

HOUSING

SUPPORTING MATERIAL

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OVERVIEW OF HOUSING

1. Housing and Infrastructure are key functional areas that the Commission was asked to cover in this Inquiry. Although there are very strong links between housing and infrastructure, the Commission has chosen to address Indigenous-specific housing issues separately from infrastructure issues to allow for a more focussed discussion.

2. This material provides more information and detailed data on Housing with a particular emphasis on analysis by ATSIC region. The supporting material provides details on the structure, processes and procedures in place for delivering housing to Indigenous people. In addition, to the extent possible, information received during the Commission's community consultations and from the final submissions has been included.

3. The Housing Supporting Material covers the following:

- (i) Chapter 1 covers the Scope of Housing and Housing Tenure. This Chapter contains basic information on Indigenous use of the various forms of housing tenure — home ownership, rental housing (private and social housing), community housing, and homelessness. This Chapter supports the Housing Characteristics and Circumstances of Indigenous People section of the Report.
- (ii) Chapter 2 covers Policy Framework and Funding and provides more detailed information on direct housing assistance (rent assistance, CSHA and Indigenous-specific Programs — ARHP and CHIP) and other programs (assistance to facilitate home ownership and links with housing related services). Funding under these programs is noted. The Chapter provides more information on Policy, Programs and Funding section of the Report.
- (iii) Chapter 3 is a brief outline of the development of Bilateral Housing (and Infrastructure) Agreements. This material was covered briefly in the Policy, Programs and Funding section in the Report.
- (iv) Chapter 4 provides basic information and data on Indigenous Community Housing organisations and the housing stock they own or manage. The Chapter uses data from the Community Housing and Infrastructure Needs Survey to describe that sector and provides details of studies undertaken by consultants commissioned by the Commonwealth State Working Group on Indigenous Housing about Indigenous community housing and the viability of this housing sector.

- (v) Chapter 5 is on Housing Need Indicators and Resource Allocation. It expands on the Housing Need and Measurement section in the Report.
- (vi) Chapter 6 covers Temporary Accommodation and provides further information on Supported Accommodation Assistance Program, Aboriginal Hostels Limited, temporary dwellings as shown in the Community Housing and Infrastructure Needs Survey (CHINS) and briefly notes the limitations associated with these data sources.

CHAPTER 1

SCOPE OF HOUSING

1. The Commission approached the housing function in terms of the needs of Indigenous people for permanent accommodation — including the provision of publicly funded housing, home ownership, other forms of rental accommodation and related services; and temporary accommodation — including the provision of hostels, crisis accommodation and related services.

2. The main focus was on permanent accommodation, and was not restricted to considerations of capital construction. Housing was considered in terms of the ongoing process of developing, providing and sustaining housing for Indigenous people. This includes capital funds for new construction, spot purchase and upgrading, and recurrent funding maintenance and organisational sustainability.

3. A number of submissions highlighted the link between homelessness and housing need. This link has been included in the discussion on housing need indicators. The temporary accommodation Chapter notes the data and the main Commonwealth programs, however, a comprehensive investigation of the issues was not undertaken.

