.

Definition of homelessness

Definitions of homelessness range from objective measures in which homelessness means having 'no roof', to broader, more subjective definitions founded on culturally and historically determined ideas of 'home'.

The ABS definition of homelessness is informed by a broader understanding of homelessness as 'home'lessness, not 'roof'lessness. Data on homelessness from the 2011, 2006 and 2001 censuses are based on the ABS methodology (ABS 2012a) and a statistical definition of homelessness (ABS 2012b), which were both developed following consultation with the homelessness sector.

Data on homeless people are categorised by the ABS (2012b) according to their living situation. When a person does not have suitable accommodation alternatives they are considered homeless if their current living arrangement either:

- is in a dwelling that is inadequate
- has no tenure, or if their initial tenure is short and not extendable
- does not allow them to have control of, and access to space for social relations.

The definition has been constructed from a conceptual framework centred around the following elements:

- Adequacy of the dwelling or security of tenure in the dwelling
- Control of, and access to space for social relations.

Source: ABS (2012); 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 and non-government organisations
 - funding and expenditure.

Roles and responsibilities

The Australian, State and Territory governments share responsibility for housing and homelessness assistance provided under the NAHA.

- The Australian, State and Territory governments jointly fund specialist homelessness services
- The Australian Government provides funding for housing and homelessness services to State and Territory governments through the NAH SPP and related National Partnership Agreements. The Australian Government influences the housing market through direct and indirect means, including providing CRA, home purchase assistance, financial sector regulations and taxation
- State and Territory governments fund, administer and deliver social housing and homelessness services, and provide financial support to renters through private rental assistance. State and Territory governments are also responsible for land use and supply policy, urban planning and development policy, housing related taxes and charges (such as land taxes and stamp duties) and residential tenancy legislation and regulation
- Local governments are mostly responsible for most building approvals, urban planning and development processes, and may be involved in providing community housing
- Non-government organisations provide housing through the community housing sector and deliver most homelessness services with some local government participation.

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 2011-12, the Australian Government provided \$2.2 billion to State and Territory governments for housing and homelessness services through the NAH SPP and related NPAs covering social housing; homelessness; and Remote Indigenous

Housing (table GA.1). In addition, the Australian Government provided a further \$3.4 billion for CRA in 2011-12 (table GA.12). The Australian Government provided a further \$162 million in 2011-12 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 (table GA.1).

Australian, State and Territory governments' total expenditure on social housing and homelessness services was \$3.1 billion in 2010-11 (table G.1). Other descriptive data for social housing and homelessness services for 2010-11 are presented in table G.1, and data for each jurisdiction are reported in tables GA.3 and GA.4. Further information, including 2010-11 and 2011-12 financial data for public housing, SOMIH and homelessness services, is presented in chapters 16 and 17.

Table G.1 Housing and homelessness services sector, selected descriptive statistics, Australia, 2010-11^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	2 394.7	331 371	324 908
SOMIH	92.4	9 820	9 564
Community housing	501.9	59 777	54 911
Indigenous community housing ^c	80.9	17 543	..
Total	3069.9	418 511	389 383
<i>Homelessness services^d</i>			
	<i>\$m</i>	<i>Clients ('000)</i>	
	491.1	142.5	..
Total	3 561.0	..	..

^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'. ^d Data for homelessness services are based on the 2010-11 SAAP data collection. Not applicable.

Source: Chapters 16 and 17; table GA.2.

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 SOMIH (in NSW

only), 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, or SOMIH (other than NSW)], as housing authorities separately subsidise rent for eligible tenants.

CRA is paid at 75 cents for every dollar above a minimum rental threshold until a maximum rate is reached. The minimum threshold and maximum rates vary according to an income unit's family situation and number of children. Information on the eligibility and payment rates for CRA are presented in table GA.14.

Australian Government expenditure on CRA was \$3.4 billion in 2011-12, increasing from \$2.6 billion in 2007-08 (in real terms) (table GA.12). The average government expenditure per income unit receiving CRA was \$2874 in 2011-12 (table GA.13).

At 1 June 2012:

- there were 1 188 467 income units receiving CRA (table GA.15)
- the median CRA payment was \$116 per fortnight (table GA.22)
- 75 per cent of all CRA recipients were paying enough rent to be eligible to receive the maximum rate of CRA (table GA.23).

Though funded separately to the NAH SPP, CRA contributes to NAHA outcomes relating to rental affordability. CRA assists with reducing the cost of rental housing and the incidence of rental stress (defined as more than 30 per cent of household income being spent on rent) for people on low incomes. Nationally in June 2012, 68.2 per cent of CRA recipients would have paid more than 30 per cent of their gross income on rent if CRA were not provided. However, with CRA, 40.3 per cent of CRA recipients spent more than 30 per cent of their income on rent (table GA.24).

Tables GA.12–34 present a range of detailed data on CRA, including Australian Government expenditure; CRA recipients, including Indigenous recipients and those with special needs; and the amount of rent paid and the proportion of income spent on rent by CRA recipients.

Social and economic factors affecting demand for services

Demand for housing and homelessness services is influenced by a 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).

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).

Pathways through the homelessness, child protection and juvenile justice sectors have been explored in an analysis of linked client data across the three sectors. The analysis suggests that children and young people who are involved with one of the three areas have an increased risk of being involved in the other two areas. For example, in 2009-10, approximately 15 per cent of young people under youth justice supervision received specialist homelessness support the year before their most recent period of supervision and 10 per cent of adult specialist homelessness clients had a history of youth justice supervision. This type of analysis assists government and non-government agencies to provide more targeted prevention and support services (AIHW 2012).

Demand for housing assistance may continue even after recipients have gained stable employment and financial circumstances are improved. A study of workforce participation of women living in public housing in Australia found that job insecurity and low wages are the main incentives for tenants to continue to live in public housing (Saugeres and Hulse 2010).

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 stable and long term independent housing (chapter 17).

