

HOUSE OF REPRESENTATIVES STANDING COMMITTEE ON
ABORIGINAL AND TORRES STRAIT ISLANDER AFFAIRS

INQUIRY INTO THE NEEDS OF URBAN DWELLING
ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLES

Submission No. 69

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The Hon. Lou Lieberman MP
Chairman
House of Representatives
Standing Committee on Aboriginal
and Torres Strait Islander Affairs
Parliament House
Canberra ACT 2600

RECEIVED
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BY:.....

Dear Chairman,

**SUBMISSION TO THE INQUIRY NEEDS OF URBAN DWELLING ABORIGINAL
AND TORRES STRAIT ISLANDER PEOPLES**

Thank you for allowing the Department additional time to provide a submission to the Inquiry into the 'Needs of Urban Dwelling Aboriginal and Torres Strait Islander Peoples'.

The Department has responsibility for a range of services and programs which all contribute in some way to the needs and wellbeing of urban dwelling Indigenous people. The attached submission provides information on these services and programs.

Officials from the Department would be pleased to appear before the Committee, if requested, to answer any questions arising from the submission.

Please direct any enquiries about this submission to Tricia Rushton, Assistant Secretary, Community Branch on 6212 9150 (email, Tricia.Rushton@FaCS.gov.au) or Ian Boyson, Director, Indigenous Policy Unit on 6212 9387 (email, Ian.Boyson@FaCS.gov.au).

Yours sincerely

K. Flanagan
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30 October 2000

Encl.

**Submission by
The Department of Family and Community Services**

to

**The House of Representatives Standing Committee on
Aboriginal and Torres Strait Islander Affairs Inquiry**

**NEEDS OF URBAN DWELLING
ABORIGINAL AND TORRES STRAIT
ISLANDER PEOPLE**

October 2000

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Introduction

This submission to the House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs' Inquiry into the needs of urban dwelling Aboriginal and Torres Strait Islander people has been prepared by the Department of Family and Community Services (FaCS) in consultation with portfolio agencies.

This introduction addresses the contextual information about FaCS and its business that informs the responses to five of the six terms of reference. The submission includes information on portfolio programs and services available to Indigenous people in urban areas, as well as information about involvement of Indigenous people in decision making and activities which promote economic independence and address housing need. As advised by the Committee Secretariat, the definition of 'urban' has generally been taken loosely to refer to 'centres with populations greater than 1000'.

The responses to Reference 1 (existing programs and services) and Reference 6 (housing) are substantial and are referred to when addressing the other terms of reference.

How FaCS Contributes

FaCS' vision is 'towards a fair and cohesive Australian society', and its purpose is 'delivering social policy outcomes for Australian families, communities and individuals'. Within that framework, the needs of urban dwelling Indigenous people are addressed across all three major policy outcome areas – stronger families; stronger communities; and economic and social participation. These are outlined below.

Stronger Families

Recognising the contribution of families to the overall health and well-being of individuals and society, FaCS will:

- assist families to build their capacity and their resilience, including through supporting and strengthening relationships; and
- facilitate families in selecting and receiving the help they need at times of transition or crisis.

Stronger Communities

Building on the capabilities of communities, FaCS will:

- encourage the development of community capacity for self-help;
- help to ameliorate the effects of pressures on and within communities; and
- facilitate partnerships between business, community groups and governments to achieve well-targeted and tailored solutions.

Economic and Social Participation

To maximise the engagement of all Australians in society, FaCS will:

- encourage economic and social participation by individuals and families by enabling access and promoting opportunities;
- foster a culture of self-reliance in the community and provide an effective safety net; and
- develop partnerships with key stakeholders (other departments, business and community organisations and service providers) to improve efficiency and

effectiveness of services, to identify emerging problems and to develop appropriate policy responses.

Relevant FaCS Program Activity

The Department delivers many programs and services both directly through state and territory offices and indirectly through Centrelink and other portfolio agencies.

The portfolio activities where urban dwelling Indigenous clients may most commonly come to the attention of service providers are:

- the broad spectrum of Centrelink delivered programs relating to income support;
- Centrelink social worker services;
- Child Support Agency services;
- services for people with a disability;
- child care services;
- Reconnect (formerly the Youth Homelessness Early Intervention Program);
- Supported Accommodation Assistance Program (SAAP);
- public housing generally, and the Aboriginal Rental Housing Program in particular;
- Emergency Relief;
- Family Relationships Services Program (FRSP);
- Commonwealth Financial Counselling Program.

These services and programs are delivered through a range of partnership arrangements. Some programs are delivered by community based non-government organisations (via a Commonwealth-State partnership in some cases), while others are delivered face-to-face by portfolio agency staff, for example through Centrelink. Centrelink social workers in particular have the opportunity for a broad view of the circumstances of their income support clients.