HOUSING TENURE

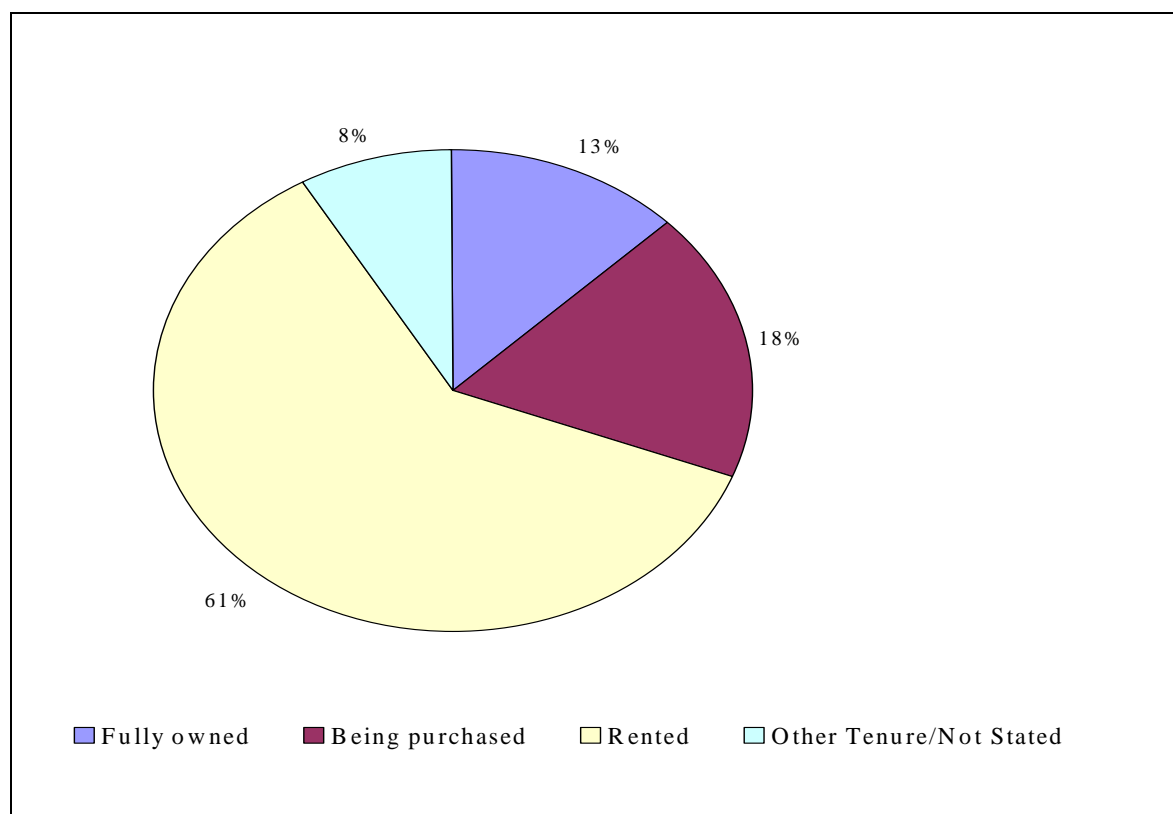
4. This section provides an overview of Indigenous-specific housing grouped by housing tenure for Indigenous households in permanent dwellings. The key features that distinguish Indigenous households from non-Indigenous households are:

- (i) the rate of home ownership is very low for Indigenous people — 44 per cent of non-Indigenous households fully own their home compared with only 13 per cent of Indigenous households;
- (ii) 61 per cent of Indigenous households are in rental accommodation compared to only 28 per cent of non-Indigenous households; and

(iii) the majority of Indigenous renters (57 per cent) are in social housing (public rental and community rental), whereas less than 20 per cent of non-Indigenous households are in social housing¹.

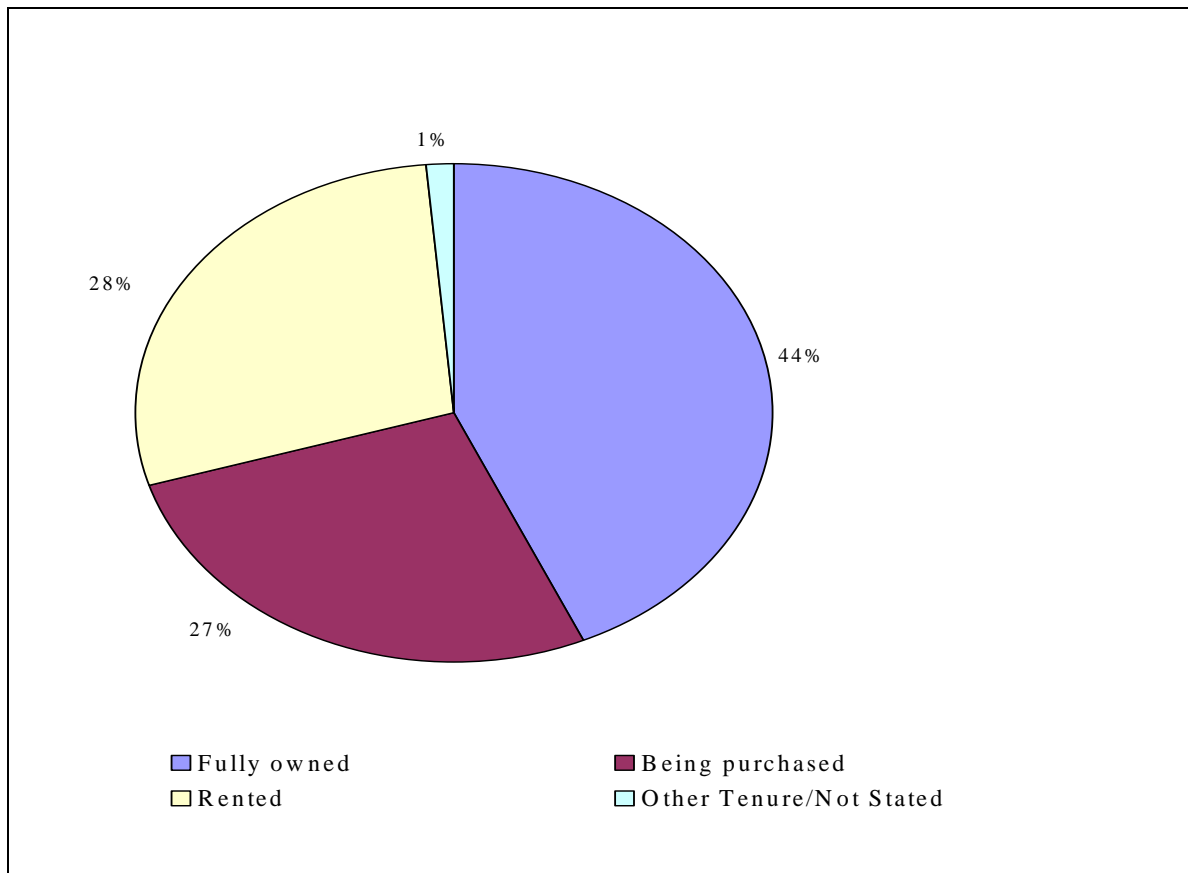
5. Figure 1-1 and 1-2 show the main form of housing tenure for Indigenous and non-Indigenous Australians.