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

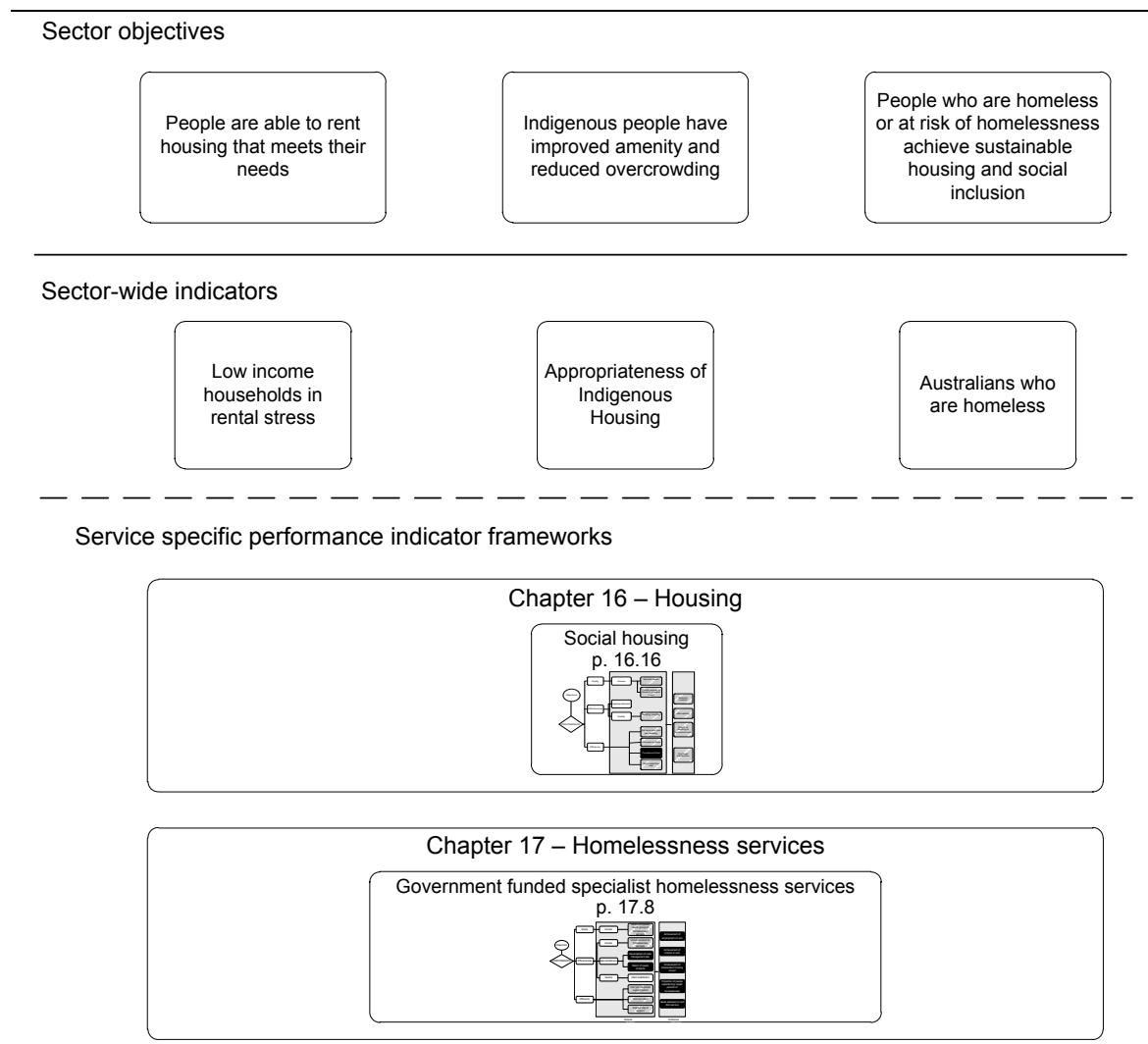
G.2 Sector performance indicator framework

This sector overview 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.
- Information from the service-specific performance indicator frameworks that relate to housing and homelessness services. Discussed in more detail in chapters 16 and 17, the service-specific frameworks provide comprehensive information on the equity, effectiveness and efficiency of these services.

This sector overview provides an overview of relevant performance information. Chapters 16 and 17 and their associated attachment tables provide more detailed information.

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



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.

Low income households in rental stress

‘Low income households in rental stress’ is an indicator of governments’ objective to provide affordable housing to assist people who are unable to access suitable housing (box G.4).

Box G.4 Low income households in rental stress

‘Low income households in rental stress’ is defined as the proportion of low income renter households spending more than 30 per cent of their gross household income on rent.

Low income renter households are defined as those in the bottom 40 per cent of equivalised disposable household incomes (that is, the bottom two income quintiles). Equivalised disposable income is an indicator of disposable household income after taking into account household size and composition (ABS 2010a). Household income and rent expenditure exclude CRA.

A low or decreasing proportion of households in rental stress implies greater housing affordability.

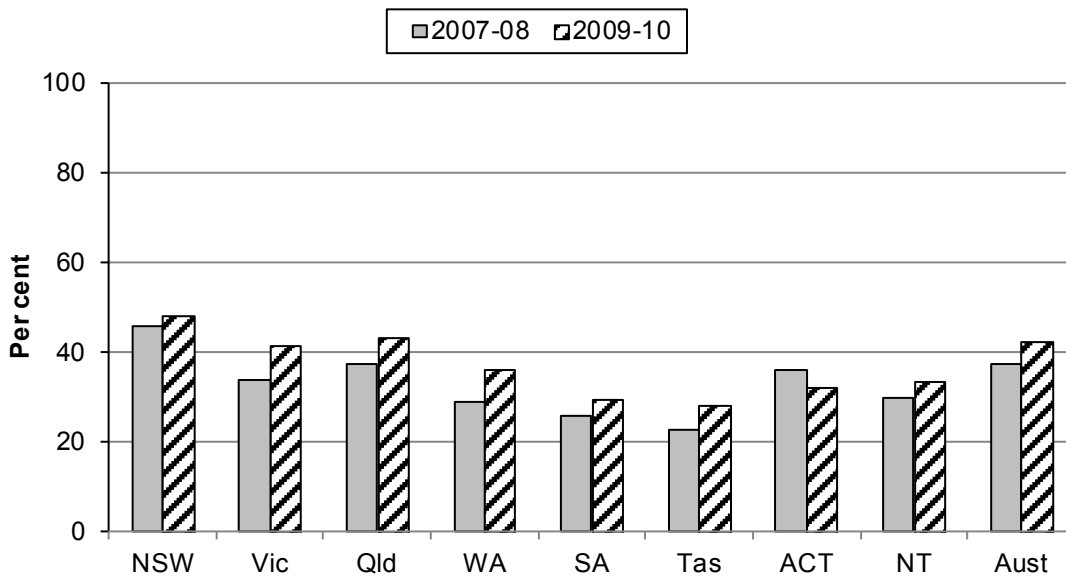
The social housing outcome indicator ‘affordability’ provides additional information on rental stress (chapter 16).

Data reported for this indicator are comparable and complete.

Data quality information for this indicator are at www.pc.gov.au/gsp/reports/rogs/2013.

Nationally, the proportion of low income households in rental stress increased from 37.2 per cent in 2007-08 to 41.7 per cent in 2009-10, though this varied across jurisdictions (figure G.2).

Figure G.2 Proportion of low income households in rental stress^a



^a See notes to source tables for more detailed caveats about the data.

Source: ABS (unpublished) *Survey of Income and Housing 2007-08 and 2009-10*; table GA.5.

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.5). 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.5 **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.

Overcrowding is defined and measured using the Canadian National Occupancy Standard (CNOS) under which overcrowding is deemed to have occurred if one or more additional bedrooms are required to meet the standard.

For all housing tenures, acceptable standard is defined as a household with four working facilities (for washing people, for washing clothes/bedding, for storing/preparing food and sewerage) and not more than two major structural problems.

A low proportion of households living in overcrowded conditions is desirable. A high 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 not comparable or 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.

