

**National Survey  
of Providers of Independent Living Units (ILUs)  
for people with relatively low incomes and low assets  
Final Report**

Prepared by  
Swinburne Institute for Social Research

for  
Social Housing Branch, Commonwealth Department of Families, Housing, Community  
Services and Indigenous Affairs  
jointly with  
Aged and Community Services Australia  
Council on the Ageing

**March 2011**

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## **REPORT**

The national survey of ILU organisations, the national ILU database and this final report were prepared by:

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Our thanks to the following for their assistance in distributing the national ILU survey:

|                  |  |
|------------------|--|
| Elizabeth Teece  | Aged and Community Services of NSW & ACT |
| John Ham         | Aged and Community Services of WA        |
| Paul Zanatta     | Aged and Community Care Victoria         |
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## EXECUTIVE SUMMARY

According to the National Housing Supply Council, the demand from older-person households for private rental housing and social housing is estimated to grow 120% between 2008 and 2028 (from 146,200 to 321,400 for private rental housing and from 86,500 to 189,800 for social housing).

A significant proportion of these households are living in housing that is not affordable. The 2011 Report of the Steering Committee for the Review of Government Service Provision notes that, even when taking into account Commonwealth Rent Assistance, 27.8% of households with a reference person or their partner aged 75 years or more (25,364) paid more than 30% of their income in rent.

Under the *Aged Persons Homes Act* (APHA) 1954, between 1954 and 1986, the Commonwealth provided subsidies to not-for-profit organisations such as churches, service organisations, local organisations and local governments for the construction of dwellings for older people. It is estimated that around 32,500 independent living units (ILUs) for older persons were constructed. However, little is known about the current state of these ILUs.

Swinburne Institute for Social Research (SISR) conducted a national survey through which it developed, for the first time, a national ILU database. This database will contribute to future research by providing researchers with a consolidated list of ILU organisations.

For the purpose of the survey an ILU had to meet all three of the following criteria:

- (i) managed by a not-for-profit organisation that had received subsidies for some units under APHA
- (ii) capital funds have not come from State Housing Authorities
- (iii) accessible to older persons with relatively low incomes and low assets, thus where the ingoing contribution is less than \$131,500 as at September 2010.

The national survey was limited in scope, seeking to identify ILU organisations, their contact details, the number of ILUs by local government area, and the total dwellings managed. SISR also compared the results of this survey with those from their 2002 national survey.

The key results were:

- A database consisting of 300 ILU organisations – this includes data on 271 ILU organisations from 263 returns received from ILU organisations (8 organisations operated across state/territory borders) plus another 29 organisations known to manage ILUs from public sources
- These 263 organisations manage 35,443 dwellings of which 17,491 (49%) are ILUs
- The ILUs in the survey housed 73 per 1,000 recipients of the Age Pension and Commonwealth Rent Assistance – this ratio varied widely by state/territory
- Of the 171 organisations that participated in the 2002 survey, at least 41 of these no longer provide ILUs
- 84 organisations participated in both the 2002 and 2010 survey – they now manage 2,115 (27%) fewer ILUs than they did in 2002
- Among ILU organisations that participated in the 2002 survey, the overall loss of ILUs between 2002 and 2010 is at least 3,539 ILUs (26%)

The emerging issues are:

- The higher ingoing contributions required by some ILU organisations, as the contribution is linked with prevailing property prices, and the implications of this for their traditional target group
- The relatively high proportion (25%) of ILU organisations that ceased providing ILUs between 2002 and 2010
- The relatively high loss (26%) of ILUs between 2002 and 2010.

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## 1. Background

### *Increasing demand from older renters*

The proportion of persons aged 65 years and over is increasing in Australia. The *2010 Intergenerational Report* indicates that, at June 2010, 13.5% of the population was aged 65 years and over. It projects that this proportion will increase to around 22.6% by June 2050.<sup>1</sup>

This change in population demographics will have significant impacts on the housing sector, in particular, an increasing demand from older households for particular types of dwellings with particular types of facilities.

The National Housing Supply Council projects that demand from older-person households will increase by 100% between 2008 and 2028 (from 1.6 million to 3.2 million households).<sup>2</sup> While most of this demand will be met through owner-occupied housing, a significant proportion will be met through the private rental and social housing sectors. Indeed, the demand from older-person households for private rental and social housing is estimated to grow at an even more rapid rate of 120% between 2008 and 2028 (from 146,200 to 321,400 for private rental housing and from 86,500 to 189,800 for social housing).<sup>3</sup>

### *Meeting current demand*

Currently, demand from older renters is met through the social housing sector, which includes public housing and community housing, and the private sector, which includes various forms of aged-specific housing such as some retirement villages, rental villages and non-private dwellings (rooming houses, boarding houses (known in some states as Supported Residential Services or SRSs) and caravan parks).

Older renters on low and fixed incomes seek long-term housing (indeed, permanent security of tenure) and housing that is appropriate, adequate and affordable. Retirement for older renters, particularly those with little superannuation, may bring with it a re-evaluation of their housing situation and sometimes a housing crisis as they seek to meet their housing costs on permanently lower incomes. At June 2010, 91,237 households in receipt of Commonwealth Rent Assistance (CRA) had a reference person or their partner aged 75 years or more.<sup>4</sup> Even when taking into account CRA, 27.8% of these households (25,364)

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1 Treasury 2010 *The 2010 Intergenerational Report: Australia to 2050: Future Challenges*, <http://www.treasury.gov.au/igr/igr2010/> p. 9

2 National Housing Supply Council 2010 *2nd State of Supply Report*, Department of Families, Housing, Community Services and Indigenous Affairs, Canberra [http://www.nhsc.org.au/state\\_of\\_supply/2009\\_ssr\\_rpt/stateofsupplyreport\\_2010.pdf](http://www.nhsc.org.au/state_of_supply/2009_ssr_rpt/stateofsupplyreport_2010.pdf) pp. 136, 141f

3 Ibid., pp. 136, 142f

On the increasing demand for social housing from older people with low incomes and low assets, see also McNelis S 2007 *Older Persons in Public Housing: Present and Future Profile*, Research Paper, Australian Housing and Urban Research Institute, Melbourne

[http://www.ahuri.edu.au/publications/download/50318\\_rp](http://www.ahuri.edu.au/publications/download/50318_rp) and

McDonald P and Temple J 2010 *Projections of Housing Demand in Australia, 2008-2038: Housing Needs of Older Australians Narrative Report*, National Housing Supply Council

[http://www.nhsc.org.au/housing\\_demand\\_08\\_38/olderhousing.pdf](http://www.nhsc.org.au/housing_demand_08_38/olderhousing.pdf)

McNelis 2007 estimated a 40% increase in demand for social housing by older person households between 2001 and 2011, and a 76% increase to 2016 (Table 32, p. 54). While the highest level of demand is from the 65-69 age group, the highest increase in demand comes from the 85+ age group, an increase of 118% to 2016 (p. 57).

4 Steering Committee for the Review of Government Service Provision 2011 *Report on Government Services 2011*, Productivity Commission, Canberra

[http://www.pc.gov.au/data/assets/pdf\\_file/0005/105368/083-chapter16-attachment.pdf](http://www.pc.gov.au/data/assets/pdf_file/0005/105368/083-chapter16-attachment.pdf)

Table 16A.58, 'Income units receiving CRA, by special needs and geographic location, 2010'

paid more than 30% of their income in rent.<sup>5</sup> 'Much of Australia's private housing stock (both rental and owner-occupied) is not accessible by frail older people or capable of being adapted to enable them to 'age in place'.<sup>6</sup> Whether the private sector can provide, appropriate, adequate and affordable housing is questionable and, at least, a matter of some debate.

While Commonwealth and state/territory governments are undertaking a range of initiatives to modify their stock<sup>7</sup> and to increase the supply of social housing for older renters, 'it is unclear whether there will be sufficient supply of alternative options for older people to meet the projected demand'.<sup>8</sup>

### **Independent living units**

Independent living units (ILUs) have been and continue to be a significant form of affordable rental housing for older people with relatively low incomes and low assets. These were built by not-for-profit organisations such as churches, service organisations, local organisations and local government between 1954 and 1986. They were funded through some mixture of donations from fund-raising activities, donations of land from local government, donations and loans from incoming residents, and subsidies from the Commonwealth government under the *Aged Persons' Homes Act* (APHA) 1954. Maintenance and management were the responsibility of ILU organisations. It is estimated that around 32,500 ILUs were constructed throughout Australia.<sup>9</sup> From 1986, Commonwealth subsidies ceased.