Figure 1-1 INDIGENOUS HOUSING TENURE, AUSTRALIA, 1996



Source: Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSI, 1999, p 21, Table 3.3.

¹ The term 'social housing' is used here to refer to both public rental housing and community housing.

Figure 1-2 NON-INDIGENOUS HOUSING TENURE, AUSTRALIA, 1996

Source: Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSIIC, 1999, p118, Table 9.1.

6. The following section uses Indigenous households as the basic unit of reference because the need analysis and data sources² use households rather than dwellings — it is assumed that there is one household per dwelling. Many of the following tables show data for Indigenous family/group households. Lone households which comprise approximately 12 per cent of all Indigenous households are excluded.

Rental Housing

7. This section discusses the type of rental housing available to Indigenous households — private rental housing and social housing³. Under social housing programs, State governments usually provide a mix of public and community housing. Within both public housing and community housing there can be:

- (i) mainstream public housing and community housing; and

² Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSIIC, Canberra, 1999.

³ The term 'social housing' is used here to refer to both public rental housing and community housing.

- (ii) Indigenous-specific public housing and Indigenous-specific community housing.

8. The type of government assistance provided to tenants differs according to the type of rental housing they occupy. Table 1-1 illustrates the various types of rental housing available in Australia.

Table 1-1 TYPE OF RENTAL HOUSING AND ASSOCIATED ASSISTANCE

Tenure	Service population	Type of Assistance	Government responsible
Private			
Mainstream	General population	Rent Assistance	Commonwealth
Public			
Mainstream	Low income earners	Rental subsidies	Commonwealth/State
Indigenous-specific	Low income earners	Rental subsidies	Commonwealth/State
Community Housing			
Mainstream	Low income earners	Capital funding for dwellings ^(a)	Commonwealth/State
Indigenous-specific	Low income earners	Capital and recurrent costs funded	Commonwealth/State

(a) Community housing organisations collect rent from tenants and are responsible for meeting the cost of day to day maintenance, council rates and water rates.

9. Indigenous people rely heavily on rental housing (61 per cent nationally). Indigenous rental accommodation ranges from 73 per cent in the Northern Territory to 38 per cent in Tasmania.

10. Table 1-2 shows that private rental provides almost half of all rental housing in five of the eight States. Victoria has the highest level of private rent, (with almost 60 per cent of households), followed by Tasmania (56 per cent), New South Wales and Queensland (almost 50 per cent). The Northern Territory has the highest social housing rental rate at nearly 89 per cent, followed by Western Australia and South Australia with around 72 per cent each.