The FaCS Policy Context

Social policy development within FaCS is focused on the principles of prevention and early intervention as a critical means of retarding the development of many major social problems. Related principles are capacity building, mutual obligation, and the importance of forging a partnership of government, community, business and individuals (social coalition) to deal with social issues. At the same time, effort continues to maintain a strong and sustainable safety net for people who do encounter difficulties.

Prevention and early intervention initiatives have been built on national and international research on the causation of many, often interlinked, social problems. The research has found in relation to some key social issues that properly targeted intervention at critical life phases of individuals can do much to prevent later problems developing, and promote individual capacity to participate fully in their communities' social and economic life.

These policy principles are articulated in the *Stronger Families and Communities Strategy*, announced by the Prime Minister on 16 April 2000. Building on existing FaCS programs and activities, the Strategy represents a major new direction for family and social policy involving partnerships and service delivery models and a

commitment to engaging families and communities in finding local solutions to local issues.

The Government's *Stronger Families and Communities Strategy* will provide \$240 million over four years commencing in 2000/2001 for nine specific initiatives which will be designed and driven by communities themselves in partnership with Government. A staged implementation of the Strategy's initiatives will commence in January 2001. This implementation will have a significant impact on current and future ways of delivering programs within the department.

The Strategy aims to strengthen families through investing in prevention and early intervention, and to strengthen communities through investing in community capacity to solve problems and grasp opportunities. Indigenous communities represent some of the most disadvantaged communities in Australia and accordingly a significant portion of the *Stronger Families and Communities Strategy* funding will be directed to Indigenous communities.

The *Stronger Families and Communities Strategy* will facilitate the growth of opportunities for Indigenous Australians to participate to their full potential in social and economic life. These could involve specific and culturally appropriate mentoring and leadership programs; opportunities for community capacity building to address the range of issues facing Indigenous communities; facilitation of new community networks involving Indigenous and non-Indigenous people; and development of appropriate and targeted strategies for the dissemination of information about government services and programs and community education materials.

On 24 October 2000, Family and Community Services Minister Jocelyn Newman and Aboriginal and Torres Strait Islander Affairs Minister John Herron held a national forum of Indigenous leaders and influential Australians to provide strategic advice on problems faced by indigenous families and communities. This *Indigenous Families and Communities Roundtable* is backed by \$20 million in funding from the *Stronger Families and Communities Strategy* for Indigenous-specific projects. The Roundtable brought together Indigenous and non-Indigenous leaders, as well as community-development experts and representatives from church, government and industry groups to discuss how government can better support Indigenous communities and families.

Data Issues

It is important that the Committee understands that the available data in a number of areas is poor when it comes to identifying Aboriginal and Torres Strait Islander people within existing program and service data collections.

Significant efforts are being made to improve data collections and information management. However, it will be some time before these efforts result in improved availability of reliable data.

In the housing area the Commonwealth and all of the states and territories have agreed to take concerted action through the *National Housing Data Agreement* and the *Agreement on National Indigenous Housing Information* (see Appendix 6.3).

Considerable progress has been made in improving the integrity of Centrelink Indigenous administrative data. In September 2000 system and data collection methodology changes were put in place to allow inclusion of the standard ABS Indigenous identifier question on all Centrelink forms.

The portfolio has also contributed to the work of the Commonwealth State Community Services Ministers' National Community Services Information Management Group (NCSIMG).

The NCSIMG has developed a business plan for a national strategy for the identification and collection of information about Aboriginal and Torres Strait Islander people who are clients of community services programs. Key elements of the business plan are the important issues of ownership of information by Indigenous groups and self-identification by Indigenous people. The Aboriginal and Torres Strait Islander Health Information Plan is seen as a useful model for the development of standards and guidelines for the community services sector.

The goals, as stated in the business plan, are to:

- develop a nationally consistent Indigenous identifier for mainstream and specialist services in the community services sector;
- identify current Indigenous data collections, and any data gaps, in the community services sector;
- improve the capacity of community services and related data collections to separately identify Indigenous persons;
- address issues concerning the ethics, ownership and use of data about Indigenous peoples;
- develop and support information management skills and processes in community services;
- promote information dissemination and communication; and
- foster long-term commitment to special purpose collections to obtain essential information unable to be obtained from administrative data sources.

A project to develop principles and standards for applying a nationally consistent Indigenous identifier to community service administrative data collections. As part of this project, evaluations are being undertaken of the quality of Indigenous identification in Child Protection and Welfare data collections; the Supported Accommodation and Assistance Program (SAAP); and the Commonwealth/ State Disability Allowance Minimum Dataset. It is anticipated that this work will be completed in early 2001.

Reference 1.

The nature of existing programs and services available to urban dwelling Indigenous Australians, including ways to more effectively deliver services considering the special needs of these people.

For Indigenous housing information, please see Reference 6.