ILUs provided residents with independent living arrangements and were well located. They were the first phase of retirement villages in Australia. Subsequently, many not-for-profit organisations built hostels and nursing homes to cater for older people as they became more frail and required ongoing support.

In 2002, it was estimated that ILUs made up around 27 per cent of social housing for older people with relatively low incomes and low assets. With the increasing demand for affordable housing for older people, they will increasingly become a significant resource for age pensioners, self-funded retirees with limited incomes and also for older people who would otherwise be homeless.<sup>10</sup>

In the last decade, two studies have specifically investigated ILUs in Australia. The major one was in 2002 and included an extensive national survey covering organisations, residents and dwellings, auspiced by the Australian Housing and Urban Research Institute (AHURI) and conducted by Swinburne Institute for Social Research (SISR). The results were published in two reports and a statistical appendix.<sup>11</sup> The second study, a 2009 online mini-

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5 Ibid. Table 16A.82, '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 2010'

6 National Housing Supply Council 2010, p. 146

7 McNelis S & Neske C 2008 *Older Persons in Public Housing: The Policy and Management Issues*, Final Report No. 121, Australian Housing and Urban Research Institute, Melbourne  
[http://www.ahuri.edu.au/publications/download/50318\\_fr](http://www.ahuri.edu.au/publications/download/50318_fr) pp. 56-7

8 National Housing Supply Council 2010, p. 146

9 McNelis S & Herbert T 2004 *Independent Living Units: The Forgotten Social Housing Sector*, Final Report No. 53, Australian Housing and Urban Research Institute, Melbourne  
[http://www.ahuri.edu.au/publications/download/50138\\_fr](http://www.ahuri.edu.au/publications/download/50138_fr) Table 2, p. 17

10 Ibid. p. 16

11 McNelis S & Herbert T 2003 *Independent Living Units: Clarifying Their Current and Future Role as an Affordable Housing Option for Older People with Low Assets and Low Incomes*, Positioning Paper No. 59, Australian Housing and Urban Research Institute, Melbourne  
[http://www.ahuri.edu.au/publications/download/50138\\_pp](http://www.ahuri.edu.au/publications/download/50138_pp)

McNelis S & Herbert T 2004 *Independent Living Units: The Forgotten Social Housing Sector*, Final Report No. 53, Australian Housing and Urban Research Institute, Melbourne  
[http://www.ahuri.edu.au/publications/download/50138\\_fr](http://www.ahuri.edu.au/publications/download/50138_fr)



survey conducted by Aged and Community Services Australia (ACSA), explored the future intentions that organisations had for their ILU stock.

In addition, recently, the Queensland AHURI Research Centre conducted a major study of service-integrated housing for older people in both Australia and overseas. One component of this study was ILUs. The results are published in two AHURI reports.<sup>12</sup>

Key findings from the 2002 national survey of ILU organisations included:

- Some ILU organisations provided only ILUs, whereas others provide the full range of services from independent living to residential aged care
- ILUs are now between 40 and 50 years old and among the problems that they face are ILUs which are rundown and neglected, below community standards and no longer able to meet older people's housing expectations<sup>13</sup>
- Some ILU organisations did not have the knowledge, capital, governance or capacity to manage and maintain current ILU stock, and many providers have had difficulty finding alternative funding for the upgrade, reconfiguration and redevelopment
- Some ILU providers were considering withdrawing from providing ILUs, were using their ILU stock to cross-subsidise their residential aged care and were moving up-market and selling ILUs to provide capital for their residential aged-care facilities.<sup>14</sup>

A recent ACSA submission noted that some ILU providers were increasing rents or ingoing fees to cover capital costs.<sup>15</sup>

#### ***Will this valuable resource be lost?***

The research indicates that ILU organisations face great difficulties in continuing to provide ILUs to older people on relatively low incomes and low assets, due to ageing stock and the low income stream received as they house low income tenants. Over the past two decades, many ILUs have been lost to low income renters: some demolished and not replaced, some redeveloped and targeted at older people with higher incomes, some sold to the private sector, and some refurbished and targeted at older people with higher incomes.

With an ageing population, ILUs represent a valuable resource that is a key part of meeting the growing demand from older renters for secure, appropriate and affordable housing.

The Australian government is committed to increasing affordable housing stock and providing age-appropriate housing to older Australians. ILUs are a key source of housing for lower income older Australians. At present, little is known about the current state of the sector. The initial difficulty in developing a better understanding and in assessing the role and value of ILUs as a housing option for older people with relatively low incomes and low

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McNelis S & Herbert T 2004 *Independent Living Units: The Forgotten Social Housing Sector: Appendix 4: National Survey of Independent Living Units*, Appendix to Final Report No. 53, Australian Housing and Urban Research Institute, Melbourne  
[http://www.ahuri.edu.au/publications/download/50138\\_fr1](http://www.ahuri.edu.au/publications/download/50138_fr1)

12 Jones A, Tilse C, Bartlett H & Stimson B 2010 *Integrated Housing, Support and Care for People in Later Life*, Positioning Paper No. 108, Australian Housing and Urban Research Institute, Melbourne [http://www.ahuri.edu.au/publications/download/20287\\_pp](http://www.ahuri.edu.au/publications/download/20287_pp)

Jones A, Howe A, Tilse C, Bartlett H & Stimson B 2010 *Service Integrated Housing for Australians in Later Life*, Final Report No. 141, Australian Housing and Urban Research Institute, Melbourne  
[http://www.ahuri.edu.au/publications/download/20287\\_fr](http://www.ahuri.edu.au/publications/download/20287_fr)

13 McNelis & Herbert 2004 pp. 29-34

14 Ibid. pp. vii, x, 27, 53

15 ACSA *Green Paper on Homelessness Submission*, June 2008.

assets is that existing databases do not distinguish between ILUs and other forms of housing for older persons.

Further research work still needs to be undertaken on ILUs. The national database seeks to contribute to this future research by providing, for the first time, a consolidated database which FaHCSIA and other research partners can use to contact and work with ILU organisations.

In addition the database will allow partner organisations to contact and work with ILU organisations in providing support, a mechanism for facilitating discussion and collaborative activities, development of the sector and, where needed, education and training.

For this reason, the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA), jointly with Aged and Community Services Australia Inc (ACSA) and the Council on the Ageing (COTA), with input from the Department of Health and Ageing (DoHA), commissioned Swinburne Institute for Social Research (SISR) to undertake a national survey of ILU providers and develop a national ILU database.

## **2. Defining ILUs: the three eligibility criteria**

'Independent living unit' (ILU) is a term that is widely used in the aged-care sector and can refer to any type of self-contained dwelling that is specifically constructed for an older person or couple. ILUs can be found on single sites, small multi-dwelling sites or large and very large sites. They can be single cottages, row houses, town-houses, semi-detached dwellings, or flats within small or large apartment blocks. Many but not all are in retirement villages.

For the purpose of the survey, however, a definition of ILUs was developed that reflected the original target group of APHA, viz. older people on relatively low income and low assets. The survey was limited to ILUs that met all the following three criteria:

- (i) Dwellings managed by a not-for-profit organisation that have received subsidies for some units under APHA
- (ii) Dwellings where capital funds have not come from State Housing Authorities but include a broad range of sources such as ingoing contributions from tenants, donations and internal sources
- (iii) Dwellings which are accessible to older persons with relatively low incomes and low assets, thus where the ingoing contribution is less than \$131,500.

Non-for-profit organisations that received subsidies under APHA included: community organisations that could just be providing housing or a range of aged care services or even a broad range of welfare services; service organisations such as RSL and Lions; and local government.

ILUs have been funded through a variety of sources: ingoing contributions from residents, donations from residents or from public fundraising campaigns, land donated by local government, internal organisation funds etc. Subsidies under APHA supplemented these funds. The survey excluded any dwelling where capital funding was provided by State Housing Authorities which sourced their funds through the Commonwealth-State Housing Agreement (CSHA).<sup>16</sup> So, it sought to exclude all the dwellings specifically constructed for older persons that have been funded by State Housing Authorities since the early 1980s.

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<sup>16</sup> In 2009, the CSHA was replaced by the National Affordable Housing Agreement (NAHA). See <http://www.fahcsia.gov.au/sa/housing/progserv/affordability/affordablehousing/Pages/default.aspx>. As nearly all housing funded by State Housing Authorities was done so under the CSHA, the survey referred to the CSHA rather than NAHA.