Table 1-2 INDIGENOUS FAMILY/GROUP HOUSEHOLDS BY RENTAL TYPE, 1996

	NSW	Vic	Qld	WA	SA	Tas	NT	ACT	Total	House holds
	%	%	%	%	%	%	%	%	%	No.
Private rental	49.8	58.9	49.2	27.9	28.5	56.4	11.1	54.7	42.7	21 671
Social housing ^(a)	50.2	41.1	50.8	72.1	71.5	43.6	88.9	45.3	57.3	29 036
Total rental	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	50 707

(a) Social Housing is the total of public rental and community rental. It is noted that for community housing the number of dwellings reported in the 1999 CHINS is higher than the number reported in the 1996 Census.

Source: Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSIIC, Canberra, 1999, p22, Table 3.4.

11. Table 1-3 dissects social housing into the public rental and community rental components. It shows that States with the highest proportion of public rental were South Australia and Western Australia. Community rental was highest (over 50 per cent) in the Northern Territory where there is a lack of public rental accommodation. The next highest is Queensland with over 20 per cent.

Table 1-3 PROPORTION OF INDIGENOUS FAMILY/GROUP HOUSEHOLDS IN SOCIAL HOUSING BY TYPE OF SOCIAL HOUSING^(a)

	NSW	Vic	Qld	WA	SA	Tas	NT	ACT	Total
	%	%	%	%	%	%	%	%	%
Public rental	39.1	33.3	29.5	51.8	61.0	40.5	35.8	39.7	38.8
Community rental	11.1	7.8	21.3	20.3	10.5	3.1	53.1	5.6	18.5
Social housing	50.2	41.1	50.8	72.1	71.5	43.6	88.9	45.3	57.3
Community housing a proportion of Social Housing	22.0	19.0	42.0	28.2	14.6	7.0	59.7	12.3	32.3

(a) These data relates to family and group households only, and does not include Lone Persons households.

Source: Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSI, Canberra, 1999, p22, Table 3.4.

Private Rental Housing

12. The 1996 Census indicated that 27 per cent of all Indigenous family/group households rented from private owners⁴. Of those 43 per cent of Indigenous family/group households rent privately owned dwellings

13. Table 1-4 shows that the ATSI regions with high proportions of private rent are also located in Queensland — Brisbane, Cairns, Roma, Townsville and Rockhampton. Regions with very little private rental are Aputula, Nhulunbuy and Warburton.

14. Rent assistance is available to people who are renting privately and who meet eligibility criteria (mainly associated with low income). Table 1-5 shows that about 50 per cent of Indigenous rent assistance recipients live in capital cities. Queensland is the State with the highest proportion of Indigenous income units⁵ receiving rent assistance which is consistent with the proportions of Indigenous households in the private rental market. It is not known what proportion of eligible Indigenous people claim rent assistance. However, ATSI has noted that Indigenous people do not always access rental assistance due to language, cultural or other factors.

⁴ Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSI, Canberra, 1999, p22.

⁵ An income unit may comprise a single person or a couple. Figures are for Rent Assistance recipients as at 14 June 2000 and were supplied by the Department of Family and Community Services.

Table 1-4 PROPORTION OF INDIGENOUS FAMILY/GROUP HOUSEHOLDS^(a) IN PRIVATE RENTAL, 1996 CENSUS

ATSI Region		ATSI Region		ATSI Region		ATSI Region	
Highest	%	%	%	Lowest	%	%	%
Brisbane	40.5	Wangaratta	29.7	Geraldton	16.7	Broome	3.6
Coffs Harbour	34.1	Sydney	29.5	Bourke	14.1	Torres Strait	3.3
Cairns	32.4	Perth	29.4	Kalgoorlie	13.8	Tennant Creek	3.0
Roma	32.2	Wagga Wagga	27.7	Alice Springs	13.5	Cooktown	2.4
Townsville	31.1	Tamworth	27.1	Mt Isa	9.5	Derby	1.6
Rockhampton	30.9	Adelaide	22.7	Ceduna	7.9	Kununurra	1.0
Ballarat	30.3	Hobart	21.4	Port Augusta	7.2	Warburton	0.8
Queanbeyan	29.9	Narrogin	20.3	South Hedland	4.9	Nhulunbuy	0.0
Jabiru	29.8	Darwin	17.1	Katherine	4.3	Aputula	0.0

(a) Lone person households are excluded from these figures.

Source: Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSI, Canberra, 1999, p24, Table 3.7.