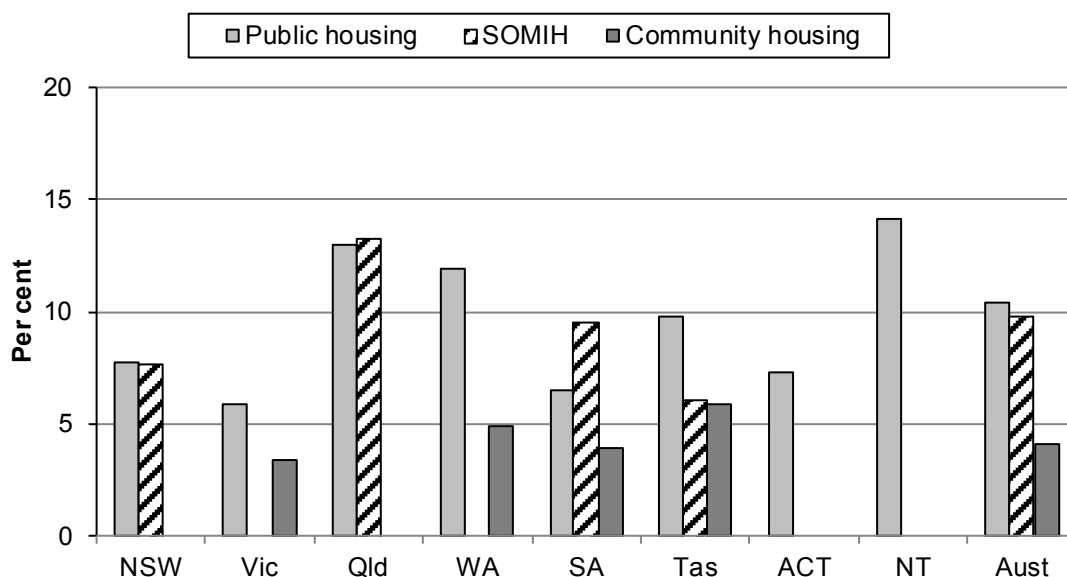
Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2013.

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.

The proportion of Indigenous households living in overcrowded conditions varied across jurisdictions in 2012 (figure G.3).

Figure G.3 Proportion of Indigenous households living in overcrowded conditions, 2012^{a, b, c}



^a There are no SOMIH data reported for Victoria, WA, the ACT or the NT as the SOMIH program does not exist in these jurisdictions. ^b Community housing data are not available for NSW, Qld and the NT. ^c Community housing data for the ACT is nil or rounded to zero.

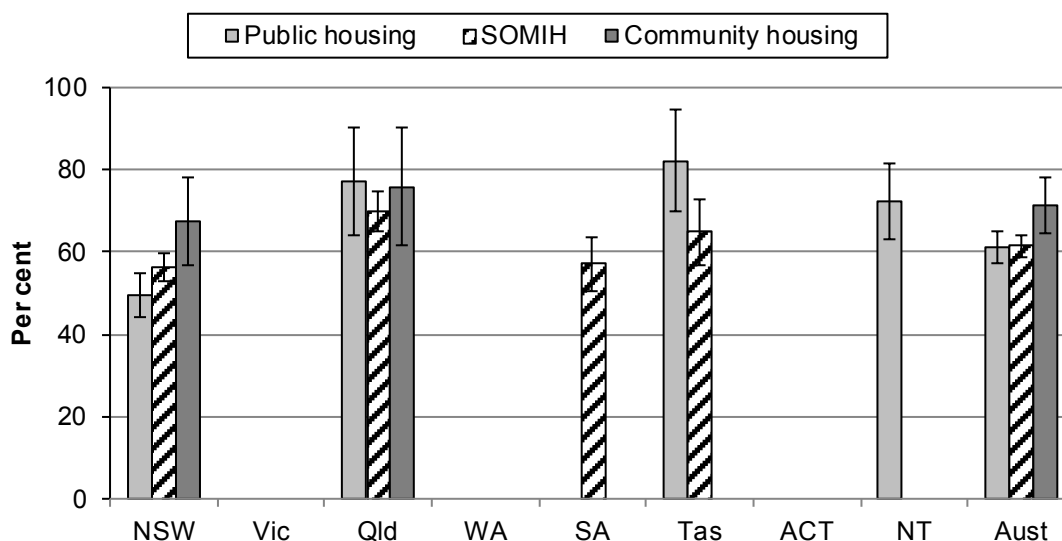
Source: AIHW (unpublished) Public Rental Housing data; AIHW (unpublished) The National Housing Assistance Data Repository 2011-12; AIHW (2011) *Housing Assistance in Australia 2011*, Cat. No. HOU 236, AIHW, Canberra; table GA.6.

Indigenous households living in houses of an acceptable standard

Data for this indicator are sourced from the National Social Housing Survey. Data from the 2012 survey are reported for public housing, SOMIH and community housing. Nationally in 2012, the NSHS found that:

- for public housing, 61.3 per cent of Indigenous households were living in houses of an acceptable standard
- for SOMIH, 61.4 per cent of Indigenous households were living in houses of an acceptable standard
- for community housing, 71.5 per cent of Indigenous households were living in houses of an acceptable standard (figure G.4).

Figure G.4 **Proportion of Indigenous households living in houses of an acceptable standard, 2012^{a, b, c, d, e}**



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b There are no SOMIH data reported for Victoria, WA, the ACT or the NT as the SOMIH program does not exist in these jurisdictions. ^c Public housing and community housing data are not published for Victoria, WA, SA and the ACT. ^d Community housing data are not published for Tasmania. ^e Community housing data are not available for the NT.

Source: AIHW (unpublished) *National Social Housing Survey 2012*; table GA.7.

Australians who are homeless

‘Australians who are homeless’ is an indicator of governments’ objective to ensure all Australians have access to affordable, safe and sustainable housing (box G.6).

Box G.6 Australians who are homeless

‘Australians who are homeless’ is defined as the proportion of Australians who are homeless. For this indicator, people are defined as homeless when a person does not have suitable accommodation alternatives and their current living arrangement:

- is in a dwelling that is inadequate; or
- has no tenure, or if their initial tenure is short and not extendable; or
- does not allow them to have control of, and access to space for social relations (see box G.2).

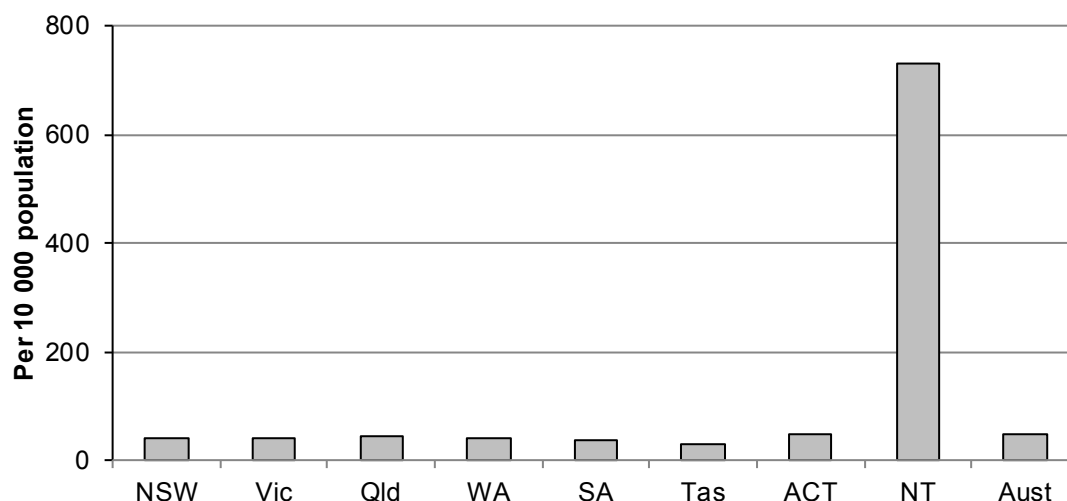
A low proportion of Australians who are homeless is desirable.