Residents who contribute less than \$131,500 toward an ingoing contribution (usually in the form of loan) are eligible for Commonwealth Rent Assistance (CRA). According to current Centrelink provisions, where a resident of a retirement village or a granny flat pays an ingoing contribution equal to or less than the 'extra allowance amount', they are assessed as a non-homeowner and may qualify for rent assistance. At September 2010, the extra allowable amount was \$131,500. The extra allowable amount is the difference between the Centrelink non-homeowner assets test and the homeowner assets tests.<sup>17</sup>

Any not-for-profit organisation that provides at least one ILU is referred to throughout this report as an ILU organisation. In addition to one or more ILUs, they may provide other dwellings for older people: dwellings funded through the CSHA, dwellings where the ingoing contribution is more that \$131,000, and dwellings managed on a commercial basis.

### **3. Steering committee**

The national survey was conducted under the auspice of a steering committee comprising representatives from the Social Housing Branch (FaHCSIA), a representative from the Office for an Ageing Australia (Department of Health and Ageing), a representative from the National Council on the Ageing (COTA), a representative from Aged and Community Services Australia (ACSA) and a representative from an ILU organisation.

Through teleconferences, the steering committee assisted in the preparation of the brief for the national survey and database, monitored the progress of the survey and provided comments on this final report.

Steering committee members are listed at the beginning of this report.

### **4. The national survey**

The national survey was conducted between mid-October and mid-December 2010. Respondents were asked to return the survey only if they could meet the three eligibility criteria outlined above – the survey began by asking respondents whether they managed ILUs that met all three criteria.

The national survey comprised two parts: Part One sought information for inclusion on the database; Part Two sought the consent of organisations for their inclusion on the database. The questions in each part covered the following:

#### **PART 1: THE SURVEY**

- Name of organisation that manages/owns ILUs
- Contact details of provider organisation: contact person, address, phone and email
- Whether organisation is affiliated with a larger organisation
- Total number of independent/self-contained dwellings for older people managed by the organisation
- Total number of ILUs managed by the organisation
- Number of ILUs by location (local government area)
- Decade in which the ILUs were initially constructed

#### **PART 2: CONSENT TO USE SURVEY INFORMATION**

- Consent from the organisation for its name and other details (contact details, number of ILUs managed and location of ILUs) to be included on the national

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17 Centrelink 2010 *Seniors Payment Rates 20 September-31 December 2010*, p. 6  
[http://www.centrelink.gov.au/internet/internet.nsf/filestores/co030\\_1009/\\$file/co030\\_1009en.pdf](http://www.centrelink.gov.au/internet/internet.nsf/filestores/co030_1009/$file/co030_1009en.pdf).

database of ILU organisations to be held by the Department of Families, Housing, Community Services and Indigenous Affairs

- Consent for other information in the survey to be made available for research and partner organisations
- Consent to be contacted within the next 12 months for further information regarding the survey.

A copy of the national survey is attached in Appendix 2.

Prior to its distribution the survey was piloted in each state to test the ease with which it could be completed and to ensure that the terms used were understood as the terminology varies between states. All respondents to the pilot had no difficulty in completing the survey but some minor changes were made as a result of the pilot.

## **5. Distribution and coverage of the national survey**

The national survey sought to identify all ILU organisations in Australia so it was distributed as widely as possible with extensive follow-up by phone and email to ensure the highest rate of return.

It was promoted through industry magazines, email bulletins and the national ACSA conference. Some organisations received multiple surveys. Some received copies at individual ILU sites as well as to their central administration. Conversely, organisations that did not belong to an industry association (such as the aged care peak in their state) and had no web presence may have missed the survey.

Over 1,000 surveys were distributed directly to organisations identified through web searches and industry directories including but not exclusively COTA, DPS, Wisecare, villages.com.au, the Australian Aged Care Guide, state-based Seniors Information services and state-based Offices of Fair Trading (where states require registration of operators of retirement villages). As well as distributing the survey directly to organisations, it was distributed indirectly via email to members of the state peaks of Aged and Community Services Australia and Retirement Villages Australia.

In some states, the eligibility of organisations was publicly known as Seniors Information and COTAs have directories of not-for-profit housing organisations which includes information on ongoing contributions. There was, however, an issue of how up to date this information was.

A web page was developed: <http://www.sisr.net/Flagships/SC/Projects/ILU.htm>. This provided a quick reference to an overview of the project and a link to the online survey and to the electronic version of the survey for downloading.

The national survey was produced in three forms:

- a paper survey was mailed directly to possible ILU organisations. It could be returned in a pre-paid return envelope or by fax
- an online survey. The web address for the online survey was advertised in the paper survey, in email notices and on the project web page
- an electronic version using the form function of PDF reader. This version was attached to emails sent out by state peaks of the ACSA network to their members. It could also be downloaded from the project web page which was advertised in the paper survey. It could be completed electronically and emailed directly to the consultant by clicking on a link, or alternatively, it could be printed and returned via post (to a pre-paid address) or by fax.

To maximise responses, a large number of phone calls were made to organisations believed to manage ILUs that met the eligibility criteria.

Reminder cards were sent directly and through the ACSA state peaks. Where an email address was known, reminders were sent via email.

## 6. Survey returns

SISR received a total of 263 returns (after some deletions for double returns).<sup>18</sup>

Some were from organisations who reported on all their sites. Some were from individual sites of a larger organisation. We have sought to reduce any double counting as much as possible, but there may still be some.

For future research, it is interesting to note that survey returns were predominantly in paper form as outlined in Table 1.

**Table 1: Number and percentage of survey returns by type**

| Type of survey return    | Returns    |             |
|--------------------------|------------|-------------|
|                          | #          | %           |
| Paper (by post)          | 195        | 74%         |
| Electronic version (PDF) | 11         | 4%          |
| Online                   | 53         | 20%         |
| Paper (by fax)           | 4          | 2%          |
| <b>Total</b>             | <b>263</b> | <b>100%</b> |

Some caution with these returns also needs to be taken as organisations struggled with criteria (ii) and (iii) outlined on page 4 of this report.

In regard to criteria (ii), an answer to this question often relied on the memory of individuals and could be confusing where there had been capital upgrades. Given that some of the stock is 50 years old, the funding sources are in some cases quite obscure. In regard to criteria (iii), rental units were not an issue but some organisations interpreted the ingoing contribution historically (what the resident paid some or many years ago) rather than the contribution an older person would pay if they entered the unit now.

Respondents were asked to nominate the decade in which their ILUs were built. This was intended to assist in identifying the funding source (to determine eligibility). Like criteria (iii), the data supplied relies heavily on memory, and the responses indicate a high degree of unreliability. This is a particularly difficult question to answer where mergers of organisations and transfers of stock or management have occurred.

## 7. Results of the national survey

This section includes the results of the national survey of ILU organisations. As outlined above in Section 5, every effort has been made to contact and include all ILU organisations. On this basis, we believe that most ILU organisations have completed the survey. However, as the total number of ILU organisations is unknown, we are unable to estimate the proportion of ILU organisations or ILUs covered by the national survey. As indicated below in Section 9, we do know from public sources that a further 29 ILU organisations did not respond to the survey despite numerous phone calls.

This section presents the results from the national survey and does not extrapolate from these results.

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<sup>18</sup> This compares very favourably to the previous Swinburne survey in 2002 with 172 returns (after some exclusions of ineligible organisations).

### 7.1 ILU organisations by state/territory

Table 2 indicates the number of ILU organisations in each state/territory that responded to the survey.

The highest number of responses was received from Victoria where COTA provide a good directory of ILU organisations. While Tasmania has the lowest number of responses, we believe that these are nearly all the ILU organisations in that state.

7 organisations based in one state operated across another state/territory, while 1 operated across another 2 states/territories.

**Table 2: Number of ILU organisations by state/territory**

| <b>State/territory</b>       | <b>Number of ILU organisations</b> |
|------------------------------|------------------------------------|
| NSW                          | 78                                 |
| Victoria                     | 81                                 |
| Queensland                   | 18                                 |
| South Australia              | 52                                 |
| Western Australia            | 20                                 |
| Tasmania                     | 15                                 |
| Australian Capital Territory | 6                                  |
| Northern Territory           | 1                                  |
| <b>Total</b>                 | <b>263*</b>                        |

**Note:** \* This figure is not the sum of the above state/territory figures because 5 of the 6 ILU organisations operating in the ACT are based in NSW, 1 ILU organisation operating in Tasmania is based in Victoria, the ILU organisation operating in Northern Territory is based in South Australia and 1 ILU organisation operates in NSW, ACT and Queensland.

### 7.2 Total dwellings managed and ILUs by state/territory

In addition to ILUs (as defined above), ILU organisations also manage other housing stock which is targeted at older people in higher income groups. Table 3 provides the total number of dwellings managed as well as the number of ILUs managed by ILU organisations in each state/territory. It also presents the ILUs as a proportion of total dwellings managed by ILU organisations.