Table 1-5 INDIGENOUS INCOME UNITS RECEIVING RENT ASSISTANCE AS AT JUNE 2000

	NSW ^(a)	Vic	Qld	WA	SA	Tas	NT	Aust
Capital city	1 467	470	1 921	787	397	155	407	5 604
Remainder of State	4 486	444	4 781	783	233	266	253	11 246
Total	5 953	914	6 702	1570	630	421	660	16 850
Proportion in capital city (%)	24.6	51.4	40.2	50.1	63.0	36.8	61.7	49.8
State share of total (%)	35.3	5.4	39.8	9.3	3.7	2.5	3.9	100.0

(a) ACT included in NSW.

Source: Department of Family and Community Services data, June 2000.

Public Housing

15. Public housing is largely concentrated in metropolitan areas and major towns where many Indigenous people live. Public and community housing generally provides housing assistance to people on low incomes. The 1996 Census reported that an estimated 23 per cent of all Indigenous households are housed in public housing. However, for family/group households the proportion increased to 39 per cent.

16. Table 1-6 shows the proportion of Indigenous family/group households in public rental housing. Public rental is high in Western Australian and South Australian regions particularly in the regions of South Hedland, Geraldton, Port Augusta and Ceduna. Public rental housing is also at a high level in Alice Springs.

Table 1-6 PROPORTION OF INDIGENOUS FAMILY/GROUP HOUSEHOLDS^(a) IN PUBLIC RENTAL WITHIN A REGION, 1996

ATSI Region	ATSI Region	ATSI Region	ATSI Region
	%	%	%
South Hedland	48.5	Perth	31.9
Port Augusta	47.7	Kalgoorlie	31.7
Geraldton	43.7	Kununurra	27.8
Ceduna	42.7	Mt Isa	27.8
Alice Springs	42.2	Sydney	26.4
Darwin	39.7	Cairns	26.3
Broome	38.4	Tamworth	25.6
Narrogin	38.0	Townsville	24.6
Adelaide	36.6	Wagga Wagga	24.1
		Katherine	24.1
		Derby	24.0
		Torres Strait	21.2
		Queanbeyan	21.0
		Bourke	20.2
		Ballarat	19.4
		Jabiru	18.4
		Tennant Creek	17.8
		Coffs Harbour	17.5
		Rockhampton	16.4
		Hobart	15.3
		Brisbane	15.3
		Wangaratta	14.6
		Roma	13.4
		Nhulunbuy	8.2
		Cooktown	5.7
		Warburton	5.3
		Aputula	2.5

(a) The national percentage of public rental for Indigenous family/group households was 39 per cent.

Note: Lone person households are excluded from these figures. This is about 12 per cent of all Indigenous households.

Source: Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSI, Canberra, 1999, p25, Table 3.7.

17. The States were asked to provide the Commission with details of Indigenous use of public rental housing. While data were available for Indigenous households in Indigenous-specific rental housing not all States were able to provide data on mainstream housing. Limited data were available from Victoria, Queensland, Western Australia, Tasmania and the Northern Territory. In June 1999, 10 341 Indigenous households were in mainstream rental housing these States. State details are shown in Table 1-7.

Table 1-7 INDIGENOUS HOUSEHOLDS^(a) IN PUBLIC RENTAL HOUSING, JUNE 2000

	NSW ^(b)	Vic	Qld	WA	SA	Tas	NT	Aust
Indigenous	n.a.	734	1 811	6 314	n.a.	199	1 283	10 341
Non-Indigenous	n.a.	62 052	47 215	29 241	n.a.	2 498	4 662	145 668
Indigenous proportion of total households (each state) (%)	n.a.	1.2	3.7	17.8	n.a.	7.4	25.9	6.6

(a) Numbers of Indigenous households are determined through self-identification on the tenancy application. For the Northern Territory there is no mainstream public housing in Jabiru or Papunya ATSI regions.

(b) ACT included in NSW.

Sources: State responses to Commonwealth Grants Commission data request, September 2000 Table 3A and 3B.

18. Table 1-8 shows the estimated number of Indigenous applicants on waiting lists for public rental housing (both mainstream and Indigenous-specific). These data must be treated carefully because they lack consistency of definition demonstrates and are unavailable for some regions. The data show strong demand for public housing in metropolitan areas (Brisbane and Sydney) and regional centres (Coffs Harbour and Ballarat).