Data for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2013.

Nationally in 2011, approximately 49 Australians per 10 000 people in the population were homeless on Census night (figure G.5).

Figure G.5 **Rate of homelessness, 2011 (per 10 000 population)**



Source: ABS *Census of Population and Housing: Estimating Homelessness*, 2012, Cat. no. 2049.0; table GA.8.

Service-specific performance indicator frameworks

This section summarises information from the performance indicator frameworks for social housing (chapter 16) and government funded specialist homelessness services (chapter 17). Additional information is available to assist the interpretation of these results:

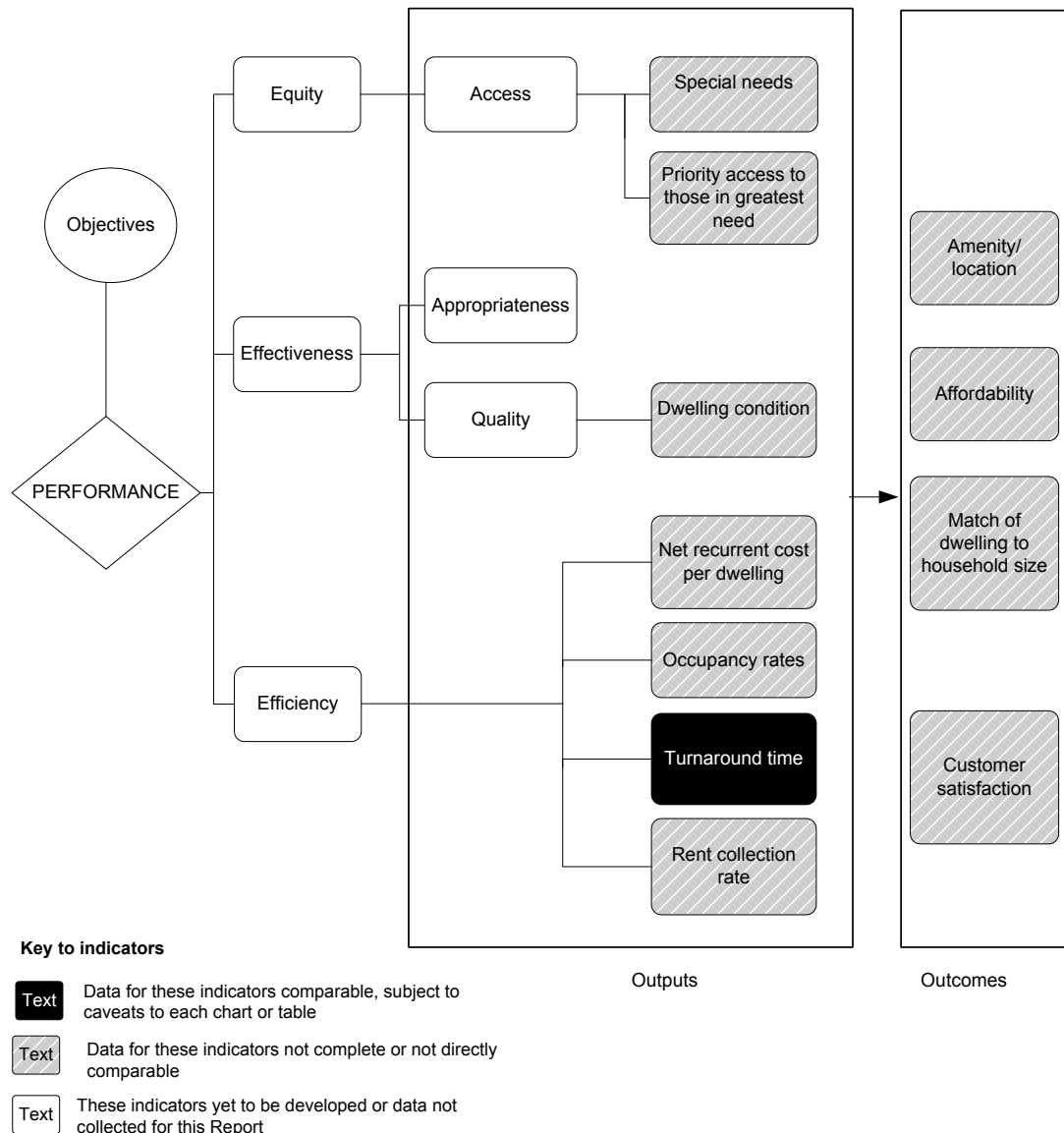
- indicator interpretation boxes, which define the measures used and indicate any significant conceptual or methodological issues with the reported information (chapters 16 and 17)
- caveats and footnotes to the reported data (chapter 16 and attachment 16A; chapter 17 and attachment 17A)
- additional measures and further disaggregation of reported measures (for example, by Indigenous status, remoteness, disability and age data (chapter 16 and attachment 16A; chapter 17 and attachment 17A)
- data quality information for many indicators, based on the ABS Data Quality Framework.

A full list of attachment tables and available data quality information is provided at the end of chapters 16 and 17.

Social housing

The performance indicator framework for social housing is presented in figure G.6. This framework provides information on equity, efficiency, effectiveness, and outcomes of social housing.

Figure G.6 **Social housing performance indicator framework**



An overview of the performance indicator results for the most recent reporting period is presented in table G.2. Results are reported separately for public housing, SOMIH, community housing and Indigenous community housing. Data for Indigenous community housing are not reported for a number of performance indicators due to issues with data quality and availability. Information to assist the

interpretation of these data can be found in the indicator interpretation boxes in chapter 16 and in the footnotes in attachment 16A.