From the survey results, NSW is the state with largest number of ILUs (4,831) but relative to population South Australia would appear to have the highest proportion of ILUs (4,497).

The table also shows that the proportion of dwellings managed by ILU organisations that are available to people with relatively low income and low assets varies considerably from state/territory to state/territory. The lower proportion indicates that ILU organisations have, in addition to their ILUs, expanded their housing operations to include higher income target groups. This could be achieved in a number of ways: by purchasing land and constructing new stock specifically for these groups, by redeveloping ILU sites, by adding stock to current ILU sites, by refurbishing or reconfiguring ILUs and targeting these units at higher income groups, by selling ILUs and retaining other stock, or by targeting some current ILUs to higher income groups.

**Table 3: Dwellings and ILUs managed by ILU organisations by state/territory**

| <b>State/territory</b>       | <b>Total dwellings managed</b> | <b>ILUs managed</b> | <b>ILUs as a proportion of total dwellings managed</b> |
|------------------------------|--------------------------------|---------------------|--|
| NSW                          | 12,225                         | 4,831               | 40%  |
| Victoria                     | 5,132                          | 3,283               | 64%  |
| Queensland                   | 4,588                          | 1,347               | 29%  |
| South Australia              | 6,350                          | 4,497               | 71%  |
| Western Australia            | 5,357                          | 2,403               | 45%  |
| Tasmania                     | 1,132                          | 804                 | 71%  |
| Australian Capital Territory | 647                            | 314                 | 49%  |
| Northern Territory           | 12                             | 12                  | 100%   |
| <b>Total</b>                 | <b>35,443</b>                  | <b>17,491</b>       | <b>49%</b>   |

Queensland has the lowest proportion of ILUs with only 29%, indicating that ILU organisations largely manage housing stock targeted at higher income groups. Tasmania (71%) and South Australia (71%) followed by Victoria (64%) manage dwellings in which a high proportion are ILUs.

### **7.3 ILUs by local government area in each state/territory**

Appendix 1 outlines the number of ILUs and ILU organisations in each local government area (LGA) by state/territory from the survey results.

In their responses, some ILU organisations provided data for each LGA on all their dwelling stock rather than just ILUs. So, some LGAs will include non-ILUs. The number of non-ILUs included in the data is noted at the end of the table for each state/territory.

### **7.4 ILUs and Age Pension recipients of rent assistance by state/territory**

The target group for ILUs is those households on the Age Pension eligible for Commonwealth Rent Assistance (CRA). By calculating the ratio of ILUs to those receiving the Age Pension and CRA, we get a picture of the extent to which ILUs in the survey meet this target group. (Note: public housing tenants are not eligible for CRA.) Table 4 outlines, for each state/territory, the number of older people receiving both the Age Pension and Commonwealth Rent Assistance (CRA) and the number of ILUs in the national survey. The final column indicates the relativity of ILUs in the survey to recipients of the Age Pension and CRA in each state/territory.

From ILUs included in the national survey, the nationwide average is 73 ILUs per 1,000 recipients of the Age Pension and CRA. However, there is considerable variation between the states. South Australia with 259 ILUs per 1,000 recipients has, by far, the highest relative proportion of ILUs of all the states/territories (apart from the small numbers in the ACT). In the Northern Territory and the ACT, where few, if any, ILUs were constructed with subsidies through APHA, there are 14 ILUs and 300 ILUs per 1,000 recipients respectively. In other states, they range from a low of 22 ILUs per 1,000 recipients in Queensland to a high of 141 in Tasmania.

**Table 4: Recipients of Age Pension and CRA and ILUs in the national survey by state/territory**

| <b>State/territory</b> | <b>Recipients of Age Pension and CRA</b> | <b>ILUs in the national survey</b> | <b>Number of ILUs in the national survey per 1,000 recipients of Age Pension and CRA</b> |
|------------------------|--|------------------------------------|--|
| NSW                    | 82,233                                   | 4,831                              | 59   |
| Victoria               | 49,711                                   | 3,283                              | 66   |
| Queensland             | 60,300                                   | 1,347                              | 22   |
| South Australia        | 17,373                                   | 4,497                              | 259  |
| Western Australia      | 21,132                                   | 2,403                              | 114  |
| Tasmania               | 5,698                                    | 804                                | 141  |
| ACT                    | 1,048                                    | 314                                | 300  |
| Northern Territory     | 853                                      | 12                                 | 14   |
| Unknown/not specified  | 33                                       | -                                  | -  |
| <b>Total</b>           | <b>238,381</b>                           | <b>17,491</b>                      | <b>73</b>  |

**Source:** Recipients of Age Pension who also received CRA at 4 June 2010, unpublished Centrelink data from Housing Payments Section, FaHCSIA

**Note:** The results of this table are based on the number of ILUs in the national survey. While every effort was made for the survey to be a census of all ILU organisations, the extent to which it covers all ILU organisations is unknown. While the table highlights the relativities between the states/territories, the results are indicative only as an unknown number of ILUs from each state/territory are not included.

### **7.5 2002 responses compared with 2010 responses**

In 2002, Swinburne undertook an extensive national survey of ILU organisations. Table 5 compares the number of returns in 2002 and 2010 for each state/territory.

**Table 5: Comparison of returns, 2002 and 2010 by state/territory**

| <b>State/territory</b> | <b>2002 returns</b> | <b>2010 returns</b> |
|------------------------|---------------------|---------------------|
| New South Wales        | 34                  | 78                  |
| Victoria               | 70                  | 81                  |
| Queensland             | 23                  | 18                  |
| South Australia        | 17                  | 52                  |
| Western Australia      | 20                  | 20                  |
| Tasmania               | 7                   | 15                  |
| ACT                    | -                   | 6                   |
| Northern Territory     | -                   | 1                   |
| <b>Total</b>           | <b>171</b>          | <b>263*</b>         |

**Note:** \* This figure is not the sum of the above state/territory figures because 5 of the 6 ILU organisations operating in the ACT are based in NSW, 1 ILU organisation operating in Tasmania is based in Victoria, the ILU organisation operating in Northern Territory is based in South Australia and 1 ILU organisation operates in NSW, ACT and Queensland.



Table 5 indicates an increase in returns on the 2002 survey in all states except for Queensland and Western Australia. In South Australia returns tripled, while in New South Wales they more than doubled. One reason for the higher response rate to the 2010 survey relates to the nature and complexity of the two surveys. The 2002 survey required extensive work on the part of ILU organisations as it covered a broad range of topics: the ILU organisation and its range of services, its governance and its future directions and priorities, ILU stock and its characteristics, its legal status, its management and its financing, the occupants of ILUs and the provision of support services.<sup>19</sup> The 2010 survey, however, was very brief, requiring less than 15 minutes to complete, and only sought basic information.

Table 6 compares the number of ILU organisations and ILUs in the 2002 survey and the 2010 survey. Despite a 53% increase in ILU organisations participating in the 2010 survey, the number of ILUs has only increased by 25%. Moreover, the average number of ILUs per organisation has decreased from 80 in 2002 to 66 in 2010. This decrease is more significant in some states. One reason may be that the 2010 survey picked up many smaller ILU organisations.

**Table 6: Comparison of ILU organisations and ILUs, 2002 and 2010, by state**

| State             | 2002       |               |           | 2010       |               |           |
|-------------------|------------|---------------|-----------|------------|---------------|-----------|
|                   | Orgs       | ILUs          | Ave.      | Orgs       | ILUs          | Ave.      |
| New South Wales   | 34         | 2,209         | 65        | 78         | 4,831         | 62        |
| Victoria          | 70         | 3,393         | 48        | 81         | 3,283         | 41        |
| Queensland        | 23         | 2,354         | 102       | 18         | 1,347         | 75        |
| South Australia   | 17         | 2,429         | 143       | 52         | 4,497         | 86        |
| Western Australia | 20         | 3,017         | 151       | 20         | 2,403         | 120       |
| Tasmania          | 7          | 284           | 41        | 15         | 804           | 54        |
| <b>Total</b>      | <b>171</b> | <b>13,686</b> | <b>80</b> | <b>262</b> | <b>17,165</b> | <b>66</b> |

As an additional task, we compared returns from the 2002 survey with those from the 2010 survey to ascertain (i) whether the 2002 ILU organisations continued to provide ILUs and (ii) whether the number of ILUs managed by these organisations had changed.