Table 1-8 ESTIMATED NUMBER OF INDIGENOUS APPLICANTS ON WAITING LISTS^(a) FOR SOCIAL HOUSING, JUNE 1999

ATSIC Region	ATSIC Region	ATSIC Region	ATSIC Region
No.	No.	No.	No.
Brisbane	1128	Rockhampton	462
Sydney	963	Cairns	456
Coffs Harbour	843	Tamworth	408
Ballarat	836	Warburton	297
Mt Isa	674	Wagga Wagga	289
Perth	669	Broome	231
Wangaratta	525	Darwin	192
Roma	512	Queanbeyan	176
Townsville	478	Alice Springs	162
		Torres Strait	142
		Katherine	94
		South Hedland	93
		Bourke	84
		Narrogin	41
		Hobart	40
		Tennant Creek	17
		Nhulunbuy	13
		Cooktown	n.a.
		Geraldton	n.a.
		Derby	n.a.
		Kununurra	n.a.
		Kalgoorlie	n.a.
		Adelaide	n.a.
		Ceduna	n.a.
		Port Augusta	n.a.
		Jabiru	n.a.
		Aputula	n.a.

(a) The waiting list numbers are for either State Aboriginal housing bodies and or State public rental housing. For all States the waiting list figures are an under-estimation of applicants waiting for housing. There is also likely to be some mis-allocation of State public housing waiting list applicants because regions used by State housing agencies are often different from ATSIC regions.

Source: State responses to Commonwealth Grants Commission data request, September 2000.

19. Mainstream community housing is a small, but growing housing sector. It is likely that there is only a small number of Indigenous people in this type of housing.

20. Indigenous-specific community housing is a very large provider of social housing for Indigenous households. Extensive data are available as a result of the 1999 (CHINS) that was commissioned by ATSIC.

Indigenous-specific Community Housing

21. Indigenous-specific housing assistance was necessary due to the limited ability of States to provide mainstream public housing to provide services in rural/remote areas. These programs, when first introduced had a narrow scope and limited objective. Over the years, funds have been provided to Indigenous community organisations for the purchase or construction of housing. These organisations were in the main funded by ATSIC. Now, both ATSIC and State Indigenous-specific housing agencies provide funds. The focus on safe, healthy and sustainable housing has become prominent since 1996⁶. With the States influencing and supporting this integrated and holistic outcomes approach to housing and related infrastructure.

⁶ Queensland Government Final Submission, January 2001, p10.

Table 1-9 NUMBER OF DWELLINGS MANAGED BY IHOs, 1999 CHINS

ATSIC Region	ATSIC Region	ATSIC Region	ATSIC Region
No.	No.	No.	No.
Cooktown	Tamworth	Rockhampton	Geraldton
Jabiru	Port Augusta	Tennant Creek	Kalgoorlie
Aputula	Mt Isa	Queanbeyan	Ballarat
Nhulunbuy	Townsville	Alice Springs	Wangaratta
Katherine	Derby	Broome	Ceduna
Torres Strait	Kununurra	South Hedland	Adelaide
Coffs Harbour	Roma	Brisbane	Narrogin
Wagga Wagga	Cairns	Sydney	Hobart
Bourke	Warburton	Darwin	Perth

Source: *Community Housing and Infrastructure Needs Survey*, produced by ABS on behalf of ATSI, Canberra, 1999.

22. The 1999 CHINS estimated that there were 20 270 houses owned or managed by 707 Indigenous community housing organisations (an average of 29 houses each). It showed that nationally, almost 30 per cent of this housing stock requires major repair or replacement.

23. Table 1-9 shows the number of total Indigenous-specific dwellings which are managed by Indigenous Housing Organisations (IHO) in each region as shown by CHINS. The regions with the highest number are Cooktown and the Torres Strait in Queensland and Jabiru, Aputula, Nhulunbuy and Katherine in the Northern Territory. The regions with the lowest numbers are the South Australian regions of Adelaide and Ceduna, the Perth region and the Tasmanian region. Chapter 4 provides more information on community housing.

Home Ownership

24. Most Australians live in homes that they own or are purchasing. The home ownership rate is increasing among Indigenous households — the rate has increased by 3 per cent since 1991 to 31 per cent in 1996 — but it is still very low relative to non-Indigenous households. States where home ownership has increased are Queensland, Western Australia, South Australia and the Northern Territory. Table 1-10 shows the rates of home ownership by State for the 1991 and 1996 Censuses.

Table 1-10 INDIGENOUS HOME OWNERSHIP, 1991 AND 1996

	NSW ^(a)	Vic	Qld	WA	SA	Tas	NT	Aust
	%	%	%	%	%	%	%	%
1991	35	42	24	18	24	56	11	28
1996	34	42	28	25	28	56	16	31

(a) ACT included in NSW.