Table G.2 Performance indicators for social housing^{a, b}

		NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Equity (access) indicators										
<i>Special needs</i> – proportion of new tenancies allocated to households with special needs (%)										
Data comparability and completeness vary for this indicator.										
PH	2011-12	72.6	62.1	71.9	61.1	71.9	64.0	54.1	57.8	67.5
SOMIH	2011-12	56.7	..	45.2	..	52.0	77.4	..	..	54.0
CH	2011-12	71.3	50.7	58.0	47.4	73.9	67.7	61.5	na	60.3
Source: tables 16A.9–16A.11.										
<i>Priority access to those in greatest need</i> – proportion of new allocations of housing to those in greatest need (%)										
Data comparability and completeness vary for this indicator.										
PH	2011-12	65.6	70.8	96.4	55.2	83.1	94.9	94.0	56.5	74.2
SOMIH	2011-12	31.0	..	93.8	..	90.5	na	..	..	55.7
CH	2011-12	69.7	83.5	62.4	75.4	45.3	86.6	97.8	na	72.0
Source: tables 16A.12–16A.14.										
Effectiveness indicators										
<i>Dwelling condition</i>										
Data for this indicator are not directly comparable.										
Proportion of households with at least four working facilities and not more than two major structural problems (%)										
PH	2012	67.7	73.7	83.5	75.9	81.7	76.2	76.6	81.6	74.7
		± 1.3	± 4.0	± 3.0	± 3.8	± 3.6	± 3.9	± 3.3	± 3.3	± 0.9
SOMIH	2012	56.4	..	69.9	..	56.9	64.9	..	..	61.4
		± 3.6		± 4.6		± 6.6	± 8.2			± 2.5
CH	2012	81.4	87.1	89.4	89.1	86.1	84.4	80.2	na	85.2
		± 2.3	± 3.5	± 3.1	± 3.2	± 3.6	± 3.6	± 7.7		± 1.3
Source: tables 16A.15–16A.17.										
Dwellings in need of repair (%) ^c										
ICH	2006	18.8	24.7	26.3	27.9	22.4	30.6	..	21.0	23.4
Dwellings in need of replacement (%) ^c										
ICH	2006	2.7	4.5	5.9	10.1	5.8	–	..	10.2	7.2
Source: table 16A.18.										
Efficiency indicators										
<i>Net recurrent cost per dwelling</i> (\$)										
Data comparability and completeness vary for this indicator.										
PH	2011-12	7 429	5 884	8 294	9 762	7 604	8 194	8 736	14 912	7 707
SOMIH	2011-12	7 913	..	13 515	..	13 180	7 390	..	..	10 682
CH	2010-11	9 356	9 417	5 345	5 400	6 629	15 699	10 971	na	8 149
ICH	2010-11	10 656	4 851	5 538	9 063	na	4 960	na	na	7 327
Source: tables 16A.20–16A.23.										

(Continued)

Table G.2 (continued)

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust	
Occupancy rates (%)										
Data comparability and completeness vary for this indicator.										
PH 2011-12	98.9	96.9	98.6	96.3	96.0	97.3	98.6	95.4	97.7	
SOMIH 2011-12	97.7	..	95.2	..	96.0	96.8	..	..	96.5
CH 2011-12	98.1	94.4	95.7	92.8	97.0	90.9	92.7	100.0	96.2	
ICH 2010-11	96.2	95.4	97.0	79.8	78.8	89.8	na	na	91.6	
Source: tables 16A.24–16A.27.										
Turnaround time (days)										
Data for this indicator are comparable and complete, subject to caveats.										
PH 2011-12	28.9	31.9	28.6	22.3	24.6	37.0	37.1	60.1	28.8	
SOMIH 2011-12	23.1	..	47.2	..	24.7	53.5	..	..	29.9
Source: tables 16A.28 and 16A.29.										
Rent collection rate (%)										
Data comparability and completeness vary for this indicator.										
PH 2011-12	99.1	98.5	99.4	100.7	100.3	98.6	99.7	99.0	99.3	
SOMIH 2011-12	100.0	..	100.6	..	100.7	98.6	..	..	100.5
CH 2010-11	96.5	99.2	101.6	99.1	98.1	na	99.1	na	97.9	
ICH 2010-11	100.7	100.1	93.0	88.7	na	98.2	na	71.2	94.9	
Source: tables 16A.30–16A.33.										
Amenity/location (%)										
Data comparability and completeness vary for this indicator.										
Amenity important and meeting needs (%)										
PH 2012	80.1	82.1	89.1	84.7	84.5	82.6	82.9	87.2	83.4	
SOMIH 2012	79.6	..	85.4	..	81.6	82.0	..	..	82.2
CH 2012	84.2	82.5	84.7	85.1	89.0	88.6	82.5	na	84.7	
Location important and meeting needs (%)										
PH 2012	85.8	87.3	91.0	87.6	90.9	85.9	88.0	90.1	87.9	
SOMIH 2012	86.9	..	85.2	..	89.8	85.2	..	..	86.8
CH 2012	86.3	88.1	87.7	87.5	87.9	91.5	90.6	na	87.3	
Source: tables 16A.34–16A.38.										
Affordability – proportion of low income households spending more than 30 per cent of their gross income on rent (%)										
Data comparability and completeness vary for this indicator.										
PH 2011-12	0.2	–	0.7	1.3	–	0.1	0.7	1.8	0.4	
SOMIH 2011-12	0.5	..	1.1	..	–	–	..	..	0.7
CH 2011-12	3.8	–	na	5.0	3.6	26.5	–	na	3.5	
Source: table 16A.42.										

(Continued)

Table G.2 (continued)

		NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
<i>Match of dwelling to household size</i> – proportion of overcrowded households (%)										
Data comparability and completeness vary for this indicator.										
PH	2011-12	4.4	4.2	4.8	4.9	2.3	4.4	4.9	8.0	4.3
SOMIH	2011-12	7.6	..	13.2	..	9.5	6.0	..	..	9.8
CH	2011-12	3.3	2.9	na	1.7	2.5	1.4	0.4	na	2.8
ICH	2010-11	na	5.7	13.9	32.9	52.0	na	na	na	na

Source: tables 16A.47–16A.50.

Customer satisfaction (%) – proportion of tenants who were satisfied or very satisfied with the services provided by their State or Territory housing authority or community housing organisation.

PH	2012	56.1	66.3	80.3	57.4	72.9	65.3	70.0	70.3	65.2
		± 1.4	± 4.1	± 3.1	± 4.3	± 3.9	± 4.2	± 3.5	± 3.7	± 1.0
SOMIH	2012	48.7	..	71.0	..	58.7	52.8	..	..	58.5
		± 3.6	..	± 4.5	..	± 6.4	± 8.1	..	..	± 2.5
CH	2012	69.6	72.8	80.6	75.4	79.5	88.1	71.4	–	73.9
		± 2.7	± 4.5	± 3.9	± 4.2	± 4.0	± 3.1	± 7.9	–	± 1.6

Source: tables 16A.36, 16A.55 and 16A.56.

^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 the interpretation of data presented in this table. ^b Some data are derived from detailed data in Chapter 16 and Attachment 16A. ^c NSW data includes ACT. **na** Not available. .. Not applicable. – Nil or rounded to zero.

Source: Chapter 16 and Attachment 16A.

Homelessness services

The performance indicator framework for government funded specialist homelessness services is presented in figure G.7. This framework provides information on equity, efficiency, and outcomes of homelessness services.