Table 7 shows, for each state, the number of organisations in the 2002 survey (Column 2) and their status, as far as we could ascertain in 2010. Columns 3-7 show the number of ILU organisations: who continue to provide ILUs in 2010; which merged or transferred their stock to another ILU organisation; who did not respond to the 2010 survey; whose status is unknown, and who no longer provide ILUs. The last four columns outline the reason for the change in their status (where this could be identified). The reasons were identified through phone calls to organisations or through information provided on their website.

<sup>19</sup> For more detail see McNelis & Herbert 2004.

**Table 7: The 2010 status of ILU organisations who participated in the 2002 survey and reason for change in status by state<sup>#</sup>**

| State             | 2002       | 2010 status |                                 |             |          | Orgs no longer providing ILUs | Reason for change in status             |           |                             |               |
|-------------------|------------|-------------|---------------------------------|-------------|----------|-------------------------------|---|-----------|-----------------------------|---------------|
|                   | ILU orgs   | ILU orgs    | ILU orgs merged /stock transfer | No response | Unknown  |                               | Ingoing contribution now over \$131,000 | No ILUs   | ILUs sold to private sector | Funded by SHA |
|                   |            |             |                                 |             |          |                               |   |           |                             |               |
| New South Wales   | 34         | 17          |                                 | 7           | 2        | 8                             | 4                                       | 4         |                             |               |
| Victoria          | 70         | 31          | 1                               | 20          | 1        | 17                            | 4                                       | 11        | 2                           |               |
| Queensland        | 23         | 8           |                                 | 3           | 2        | 10                            | 4                                       | 5         |                             | 1             |
| South Australia   | 17         | 13          |                                 | 2           | 1        | 1                             | 1                                       |           |                             |               |
| Western Australia | 20         | 9           |                                 | 6           | 1        | 4                             | 2                                       | 1         | 1                           |               |
| Tasmania          | 7          | 6           |                                 |             |          | 1                             |   | 1         |                             |               |
| <b>Total</b>      | <b>171</b> | <b>84</b>   | <b>1</b>                        | <b>38</b>   | <b>7</b> | <b>41</b>                     | <b>15</b>                               | <b>22</b> | <b>3</b>                    | <b>1</b>      |

**Note:**

<sup>#</sup> The results in this table are indicative only and should be used with some caution. Some of the results are based on data we gather informally through phone calls and websites. The data would be more reliable after further extensive rechecking and confirming/reconfirming with ILU providers to verify their status.

**Table 8: Loss of ILUs between 2002 survey and 2010 survey from among ILU organisations**

| <b>State</b>      | <b>ILU orgs</b> | <b>ILU orgs included</b> | <b>ILUs in 2002</b> | <b>ILUs in 2010</b> | <b>Loss of ILUs</b> | <b>% loss of ILUs</b> | <b>Comment</b>   |
|-------------------|-----------------|--------------------------|---------------------|---------------------|---------------------|-----------------------|--|
| New South Wales   | 17              | 12                       | 1,091               | 827                 | -264                | -24%                  | 3 orgs lost over 50% ILUs; 2 orgs lost more than 50 ILUs; 1 lost more than 100 ILUs;   |
| Victoria          | 31              | 25                       | 1,029               | 876                 | -153                | -15%                  | 5 lost more than 50% ILUs; 2 more than 50 ILUs;  |
| Queensland        | 8               | 5                        | 1,881               | 958                 | -923                | -49%                  | 1 org lost more than 600 ILUs; 1 org lost more than 200 ILUs; 2 orgs lost over 50% ILUs  |
| South Australia   | 13              | 13                       | 1,894               | 1,920               | 26                  | 1%                    | 2 orgs increased by more than 20 ILUs; 3 orgs increased by more than 50% ILUs; 3 orgs decreased by more 20%                    |
| Western Australia | 9               | 9                        | 1,700               | 983                 | -717                | -42%                  | 1 org lost more than 500 ILUs; 2 orgs lost more than 100 ILUs; 1 org increased by more than 40 ILUs; 3 orgs lost more 50% ILUs |
| Tasmania          | 6               | 5                        | 237                 | 153                 | -84                 | -35%                  | 2 orgs lost more than 25 ILUs; 3 orgs lost more than 50% ILUs  |
| <b>All states</b> | <b>84</b>       | <b>69</b>                | <b>7,832</b>        | <b>5,717</b>        | <b>-2,115</b>       | <b>-27%</b>           |  |

**Note:**

\* We were unable to include organisations where, in 2010, we could not identify their current number of ILUs – many of these were part of a return from a larger organisation.

In summary, 84 from the previous 171 organisations continue to provide ILUs in 2010. One ILU organisation in Victoria has merged with another ILU organisation.

38 organisations did not respond to the 2010 survey (20 of whom were from Victoria) and it can be assumed that, for at least some, their non-response is the result of no longer providing ILUs. Some now appear to only provide residential aged care only.

The status of 7 organisations is unknown – some because of the incomplete material available from the 2002 survey, some because they could not be traced.

41 organisations no longer provide ILUs according the three criteria outlined above: 15 of these no longer provided ILUs with an entry contribution of less than \$131,500, 22 no longer manage ILUs, 3 had sold their ILUs privately, and 1 was funded by a State Housing Authority.

In follow-up phone calls, some organisations indicated that the ingoing contribution was more than \$131,500 because they had linked it to the market price of property in the local area.

Table 8 outlines the loss of ILUs from ILU organisations between the 2002 survey and the 2010 survey (where they participated in both surveys). It shows a loss among current ILU organisations of 27% ranging from 49% in Queensland to 15% in Victoria. South Australia is the only state in which the number of ILUs increased (marginally) in this group of ILU organisations. The last column provides some comments on these losses.

Table 9 outlines the loss of ILUs from both current ILU organisations (who participated in the 2002 survey) and from ILU organisations in 2002 who no longer provide ILUs. The overall loss is 26%, ranging from 49% in Queensland to 23% in Victoria. Again, South Australia is the only state in which the number of ILUs increased (marginally).

**Table 9: Loss of ILUs from ILU organisations in 2002 survey by state**

| State             | ILU losses    |                  |                            |               |             |
|-------------------|---------------|------------------|----------------------------|---------------|-------------|
|                   | ILUs in 2002  | Current ILU orgs | Orgs ceased providing ILUs | Total losses  | % losses    |
| New South Wales   | 2,209         | -264             | -263                       | -527          | -24%        |
| Victoria          | 3,393         | -153             | -620                       | -773          | -23%        |
| Queensland        | 2,354         | -923             | -232                       | -1155         | -49%        |
| South Australia   | 2,429         | 26               | -3                         | 23            | 1%          |
| Western Australia | 3,017         | -717             | -296                       | -1013         | -34%        |
| Tasmania          | 284           | -84              | -10                        | -94           | -33%        |
| <b>All states</b> | <b>13,686</b> | <b>-2,115</b>    | <b>-1,424</b>              | <b>-3,539</b> | <b>-26%</b> |

## 8. Consent to use survey information

The survey sought three consents from respondents:

- Consent to include organisation (and particular details) in the national ILU database
- Consent to provide other information in the survey for future research and to partner organisations
- Consent to being contacted over the next 12 months.

Nearly all respondents consented to these three requests. However, a proportion has refused consent to one or more request. These are outlined in Table 10.

**Table 10: Consent**

| <b>Type of consent</b>     | <b>#</b> | <b>%</b> |
|----------------------------|----------|----------|
| ILU national database      |          |          |
| Full                       | 221      | 84%      |
| Partial                    | 27       | 10%      |
| No                         | 6        | 2%       |
| No response                | 9        | 3%       |
| Other information          |          |          |
| Yes                        | 232      | 88%      |
| No response                | 5        | 2%       |
| No                         | 26       | 10%      |
| Follow-up within 12 months |          |          |
| Yes                        | 238      | 90%      |
| No response                | 9        | 3%       |
| No                         | 16       | 6%       |

N=263

## **9. The ILU national database**

The ILU national database is provided as separate EXCEL file. It contains 22 fields as follows:

- Column A: ID number with an initial character followed by a three digit number – the initial character indicates the state/territory in which the organisation is located; the three digit number is a unique number for each organisation (with the first number based on state postcodes)
- Column B: Organisation name
- Column C: Postal address
- Column D: Other address (street address where the postal address is a PO box)
- Column E: Suburb
- Column F: Postcode
- Column G: State/territory
- Column H: Email address
- Column I: Phone number
- Column J: Contact person
- Column K: Contact position
- Column L: Web address (Note: the web address was not requested in the survey and it may not be accurate; it is assumed from the email address with known ISP email addresses deleted)
- Column M: Whether the organisation is affiliated with another organisation
- Column N: Where the organisation is affiliated with another organisation, the name of this organisation
- Column O: The number of dwellings managed by the organisation
- Column P: The number of ILUs managed by the organisation

- Column Q: The number of ILUs managed by the organisation by LGA
- Column R: The date added to national database
- Column S: The date on which the ILU organisation's data was last updated
- Column T: The source of the information – whether from the survey or from public sources
- Column U: The person updating the ILU organisation's data
- Column V: Comments

Where organisations only gave partial consent, only those details for which consent was provided have been included.