Source: 1996 Census Indigenous data profile.

25. Table 1-11 shows the proportion of home ownership in each region. Tasmania has the highest rate with 56 per cent and Nhulunbuy has the lowest with 0.4 per cent.

Table 1-11 PROPORTION OF INDIGENOUS DWELLINGS OWNED OR BEING PURCHASED^(a)

ATSI Region		ATSI Region		ATSI Region		ATSI Region	
Highest	%		%		%	Lowest	%
Hobart	55.5	Wagga Wagga	31.8	Mt Isa	21.8	Derby	9.8
Wangaratta	45.5	Darwin	30.8	Cairns	21.5	Kununurra	9.4
Ballarat	41.5	Roma	28.3	Geraldton	20.5	Katherine	9.1
Sydney	37.3	Rockhampton	28.1	Broome	17.7	Tennant Creek	8.8
Brisbane	36.3	Narrogin	27.7	Port Augusta	17.7	Aputula	7.1
Coffs Harbour	35.7	Bourke	27.6	Alice Springs	17.6	Warburton	3.7
Queanbeyan	34.3	Kalgoorlie	27.2	Ceduna	16.3	Cooktown	2.8
Perth	33.8	Tamworth	27.2	Torres Strait	13.7	Jabiru	2.5
Adelaide	32.6	Townsville	22.1	South Hedland	13.3	Nhulunbuy	0.4

(a) Calculated as number of Indigenous households who own or are purchasing their home as a percentage of the total number of Indigenous households in each region.

Source: 1996 Census Indigenous profile data.

26. Table 1-12 shows, by ATSI office areas, the number of dwellings owned or being purchased and the number of loans granted under the ATSI housing loan scheme in 1998. Almost 40 per cent of all loans were taken up in New South Wales (a proportion of these loans would include Indigenous people residing in the ACT) and almost 30 per cent were in Queensland. The metropolitan ATSI areas were prominent — Sydney and Brisbane with 12 per cent, Perth with 9 per cent and Adelaide 6 per cent.

Table 1-12 HOME OWNERSHIP RATE AND ATSIK LOANS BY ATSIK OFFICE

ATSIK Office areas	1991	Census	1996	Census	June 1998	
	Number owned or being purchased	Home ownership rate	Number owned or being purchased	Home ownership rate	Number of ATSIK loans	Proportion of total loans
	No.	%	No.	%	No.	%
Sydney	2 313	38	3 693	37	484	12.7
Wagga Wagga	997	31	1 582	32	303	8.0
Lismore	1 434	35	2 521	35	298	7.8
Tamworth	467	24	777	28	200	5.3
Queanbeyan	442	30	891	34	120	3.2
Bourke	278	22	445	27	46	1.2
Total New South Wales	5 931	35	9 909	34	1 451	38.1
Total Victoria	1 866	42	2 595	42	326	8.6
Brisbane inc. Roma	1 869	33	3 596	34	466	12.2
Rockhampton	466	25	831	28	128	3.4
Townsville inc. Mt. Isa	704	20	1 074	23	288	7.6
Cairns inc. Cooktown	481	15	713	17	154	4.0
Total Queensland	3 520	24	6 214	28	1 036	27.2
Perth	830	31	1 504	34	366	9.6
Geraldton	153	18	213	20	50	1.3
Broome	64	12	119	18	30	0.8
Kalgoorlie inc Warburton & Narrogin	348	17	604	24	23	0.6
West Kimberley	40	7	62	9	20	0.5
Kununurra	27	5	66	11	8	0.2
Port Hedland	84	10	130	15	5	0.1
Total Western Australia	1546	18	2 698	25	502	13.2
Adelaide	703	30	1 086	32	227	6.0
Northern Area	139	14	186	20	29	0.8
Ceduna	31	11	69	18	6	0.2
Total South Australia	873	24	1341	28	262	6.9
Total Tasmania	1 564	56	2 616	56	74	1.9
Darwin	393	25	651	32	119	3.1
Alice Springs inc. Aputula	133	8	235	14	23	0.6
Katherine inc Jabiru & Nhulunbuy	244	9	112	5	11	0.3
Tennant Creek	16	3	39	9	3	0.1
Total Northern Territory	786	11	1037	16	156	4.1
Total Australia	16 086	28	26 410	31	3 807	100.0

Source: ATSIK Central Office March 2000.