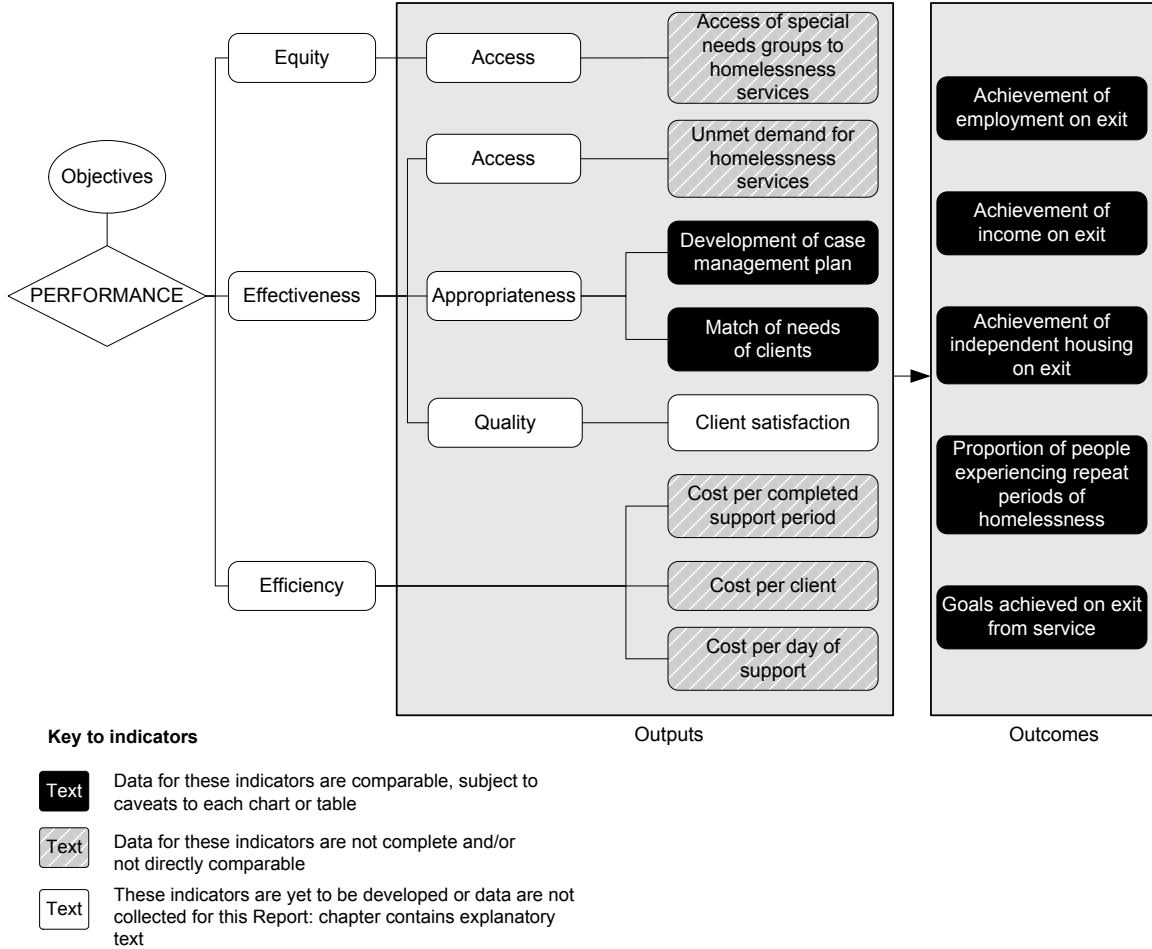
The introduction of the new specialist homelessness services collection (SHSC) from 1 July 2011 has presented an opportunity to review and re-develop the framework of performance indicators and supporting measures for government funded specialist homelessness services.

The key changes from the SAAP-based framework (see Chapter 17) are:

- the introduction of a new indicator in the framework’s ‘outcomes’ domain (‘repeat periods of homelessness’)
- the consolidation of indicators for special needs groups (Indigenous and NESB) as performance measures under a single indicator ‘access of special needs groups to homelessness services’.

Although some indicator names remain the same, many supporting measures have been revised. While there is broad consistency in the aspects of homelessness on which data are collected, many of the differences between the two collections limit the ability to directly compare data across these collections.

Figure G.7 Government funded specialist homelessness services performance indicator framework



An overview of the performance indicator results for 2011-12 is presented in table G.3. Data reported are for homelessness services provided under the NAHA and NPAH and are sourced from the SHSC. Information to assist the interpretation of these data can be found in the indicator interpretation boxes in chapter 17 and in the footnotes in attachment 17A.

Data from the last year of the SAAP data collection (2010-11) are also included in the Homelessness services attachment tables (tables 17A.30–59).

Table G.3 Performance indicators for government funded specialist homelessness services, 2011-12^{a, b}

		NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
--	--	-----	-----	-----	----	----	-----	-----	----	------

Equity (access) indicators

Access of special needs groups to homelessness services — Access of Indigenous people to homelessness services and their representation in the community

Data for this indicator comparable, subject to caveats.

Representation among clients whose accommodation needs were met

2011-12	%	23.3	10.3	30.3	41.0	na	14.8	16.9	70.5	25.5
---------	---	------	------	------	------	----	------	------	------	------

Representation among clients whose need for services other than accommodation was met

2011-12	%	21.1	7.0	27.4	31.9	na	14.8	14.1	67.5	19.5
---------	---	------	-----	------	------	----	------	------	------	------

Representation in the community

2011	%	2.9	0.9	4.2	3.8	2.3	4.7	1.7	29.8	3.0
------	---	-----	-----	-----	-----	-----	-----	-----	------	-----

Source: table 17A.4 and 17A.6.

Access of special needs groups to homelessness services — Access of people from non-English speaking backgrounds to homelessness services and their representation in the community

Data for this indicator comparable, subject to caveats.

Representation among clients whose accommodation needs were met

2011-12	%	11.0	12.5	6.8	10.5	na	4.0	14.9	4.2	9.9
---------	---	------	------	-----	------	----	-----	------	-----	-----

Representation among clients whose need for services other than accommodation was met

2011-12	%	9.9	11.0	6.6	10.9	na	4.1	14.8	3.8	9.6
---------	---	-----	------	-----	------	----	-----	------	-----	-----

Representation in the community

2011	%	18.6	19.6	9.5	14.4	12.7	5.1	16.8	10.3	15.7
------	---	------	------	-----	------	------	-----	------	------	------

Source: table 17A.5 and 17A.6.

Effectiveness indicators

Development of a case management plan

Data for this indicator comparable, subject to caveats.

2011-12	%	71.5	50.8	72.3	72.1	54.5	68.5	72.3	72.4	63.1
---------	---	------	------	------	------	------	------	------	------	------

Match of needs of clients (provided and referred)

Data for this indicator comparable, subject to caveats.

2011-12	%	98.9	96.6	96.7	99.2	na	97.1	93.0	98.4	97.4
---------	---	------	------	------	------	----	------	------	------	------

Source: tables 17A.9 and 17A.11.

Efficiency indicators

Cost per completed support period

Data for this indicator not complete or not directly comparable.

2011-12	\$	2 123	901	1 733	2 502	2 388	2 282	3 418	1 395	1 632
---------	----	-------	-----	-------	-------	-------	-------	-------	-------	-------

Cost per client

Data for this indicator not complete or not directly comparable.