The ILU national database consists of 300 organisations. It includes all data on organisations to the extent that they completed the survey and gave full or partial consent for data to be included on the database. The name of 21 organisations has not been included at their request. Some organisations provided consent for the inclusion of their contact details but not their organisation's name. Others only consented to the number of their ILUs being included. For 6 organisations which completed the survey and did not give consent for their inclusion on the national ILU database, no data has been included.

Also included on the database are 29 organisations (noted in Column T as 'Public') who did not respond to the survey but whom we believe, from publicly available information, provide ILUs. The data on these organisations is incomplete.

## **10. Some lessons and some issues to follow up**

### ***10.1 Issues for researchers***

The national survey revealed some issues for researchers in the future. Four are of particular importance.

First, the best place to send a survey. Some organisations provide ILUs as one among a number of aged care or welfare services. Some manage ILUs over a number of sites. Their management structure can vary considerably. Some organisations manage their ILUs from a central location, while others manage them locally. In contacting ILU organisations it is important to keep this in mind. The database seeks to reflect these differences in management by providing the best place or places that will respond to requests for information etc.

Second, the preferred mode of communication. It was noticeable that most ILU organisations returned the national survey via mail even though the state peaks of the ACSA network regularly communicated with members via email and both online and an electronic version of the survey were readily available (see Table 1). As noted above, the pilot survey indicated that respondents had no problems with the construction of the survey. However, it seems that paper based communication is the preferred mode of communication.

Third, the survey sought information on the location (by LGA) of ILUs. Some organisations, however, provided data for all dwellings managed, rather than just ILUs. This has been noted in the 'Comments' field of the database.

Fourth, as noted previously, some organisations included ILUs where the historical ingoing contribution was less than \$131,000 rather than what a resident would contribute were the unit available at the time of the survey.



### ***10.2 Ingoing contributions based on prevailing property prices***

We noted above that some organisations participating in the 2002 survey had increased their ingoing contribution beyond \$131,500 and were no longer providing ILUs.<sup>20</sup> In follow-up telephone calls whereby we gained this information, we found that some had linked their ingoing contribution with prevailing property prices rather than with replacement costs. As a result, it would seem that general housing inflation has significantly affected the supply of ILUs.

The extent to which ingoing contributions are linked to market price calls for further inquiry.

The shift from replacement cost (depreciation) to market value could reflect a changed approach to accounting practices and the commercial reality inherent in a growth strategy based on leveraging assets: it may be that these ingoing contributions allow them to expand their overall stock; it could reflect a shift in their target group to those with a capacity to pay higher ingoing contributions; it could be that ILU organisations are making larger profits from developing and managing luxury 'retirement villages' to subsidise other activities. Whatever the cause, the change in practice necessitates a greater capital contribution from residents and/or a higher rental yield. This marks a significant change of approach in which financial management takes precedence over social objectives.

ILU organisations are independent organisations that make their own decisions as to their changing priorities, the use of their assets and their target groups. There is a need, however, to understand whether, the extent to which and the reasons why ILU organisations have increased ingoing contributions and, shifted away from ILUs towards aged housing for higher-income groups or towards residential aged care or towards other services.

### ***10.3 ILU organisations no longer providing ILUs***

Table 7 compared 2002 ILU organisations with their current status and found that nearly 25% of organisations from 2002 (41 of the 171 organisations) no longer provided ILUs. This is major cause for concern for the future of ILUs and a key issue for further investigation.

### ***10.4 Loss of ILUs between 2002 and 2010***

The loss of ILUs between 2002 and 2010, as indicated in Table 8 and Table 9, is a worrying sign. Overall, of ILUs counted in 2002, 26% have been lost. The losses have been particularly acute in Queensland (49%), Western Australia (34%) and Tasmania (33%). As mentioned above in Section 10.3, some organisations no longer provide ILUs. In addition to this, some have reduced their number of ILUs. The reasons for this are not known and require further investigation.

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<sup>20</sup> In 2002, the 'extra allowable amount' was just over \$100,000 and these organisations met this criterion at that time.



## APPENDIX 1: ILUs by state/territory and local government area

### Notes:

(i) This data on ILUs by local government area (LGA) may include some dwellings that are not ILUs. The second last row of each table indicates the number of non-ILU dwellings included in the data.

(ii) Where an LGA is not listed, ILU organisations participating in the survey did not manage ILUs in this LGA.

### *New South Wales*

| LGA               | Dwellings | ILU organisations |
|-------------------|-----------|-------------------|
| Albury            | 64        | 3                 |
| Armidale          | 34        | 1                 |
| Ashfield          | 1         | 1                 |
| Ballina           | 106       | 2                 |
| Balranald         | 3         | 1                 |
| Bankstown         | 57        | 2                 |
| Bathurst          | 21        | 1                 |
| Baulkham Hills    | 4         | 1                 |
| Bega Valley       | 90        | 1                 |
| Bellingen         | 20        | 2                 |
| Blacktown         | 51        | 2                 |
| Bland             | 12        | 1                 |
| Blue Mountains    | 1         | 1                 |
| Boorowa           | 8         | 1                 |
| Burwood           | 75        | 2                 |
| Camden            | 264       | 1                 |
| Campbelltown      | 262       | 1                 |
| Canada Bay        | 43        | 1                 |
| Canterbury        | 24        | 1                 |
| Clarence Valley   | 77        | 2                 |
| Coffs Harbour     | 167       | 6                 |
| Coolamon          | 16        | 1                 |
| Corowa            | 6         | 1                 |
| Cowra             | 21        | 2                 |
| Culcairn          | 29        | 1                 |
| Dubbo             | 191       | 3                 |
| Eurobodalla       | 85        | 1                 |
| Fairfield         | 21        | 1                 |
| Glen Innes Severn | 6         | 1                 |
| Gosford           | 330       | 7                 |
| Goulburn          | 41        | 1                 |
| Grafton           | 4         | 1                 |
| Great Lakes       | 6         | 1                 |

| <b>LGA</b>      | <b>Dwellings</b> | <b>ILU organisations</b> |
|-----------------|------------------|--------------------------|
| Guyra           | 7                | 1                        |
| Hawkesbury      | 9                | 1                        |
| Hay             | 1                | 1                        |
| Holroyd         | 161              | 2                        |
| Hornsby         | 134              | 6                        |
| Hunters Hill    | 45               | 2                        |
| Hurstville      | 99               | 2                        |
| Inverell        | 9                | 1                        |
| Kempsey         | 3                | 1                        |
| Kiama           | 52               | 2                        |
| Ku-ring-gai     | 98               | 4                        |
| Lake Macquarie  | 272              | 4                        |
| Lane Cove       | 57               | 1                        |
| Leeton          | 14               | 2                        |
| Lismore         | 68               | 3                        |
| Liverpool       | 16               | 1                        |
| Maitland        | 60               | 1                        |
| Manly           | 1                | 1                        |
| Marrickville    | 62               | 2                        |
| Mid-Western     | 8                | 1                        |
| Molong          | 12               | 1                        |
| Mosman          | 2                | 1                        |
| Murrumbidgee    | 6                | 1                        |
| Nambucca        | 22               | 2                        |
| Narromine       | 27               | 1                        |
| Newcastle       | 60               | 4                        |
| Orange          | 24               | 1                        |
| Parkes          | 41               | 3                        |
| Parramatta      | 132              | 5                        |
| Penrith         | 10               | 2                        |
| Port Stephens   | 1                | 1                        |
| Randwick        | 40               | 2                        |
| Richmond Valley | 32               | 4                        |
| Rockdale        | 49               | 3                        |
| Ryde            | 22               | 2                        |
| Shoalhaven      | 186              | 2                        |
| South Sydney    | 6                | 1                        |
| Sutherland      | 64               | 2                        |
| Sydney          | 48               | 2                        |
| Tamworth        | 46               | 3                        |
| Temora          | 16               | 1                        |
| Tenterfield     | 6                | 1                        |
| The Hills       | 184              | 6                        |
| Upper Hunter    | 84               | 2                        |

| <b>LGA</b>         | <b>Dwellings</b> | <b>ILU organisations</b> |
|--------------------|------------------|--------------------------|
| Wagga Wagga        | 76               | 2                        |
| Warringah          | 109              | 5                        |
| Warrumbungle       | 25               | 2                        |
| Waverley           | 2                | 1                        |
| West Wyalong       | 9                | 1                        |
| Willoughby         | 44               | 3                        |
| Wingecarribee      | 32               | 3                        |
| Wollondilly        | 56               | 1                        |
| Wollongong         | 763              | 4                        |
| Woollahra          | 1                | 1                        |
| Wyong              | 7                | 2                        |
| Unknown            | 653              | 2                        |
| <b>Total Units</b> | <b>6,213</b>     | <b>78</b>                |
| Non-ILUs included  | 1,382            | 6                        |
| <b>Total ILUs</b>  | <b>4,831</b>     | <b>78</b>                |