Homelessness

27. In 1997, Keys Young consultants undertook research of Indigenous homelessness and found that Indigenous perceptions of homelessness differ from non-Indigenous perception in a number of ways⁷:

- (i) spiritual forms of homelessness which relate to separation from traditional land or from family;
- (ii) overcrowding — a ‘hidden’ form of homelessness arising from Indigenous peoples’ reliance on assistance from extended families;
- (iii) transient and mobile lifestyles (often resulting from cultural obligations) which result in temporary, intermittent and often cyclical patterns of homelessness. — also a relatively larger proportion of Indigenous people have to travel to access services;
- (iv) women and young people escaping unsafe environments; and
- (v) lack of access to housing (having ‘nowhere to go’).

28. There are two primary sources of data on Indigenous homeless — the Census and the SAAP. Table 1-13 shows the distribution of homelessness by State as shown in the Census data.

Table 1-13 INDIGENOUS PEOPLE IN IMPROVISED DWELLINGS^(a), HOSTELS FOR THE HOMELESS, NIGHT SHELTERS AND REFUGES, 1996 CENSUS

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Improved dwellings ^(a)	81	8	394	268	42	6	0	1 022	1 821
Hostels, shelters, refuges	253	56	177	212	49	19	20	56	842
Total	334	64	571	480	91	25	20	1 078	2 663
Share of total (%)	12.5	2.4	21.4	18.0	3.4	0.9	0.8	40.5	100.0

(a) Defined as sheds, humpies and other improvised dwellings occupied on census night. It also includes people sleeping in parks, and tents that are not in caravan parks.

Source: Jones, R., *Indigenous Housing 1996 Census Analysis – Indigenous Housing and Living Environments*, ATSIIC, Canberra, 1999, p7, Table 2.1.

29. SAAP is a mainstream program whose purpose is to assist those for whom the broader welfare support system has been inadequate in preventing homelessness. Since 1985, the Commonwealth and States have agreed to fund SAAP jointly.

⁷ Keys Young. *Homelessness in the Aboriginal and Torres Strait context and its possible implications for the Supported Accommodation Assistance Program, Final Report*, November 1998.

30. The SAAP National Data Collection (1999-2000) shows that:

- (i) Indigenous people comprised approximately 14 per cent of SAAP clients compared to only 2 per cent in the general population⁸; and
- (ii) approximately twice as many Indigenous females used SAAP services compared to Indigenous males.

31. Table 1-14 shows that the number and type of SAAP agencies varies across States. New South Wales and Queensland have high numbers of Indigenous managed agencies compared to other States. These two States and Western Australia also have several agencies that target Indigenous clients and as a result these agencies have more than 25 per cent of Indigenous support periods⁹.

Table 1-14 SAAP AGENCY DETAILS, 2000

	NSW ^(a)	Vic	Qld	WA	SA	Tas	NT	Total
SAAP Agencies								
managed by Indigenous people	32	11	28	8	3	0	4	86
targeting Indigenous clients	49	14	27	28	7	0	4	129
with more than 25 per cent Indigenous support periods	37	6	24	37	7	1	14	126
Total SAAP agencies	423	327	188	118	80	41	30	1 207

(a) ACT included in NSW.

Source: Department of Family and Community Services data and Australian Institute of Health and Welfare, *SAAP National Data Collection Annual Report 1999-2000*, Canberra, 2000, AIHW (SAAP NDCA report, Series 5).

32. A third source of data on temporary dwellings and the people who live in them is CHINS. Table 1-15 shows the number of occupied temporary dwelling as shown in the CHINS and the number of people living in these dwellings. These figures, from CHINS, are significantly higher than counts from the 1996 Census.

Table 1-15 TEMPORARY DWELLINGS DATA, 1999 CHINS

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	No.	No.	No.	No.	No.	No.	No.	No.	No.
Occupied temporary dwellings	112	4	479	577	135	0	0	974	2 281
People living in temporary dwellings	266	5	1 546	1 990	349	0	0	3 798	7 954
Aver. no. of people per dwelling	2.4	1.3	3.2	3.4	2.6	0	0	3.9	3.5

Source: *Community Housing and Infrastructure Needs Survey*, produced by ABS on behalf of ATSIIC, Canberra, 1999.

⁸ Australian Institute of Health and Welfare, *SAAP National Data Collection Annual Report 1999-2000*, Canberra, 2000, AIHW (SAAP NDCA report, Series 5).

⁹ A support period begins when a client begins to receive support from a SAAP Agency. The support period is considered to finish when the client ends the relationship with the agency or vice versa.