2011-12	\$	2 462	1 459	2 116	3 126	2 972	2 747	3 562	1 624	2 212
---------	----	-------	-------	-------	-------	-------	-------	-------	-------	-------

(Continued)

Table G.3 (continued)

		<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>
<i>Cost per day of support</i>										
Data for this indicator not complete or not directly comparable.										
2011-12	\$	26	21	34	38	34	34	28	30	28

Source: Tables 17A.15, 17A.16 and 17A.17.

Outcome indicators

Achievement of employment on exit (proportion of clients who needed employment and/or training assistance who were employed after support)

Data for this indicator comparable, subject to caveats.

2011-12	%	18.1	12.0	13.5	16.9	na	10.3	16.4	23.5	15.9
---------	---	------	------	------	------	----	------	------	------	------

Source: table 17A.22.

Achievement of income on exit (proportion of clients who needed income assistance who had an income source after support)

Data for this indicator comparable, subject to caveats.

2011-12	%	96.0	97.0	95.9	95.3	na	93.3	95.2	96.0	96.0
---------	---	------	------	------	------	----	------	------	------	------

Source: table 17A.27.

Achievement of independent housing on exit (proportion of clients who needed assistance to obtain or maintain independent housing who obtained or maintained independent housing after support)

Data for this indicator comparable, subject to caveats.

2011-12	%	43.1	36.4	43.3	57.1	na	39.4	37.3	38.6	41.9
---------	---	------	------	------	------	----	------	------	------	------

Source: table 17A.18.

Proportion of people experiencing repeat periods of homelessness

Data for this indicator comparable, subject to caveats.

2011-12	%	8.8	7.5	7.8	6.9	4.8	8.4	13.2	7.1	7.3
---------	---	-----	-----	-----	-----	-----	-----	------	-----	-----

Source: table 17A.25.

Case management goals achieved on exit of service (proportion of clients who achieved some or all case management goals)

Data for this indicator comparable, subject to caveats.

2011-12	%	91.4	92.0	91.0	90.5	69.9	89.7	90.1	95.3	89.7
---------	---	------	------	------	------	------	------	------	------	------

Source: table 17A.29.

^a Caveats for these data are available in Chapter 17 and Attachment 17A. Refer to the indicator interpretation boxes in chapter 17 for information to assist with the interpretation of data presented in this table. ^b Some data are derived from detailed data in Chapter 17 and Attachment 17A. **na** Not available. – Nil or rounded to zero.

Source: Chapter 17 and Attachment 17A.

G.3 Cross-cutting and interface issues

Australian and international research identifies a strong association between housing, health status, living standards and well-being (Morris 2010; Bridge et al 2003; Quine et al 2004; Waters 2001). A lack of adequate and affordable

housing contributes to housing stress and homelessness, and is detrimental to people's physical and mental health. People who are homeless have a much higher prevalence of mental illness than the general population (Mental Health Council of Australia 2009). Homelessness affects life expectancy, with homeless people estimated to live 15–20 years less than the mainstream population (Quine et al 2004).

The provision of housing assistance and homelessness services can improve people's education, health and employment outcomes, community cohesion and reduce crime (King 2002; Bridge et al 2003; AHURI 2008; Morris 2010).

Studies have found that housing assistance affects education outcomes by reducing housing costs and increasing financial resources available for education and training, and providing security of tenure to create stable learning environment (Bridge et al 2003). Conversely, housing assistance may reduce the incentives to participate in the labour market, with security of tenure reducing willingness to relocate for employment purposes (Bridge et al 2003).

There is evidence to suggest that effective housing assistance programs reduce the burden on health and justice services, leading to reduced expenditure for hospital, ambulance, police and court services (AHURI 2008).

National research developments

The National Homelessness Research Agenda 2009–2013 was released on 20 November 2009. The Agenda provides a framework for building an evidence base to prevent and respond to homelessness. It reflects the Australian Government's strategic research priorities and lists key research questions for the development of an evidence base to drive reform (FaHCSIA 2010).

The Australian Housing and Urban Research Institute's (AHURI) 2013 national research agenda is structured around five high priority topics for housing policy development, including the integration of housing assistance and social support; and comparing cost effectiveness and client outcomes in the multi-provider social housing system. In addition, eight strategic research issues are identified and research responding to these strategic issues will assist national housing policy development.

G.4 Future directions in performance reporting

This housing and homelessness sector overview will continue to be developed in future reports.

The Housing and Homelessness services chapters contain a service-specific section on future directions in performance reporting.

G.5 List of attachment tables

Attachment tables are identified in references throughout this service sector overview by a 'GA' prefix (for example, table GA.1). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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, 2010-11
Table GA.3	Social housing descriptive statistics, 2010-11
Table GA.4	Homelessness services descriptive statistics, 2010-11
Table GA.5	Proportion of low income households in rental stress
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, 2012
Table GA.8	Australians who are homeless, 2011
Table GA.9	Supplementary contextual data
Table GA.10	Moving annual vacancy rates in the private housing market, by capital city, June (per cent)
Table GA.11	Median market rents in the private housing market, by capital city, June quarter (dollars/week)
Table GA.12	Australian Government expenditure for Commonwealth Rent Assistance, 2007-08 to 2011-12 (\$ million)
Table GA.13	Australian Government real expenditure for CRA, per person, 2007-08 to 2011-12 (2011-12 dollars)
Table GA.14	Eligibility and payment scales for CRA, 2012 (\$ per fortnight)
Table GA.15	Income units receiving CRA, 2012
Table GA.16	Number of income units receiving CRA, by age, 2012
Table GA.17	Indigenous income units receiving CRA, 2012
Table GA.18	CRA income units, by payment type, 2012
Table GA.19	Indigenous CRA recipients, by payment type, 2012
Table GA.20	Geographic location of income units receiving CRA, 2012
Table GA.21	Income units receiving CRA, by special needs and geographic location, 2012
Table GA.22	Median CRA entitlement, by location, 2012
Table GA.23	Income units receiving CRA paying enough rent to be eligible for maximum assistance, by jurisdiction, 2008 to 2012 (per cent)

Table GA.24	Number and proportion of income units receiving CRA paying more than 30 per cent of income on rent, with and without CRA, by geographic location, 2007 to 2012 (per cent)
Table GA.25	Proportion of income units receiving CRA, paying more than 30 per cent of income on rent, with and without CRA, 2003 to 2012 (per cent)
Table GA.26	Proportion of Indigenous income units receiving CRA, paying more than 30 per cent of income on rent, with and without CRA, by geographic location, 2007 to 2012 (per cent)
Table GA.27	Proportion of Indigenous income units receiving CRA, paying more than 30 per cent of income on rent, with and without CRA, 2003 to 2012 (per cent)
Table GA.28	Proportion of income units receiving Disability Support Pension and CRA paying more than 30 per cent of income on rent, with and without CRA, by geographic location, 2007 to 2012 (per cent)
Table GA.29	Proportion receiving a Disability Support Pension and CRA, paying more than 30 per cent of income on rent, with and without CRA, 2003 to 2012 (per cent)
Table GA.30	Proportion of income units receiving CRA aged 24 years or under paying more than 30 per cent of income on rent, with and without CRA, by geographic location, 2007 to 2012 (per cent)
Table GA.31	Proportion of income units receiving CRA aged 24 years or under paying more than 30 per cent of income on rent, with and without CRA, 2005 to 2012 (per cent)
Table GA.32	Proportion of income units receiving CRA aged 75 years or over paying more than 30 per cent of income on rent, with and without CRA, by geographic location, 2007 to 2012 (per cent)
Table GA.33	Proportion of income units receiving CRA aged 75 years or over paying more than 30 per cent of income on rent, with and without CRA, 2005 to 2012 (per cent)
Table GA.34	Number and proportion of income units receiving CRA with more than 50 per cent of income spent on rent, with and without CRA, by special needs and geographic location, 2012 (per cent)