## Victoria

| LGA                  | Dwellings | ILU organisations |
|----------------------|-----------|-------------------|
| Ballarat             | 62        | 5                 |
| Banyule              | 247       | 4                 |
| Bass Coast           | 53        | 2                 |
| Bayside              | 87        | 3                 |
| Benalla              | 18        | 1                 |
| Boroondara           | 152       | 4                 |
| Brimbank             | 48        | 2                 |
| Buloke               | 14        | 1                 |
| Campaspe             | 18        | 1                 |
| Casey                | 34        | 1                 |
| Central Goldfields   | 54        | 4                 |
| Colac Otway          | 29        | 1                 |
| Darebin              | 52        | 3                 |
| East Gippsland       | 80        | 1                 |
| Frankston            | 3         | 1                 |
| Glen Eira            | 109       | 2                 |
| Glenelg              | 8         | 1                 |
| Greater Bendigo      | 144       | 5                 |
| Greater Dandenong    | 104       | 3                 |
| Greater Geelong      | 269       | 8                 |
| Greater Shepparton   | 10        | 1                 |
| Hindmarsh            | 12        | 1                 |
| Indigo               | 26        | 1                 |
| Kingston             | 22        | 2                 |
| Knox                 | 20        | 2                 |
| Latrobe              | 77        | 2                 |
| Macedon Ranges       | 95        | 3                 |
| Manningham           | 18        | 2                 |
| Maroondah            | 34        | 1                 |
| Mildura              | 90        | 5                 |
| Mitchell             | 16        | 2                 |
| Moira                | 51        | 3                 |
| Monash               | 59        | 2                 |
| Moorabool            | 18        | 1                 |
| Moreland             | 56        | 1                 |
| Mornington Peninsula | 6         | 1                 |
| Mount Alexander      | 20        | 2                 |
| Moyne                | 10        | 1                 |
| Murrindindi          | 3         | 1                 |
| Nillumbik            | 65        | 1                 |
| Northern Grampians   | 62        | 4                 |
| Port Phillip         | 48        | 3                 |



| <b>LGA</b>             | <b>Dwellings</b> | <b>ILU organisations</b> |
|------------------------|------------------|--------------------------|
| Queenscliffe           | 4                | 1                        |
| South Gippsland        | 33               | 2                        |
| Southern Grampians     | 50               | 1                        |
| Stonnington            | 168              | 3                        |
| Strathbogie            | 20               | 1                        |
| Surf Coast             | 6                | 1                        |
| Swan Hill              | 36               | 3                        |
| Wangaratta             | 33               | 1                        |
| Warrnambool            | 125              | 2                        |
| Wellington             | 90               | 3                        |
| West Wimmera           | 18               | 1                        |
| Whitehorse             | 98               | 4                        |
| Yarra                  | 215              | 3                        |
| Yarra Ranges           | 77               | 5                        |
| Yarriambiack           | 10               | 1                        |
| <b>Total Dwellings</b> | <b>3,386</b>     | <b>81</b>                |
| Non-ILU dwellings      | 103              | 5                        |
| <b>Total ILUs</b>      | <b>3,283</b>     | <b>81</b>                |

**Queensland**

| <b>LGA</b>             | <b>Dwellings</b> | <b>ILU organisations</b> | <b>Comments</b>                      |
|------------------------|------------------|--------------------------|--------------------------------------|
| Banana                 | 21               | 2                        |                                      |
| Brisbane               | 490              | 4                        | Includes 1 ILU organisation from NSW |
| Bundaberg              | 4                | 1                        |                                      |
| Burdekin               | 18               | 1                        |                                      |
| Cairns                 | 1                | 1                        |                                      |
| Fraser Coast           | 98               | 3                        |                                      |
| Gold Coast             | 238              | 5                        |                                      |
| Goondiwindi            | 8                | 1                        |                                      |
| Gympie                 | 9                | 1                        |                                      |
| Ipswich                | 31               | 2                        | Includes 1 ILU organisation from NSW |
| Lockyer Valley         | 8                | 1                        |                                      |
| Logan                  | 60               | 2                        |                                      |
| Mackay                 | 21               | 1                        |                                      |
| Moreton Bay            | 266              | 2                        |                                      |
| Redland                | 57               | 3                        |                                      |
| Rockhampton            | 98               | 2                        |                                      |
| South Burnett          | 12               | 1                        |                                      |
| Sunshine Coast         | 50               | 3                        |                                      |
| Toowoomba              | 259              | 3                        |                                      |
| Townsville             | 68               | 2                        |                                      |
| Western Downs          | 30               | 2                        |                                      |
| Whitsunday             | 7                | 1                        |                                      |
| <b>Total Dwellings</b> | <b>1,854</b>     | <b>16</b>                |                                      |
| Non-ILU dwellings      | 507              | 2                        |                                      |
| <b>Total ILUs</b>      | <b>1,347</b>     | <b>17</b>                |                                      |

## **South Australia**

| <b>LGA</b>                     | <b>Dwellings</b> | <b>ILU organisations</b> |
|--------------------------------|------------------|--------------------------|
| Adelaide                       | 33               | 1                        |
| Adelaide Hills                 | 26               | 2                        |
| Barossa                        | 10               | 1                        |
| Barunga West                   | 14               | 1                        |
| Berri Barmera                  | 90               | 2                        |
| Burnside                       | 183              | 8                        |
| Campbelltown                   | 201              | 4                        |
| Ceduna                         | 10               | 1                        |
| Charles Sturt                  | 205              | 5                        |
| Coorong                        | 5                | 1                        |
| Copper Coast                   | 29               | 1                        |
| Flinders Ranges                | 4                | 1                        |
| Franklin Harbour               | 14               | 1                        |
| Gawler                         | 10               | 1                        |
| Holdfast Bay                   | 472              | 6                        |
| Kingston                       | 34               | 1                        |
| Lower Eyre Peninsula           | 24               | 1                        |
| Loxton Waikerie                | 123              | 3                        |
| Marion                         | 194              | 5                        |
| Mid Murray                     | 6                | 1                        |
| Mitcham                        | 284              | 7                        |
| Mount Barker                   | 68               | 2                        |
| Mount Gambier                  | 10               | 1                        |
| Murray Bridge                  | 47               | 3                        |
| Naracoorte Lucindale           | 53               | 1                        |
| Norwood Payneham and St Peters | 237              | 5                        |
| Onkaparinga                    | 78               | 5                        |
| Peterborough                   | 8                | 1                        |
| Playford                       | 79               | 4                        |
| Port Adelaide Enfield          | 238              | 7                        |
| Port Augusta                   | 23               | 1                        |
| Port Pirie                     | 16               | 1                        |
| Prospect                       | 59               | 2                        |
| Renmark Paringa                | 94               | 1                        |
| Salisbury                      | 35               | 2                        |
| Tatiara                        | 5                | 1                        |
| Tea Tree Gully                 | 178              | 3                        |
| Tumby Bay                      | 6                | 1                        |
| Unley                          | 271              | 3                        |
| Victor Harbor                  | 104              | 3                        |
| Wakefield                      | 17               | 2                        |
| Walkerville                    | 62               | 2                        |

| <b>LGA</b>             | <b>Dwellings</b> | <b>ILU organisations</b> |
|------------------------|------------------|--------------------------|
| Wattle Range           | 55               | 2                        |
| West Torrens           | 214              | 1                        |
| Whyalla                | 11               | 1                        |
| Yorke Peninsula        | 50               | 2                        |
| Unknown                | 538              | 5                        |
| <b>Total Dwellings</b> | <b>4,527</b>     | <b>54</b>                |
| Non-ILU dwellings      | 30               | 3                        |
| <b>Total ILUs</b>      | <b>4,497</b>     | <b>54</b>                |

**Western Australia**

| <b>LGA</b>             | <b>Dwellings</b> | <b>ILU organisations</b> |
|------------------------|------------------|--------------------------|
| Albany                 | 71               | 4                        |
| Armadale               | 138              | 2                        |
| Bassendean             | 6                | 1                        |
| Bayswater              | 385              | 3                        |
| Bunbury                | 79               | 1                        |
| Busselton              | 4                | 1                        |
| Canning                | 42               | 1                        |
| Cockburn               | 29               | 1                        |
| Collie                 | 20               | 1                        |
| East Fremantle         | 10               | 1                        |
| Fremantle              | 66               | 3                        |
| Gosnells               | 130              | 1                        |
| Harvey                 | 8                | 1                        |
| Joondalup              | 20               | 1                        |
| Kalamunda              | 70               | 3                        |
| Kojonup                | 7                | 1                        |
| Mandurah               | 36               | 2                        |
| Melville               | 236              | 1                        |
| Narrogin               | 43               | 1                        |
| Nedlands               | 137              | 1                        |
| Northam                | 24               | 2                        |
| Perth                  | 5                | 1                        |
| Plantagenet            | 10               | 1                        |
| Rockingham             | 50               | 1                        |
| Serpentine-Jarrahdale  | 12               | 1                        |
| South Perth            | 46               | 1                        |
| Stirling               | 732              | 6                        |
| Subiaco                | 49               | 1                        |
| Victoria Park          | 575              | 3                        |
| Vincent                | 68               | 1                        |
| Wanneroo               | 11               | 1                        |
| Unknown                | 1                | 1                        |
| <b>Total Dwellings</b> | <b>3,120</b>     | <b>20</b>                |
| Non-ILU dwellings      | 717              | 4                        |
| <b>Total ILUs</b>      | <b>2,403</b>     | <b>20</b>                |

## Tasmania

| LGA                    | Dwellings  | ILU organisations | Comments                             |
|------------------------|------------|-------------------|--------------------------------------|
| Break O'Day            | 12         | 1                 |                                      |
| Brighton               | 2          | 1                 |                                      |
| Burnie                 | 40         | 1                 |                                      |
| Central Coast          | 5          | 1                 |                                      |
| Circular Head          | 77         | 1                 |                                      |
| Clarence               | 14         | 2                 | Includes 1 ILU organisation from Vic |
| Devonport              | 19         | 1                 |                                      |
| George Town            | 41         | 2                 | Includes 1 ILU organisation from Vic |
| Glenorchy              | 14         | 1                 | This ILU organisation from Vic       |
| Hobart                 | 117        | 2                 | Includes 1 ILU organisation from Vic |
| Huon Valley            | 12         | 1                 |                                      |
| Kingborough            | 55         | 4                 |                                      |
| Launceston             | 286        | 5                 | Includes 1 ILU organisation from Vic |
| Meander Valley         | 70         | 4                 |                                      |
| Northern Midlands      | 23         | 1                 | This ILU organisation from Vic       |
| Sorell                 | 12         | 1                 | This ILU organisation from Vic       |
| Waratah Wynyard        | 6          | 1                 |                                      |
| <b>Total Dwellings</b> | <b>805</b> | <b>15</b>         |                                      |
| Non-ILU dwellings      | 1          | 1                 |                                      |
| <b>Total ILUs</b>      | <b>804</b> | <b>15</b>         |                                      |

### *Australian Capital Territory*

| <b>LGA</b> | <b>Dwellings</b> | <b>ILU organisations</b> | <b>Comments</b>                  |
|------------|------------------|--------------------------|----------------------------------|
| ACT        | 314              | 6                        | 5 ILU organisations based in NSW |

### *Northern Territory*

| <b>LGA</b>         | <b>Dwellings</b> | <b>ILU organisations</b> | <b>Comments</b>              |
|--------------------|------------------|--------------------------|------------------------------|
| Northern Territory | 12               | 1                        | ILU organisation based in SA |

**APPENDIX 2:  
National Survey of Providers of Independent Living Units for  
older people with relatively low incomes and low assets**



## National Survey of Providers of Independent Living Units for older people with relatively low incomes and low assets

Swinburne Institute for Social Research is undertaking a brief national survey of providers of Independent Living Units (ILUs) for older people. (Note: in some states ILUs are known as self-care units or self-contained units.)

The survey is being undertaken on behalf of the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) in order to establish a national database of ILU providers. It is being undertaken jointly with Aged and Community Services Australia Inc (ACSA) and the Council on the Ageing (COTA), with input from the Commonwealth Department of Health and Ageing (DoHA).

ILUs comprise an essential segment of housing for older persons in Australia, particularly those with relatively low income and low assets. The Project Partners, FaHCSIA, ACSA, and COTA recognise that ILU providers have made a substantial contribution to the community. They wish to develop an up to date contact database of the sector to improve their knowledge of the sector and to contact organisations about future research on ILUs.

In this brief survey, we are interested in those **not-for-profit** organisations which are providing housing to older people with relatively low income and low assets and, managing at least one ILU that meets all the following criteria (please tick):

***The unit is occupied/available to an older person***

***The resident rents the unit or has made a capital contribution (donation or loan) of less than \$131,500***

***Capital funding has not come from a State Housing Authority, but from other sources such as internally-funded by your organisation, resident contribution, donations, local government and direct Commonwealth funding.***

If you ticked each of these boxes and are a not-for-profit organisation please proceed with the survey.

If you cannot tick all the boxes, your organisation is outside of the scope of this survey. We thank you for your time.

## How to complete the survey

You can complete the survey in one of four ways:

- (1) Fill-in the questionnaire below and, either post it in the pre-paid envelope (no postage required) or fax it to 03 9819 5349
- (2) Complete the survey online. The survey is available at:  
<http://opinio.online.swin.edu.au/s?s=9174>
- (3) Download an electronic version of the survey and, either email or, print and post, or print and fax it to us. An electronic version of the survey can be downloaded at:  
<http://www.sisr.net/Flagships/SC/Projects/ILU.htm>
- (4) Email us at [asharam@swin.edu.au](mailto:asharam@swin.edu.au) and ask us to send you an electronic version

## Further questions

If you any questions regarding this survey or the national database of ILU providers, please contact:

Andrea Sharam  
Swinburne Institute for Social Research  
Phone: 03 9214 5465  
Email: [asharam@swin.edu.au](mailto:asharam@swin.edu.au)  
<http://www.sisr.net/Flagships/SC/Projects/ILU.htm>

## Approval that the research is ethical

This project has been approved by or on behalf of Swinburne's Human Research Ethics Committee (SUHREC) in line with the *National Statement on Ethical Conduct in Human Research*.

If you have any concerns or complaints about the conduct of this project, you can contact:

Research Ethics Officer  
Swinburne Research (H68),  
Swinburne University of Technology, P O Box 218, HAWTHORN VIC 3122.  
Phone (03) 9214 5218  
Email: [resethics@swin.edu.au](mailto:resethics@swin.edu.au)

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## PART 1: THE SURVEY

### Q1. Name of Organisation

### Q2. Contact details

No. & Street

Town/suburb

State

Postcode

Email

Telephone

**Q3. Contact person for research purposes**

Name

Position

**Q4: Is your organisation part of a larger organisation?**

Yes  No

Name of organisation

**Q5: How many independent/self-contained dwellings for older people does your organisation manage?**

dwellings

**Q6: How many of these dwellings are ILUs for older people with relative low income and low assets (see front page)?**

ILUs

**Q7: How many of these ILUs do you have in each local government area?**

| Local Government Area | No of ILUs           |
|-----------------------|----------------------|
| <input type="text"/>  | <input type="text"/> |
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**Q8: In which decades were your ILU dwellings initially constructed? (you can tick more than one box)**

Pre 1950s  1950s  1960s  1970s  1980s  1990s  2000s  Not sure

**PART 2: CONSENT TO USE SURVEY INFORMATION**

I, [name]

(1) consent to the following information being included in a national database of ILU organisations to be held by the Department of Families, Housing, Community Services and Indigenous Affairs. FaHCSIA has agreed to make the database available to researchers contracted by FaHCSIA and to the partner organisations for further research into and development of ILUs and ILU providers.

- The name of your organisation  Yes  No
- Contact details  Yes  No
- Contact person  Yes  No
- Total number of ILUs managed  Yes  No
- Number of ILUs by local government area  Yes  No

(2) consent for **the other** information provided in this survey to be made available for research and to allow partner organisations the opportunity to provide information and support to providers

- Yes  No

(3) consent to being contacted in the next 12 months for further information/discussion regarding this survey.

- Yes  No

Organisation

Position

Date

**Thank you for completing the survey**

Please post the completed survey in the pre-paid envelope

OR

Please fax to 03 9819 5349