G.6 Definitions of key terms

Commonwealth Rent Assistance

Affordability

Affordability (without CRA) is calculated for all income units receiving CRA by dividing Rent by Total Income from all sources. The CRA entitlement for the reference fortnight in June is included in Total Income from all sources for the calculation of affordability with CRA.

Dependent child

Dependent child has a wider meaning under Social Security and Family Assistance law than is used in this chapter in relation to CRA. In this chapter, a dependent child is one in respect of whom an adult member of the income unit receives Family Tax Benefit Part A (FTB (A)) at more than the base rate. Prior to 1 January 2012, children aged 16 or older attracted the base rate of FTB (A) so are not included in the count of dependent children. From January 2012 children aged 16 to 19 years attending secondary school may now receive more than the base rate of FTB (A). Figures for June 2012 do not include 16 to 19 years olds who receive more than the base rate of FTB (A). Some children aged under 16 years may also attract only the base rate of FTB (A) because of the maintenance income test, the maintenance action test, or because they are overseas.

Income support recipient

Recipients in receipt of a payment made under social security law. The main income support payments administered by FaHCSIA are Age Pension, Disability Support Pension and Carer Payment, while the main income support payments administered by Department of Education, Employment and Workplace Relations are Newstart Allowance, Youth Allowance, Austudy, Parenting Payment (Single) and Parenting Payment (Partnered).

Family Tax Benefit is paid under family assistance law and is not an income support payment.

Income unit

An income unit may consist of:

- a single person with no dependent children
- a sole parent with one or more dependent children
- a couple (married, registered or defacto) with no dependent children
- a couple (married, registered or defacto) with one or more dependent children.

A non-dependent child living at home, including one who is receiving an income support payment in their own right, is regarded as a separate income unit. Similarly, a group of non-related adults sharing accommodation are counted as separate income units.

Low and moderate incomes

Individuals and families receive CRA with either an income support payment or FTB Part A. While income support recipients are generally thought of as low income, those receiving FTB (A) can have higher incomes and still be eligible for a part rate of Rent Assistance. For this reason, CRA recipients are not defined as those on low incomes.

Primary payment type

Each income unit receiving CRA is assigned a primary payment type, based on the payment(s) received by each member. The primary payment is determined using a hierarchy of payment types, with precedence given to pensions, then other social security payments and then the Family Tax Benefit part A. No extra weight is given to the payment type with which CRA is paid. Specifically, the hierarchy for the main payments is:

- Disability Support Pension
- Carer Payment
- Age Pension

	<ul style="list-style-type: none"> • Parenting Payment (Single) • Newstart Allowance • Youth Allowance • Austudy • Parenting Payment (Partnered) • Family Tax Benefit part A.
Rent	Amount payable as a condition of occupancy of a person's home. Rent includes site fees for a caravan, mooring fees and payment for services provided in a retirement village. Rent encompasses not only a formal tenancy agreement, but also informal agreements between family members, including the payment of board or board and lodgings. Where a person pays board and lodgings and cannot separately identify the amount paid for lodgings, two thirds of the payment is deemed to be for rent.
Sharer	Some single people are subject to a lower maximum (sharer) rate of CRA. The lower rate may apply to a single person (with no dependent children) who shares a major area of accommodation. The lower rate does not apply to those receiving Disability Support Pension or Carer Payment, those in nursing homes or boarding house accommodation, or those paying for both board and lodgings.
Special needs	Individuals and families with at least one member who either self-identifies as Indigenous; receives a Disability Support Pension; is aged 24 years or under; or is aged 75 years or over.
Total income from all sources	<p>Income received by the recipients or partner, excluding income received by a dependent. It includes regular social security payments and any maintenance and other private income taken into account for income testing purposes. It does not include:</p> <ul style="list-style-type: none"> • one-time payments • arrears payments • advances • Employment or Education Entry Payments • Mobility Allowance • Baby Bonus • Child Care Tax Rebate. <p>In most cases, private income reflects the person's current circumstances. Taxable income for a past financial year or an estimate of taxable income for the current financial year is used where the income unit receives more than the minimum rate of the Family Tax Benefit part A but no income support payment.</p>

G.7 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 formation, 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). 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 2012: 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.7).

Box G.7 **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 and community housing
- 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).

The Housing chapter (chapter 16) reports on government assistance for social housing, but does not report on government assistance for purchasing housing or other forms of housing assistance. Information on housing affordability by region in Australia is available in the State of the Regions Report 2011–12: the housing shortage and housing affordability (ALGA 2011). The Steering Committee’s annual report to the COAG Reform Council on NAHA performance information includes a range of housing data, some of which are reported below.

Affordable housing for low and moderate income households

Low income households are more likely to be adversely affected by relatively high housing costs than households with higher disposable incomes (Yates and Gabriel 2006; Yates and Milligan 2007).

Housing stress is considered to occur when households spend more than 30 per cent of their income on rent or mortgage payments. Nationally in 2009-10, 41.7 per cent of low income households were experiencing rental stress (tables GA.5).

The number of homes sold that are affordable by low and moderate income households per 1,000 low or moderate income households indicates the level of home purchase affordability. Nationally in 2009-10, 35.5 homes sold were affordable by low and moderate income households per 1000 low or moderate income households (table GA.9).

Private rental markets

Tight private rental markets were evident in June 2012, with vacancy rates in capital cities ranging between 1.6 per cent and 3.7 per cent (table GA.10). Capital city median rents in the private market varied across jurisdictions. Data for median rents for three bedroom houses and two bedroom flats or units in capital cities in the June quarter of 2012 are reported in table GA.11.

Home ownership and government assistance to home buyers

In 2009-10, 68.8 per cent of Australian households owned or were purchasing a home (table GA.9). Home ownership is not necessarily an aspiration for all Australian households, but is often considered desirable because of the benefits associated with home ownership, including wealth accumulation and security of tenure (CRC 2010, p. 60). The rate of home ownership in Australia is similar to many developed countries, but is comparatively higher than some European countries, which may reflect different cultural and economic incentives, such as income security for retirement (ABS 2010b; Frick and Headey 2009).

Governments provide financial assistance to people purchasing homes, particularly first home owners and low income home owners. Nationally in 2011-12, 100 879 people received the First Home Owner Scheme grant (table GA.9).

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