The Family and Community Services Portfolio provides a wide range of services, both generalist and Indigenous-specific, to Indigenous people and communities. These services and programs include social security payments delivered through Centrelink; assistance to families; assistance to the homeless delivered via the states and territories through community organisations; childcare assistance; a focus on building community capacity and business community partnerships; and housing assistance delivered by the states and territories and by Indigenous housing organisations.

For social security payments in particular, Indigenous people, whether they live in urban, rural or remote areas, are able to access and receive assistance on the same basis as all other Australians. In responding to this reference, emphasis has been placed on providing information that illustrates how assistance is delivered to urban dwelling Indigenous Australians with a focus on providing examples of how the special needs of this group are met. In line with the priorities for social policy development within FaCS, emphasis has also been placed on programs and initiatives that promote self-reliance, prevention, early intervention and capacity building. Therefore, the following information provides a snapshot of relevant examples of the range of services and programs delivered by this portfolio.

Details of these FaCS and related agency programs and services are provided below. Responses are structured to give a national perspective, and where appropriate some state, territory and local examples are included.

Moving Beyond Welfare Dependency

In recent times a number of Indigenous communities and community leaders have been critical of the role of social security payments in contributing to welfare dependency and social problems rather than alleviating them.

The Department recognises that there is a justifiable concern that welfare, as it has been traditionally understood, is now no longer an adequate framework for addressing social disadvantage. Furthermore, this concern is valid not only for Indigenous communities, but for communities generally.

While maintaining a safety net of income support, the Department recognises the importance of community based solutions as being essential to addressing social disadvantage.

The Department is of the understanding that many social problems would be most appropriately addressed by Indigenous community organisations, businesses and Government agencies working together to coordinate their efforts and complement each other's strengths.

The best way for governments to work in this area is to assist communities to develop their particular capacity to put in place their own solutions, rather than imposing solutions. In other words government can work well with communities at the "front-end" to make them resilient to pressure, rather than just addressing the problems once resilience has failed.

The following are some examples of where the Department is active in this area.

Strengthening Indigenous Communities Pilots

The Commonwealth is considering pilots in several Indigenous communities to explore alternative ways of:

- strengthening social and economic development in the community, with a particular emphasis on developing culturally appropriate mutual obligations;
- achieving better outcomes from Commonwealth programs; and
- addressing social problems which impede social and economic participation (eg substance abuse, family violence, breakdown of traditional family structures, environmental health issues).

The key objective of the pilots is to enable and support communities to take practical actions to address their own needs and priorities through building capacity and increasing social and economic participation.

FaCS is chairing a steering group of Commonwealth agencies to progress this work. Other agencies involved are: Department of Prime Minister and Cabinet; Centrelink; Department of Employment Training and Youth Affairs; Department of Workplace Relations and Small Business; Aboriginal and Torres Strait Islander Commission; and the Department of Health and Aged Care.

Pilots will be conducted in a number of locations across the States and Territories and will be spread across rural, remote and possibly urban locations with the following characteristics:

- a high level of welfare dependency;
- an adequate level of infrastructure for economic and social development;
- a demonstrated ability to turn aspiration into action;
- some degree of local cohesion;
- a high incidence of social problems.

The implementation of the pilots will be guided by the following principles:

- a minimum of three years duration, accommodating local timeframes and capacities;
- acknowledging the complexities of family and community relations, social systems and cultural values in Indigenous communities;
- a "bottom up" approach emphasising that initiatives should be locally developed and implemented, with a high degree of community participation and ownership;

- where external personnel are used to implement initiatives, ensuring their skills are transferred to the community;
- Government agencies are to be responsive to community issues and enable innovative local solutions; and
- funding arrangements are to be flexible and minimise administrative burdens on communities.

Possible sites for the pilots are currently being identified in conjunction with local people and key stakeholders such as state and territory governments.

CDEP & employment assistance for people with disabilities

The Department is currently working in partnership with ATSIC to develop an action research project that will enhance employment opportunities in Indigenous communities. Indigenous people want to work in meaningful employment, as do other Australians. It is clear that employment has positive outcomes for individuals and the community as a whole. Accordingly, a proportion of the Disability Employment Access Programs growth funds for 2000/01 are being used, in conjunction with ATSIC, to enhance employment opportunities through CDEP for young Indigenous people with disabilities due to substance misuse.

It is planned that the project will initially run in 6 communities. In each community, up to 10 people with a disability due to petrol sniffing, who are receiving Disability Support Pension, will be linked up with 10 people without disabilities receiving social security payments. The latter group will move to CDEP wages and receive training in disability care support. The people with disabilities will also be employed through CDEP and receive relevant training. Each project would also provide employment for a social security recipient as a project coordinator. The total employment opportunities for each project are 21, and up to 126 overall.

The carers of the ten people with disabilities will effectively be provided with respite care for the period each week that the person with a disability is in CDEP employment.

The community generally will also develop skills and experience around managing disability and disability employment support and would have the downstream micro-enterprise opportunity of developing out of the CDEP enterprise a FaCS funded employment support service for themselves.

The target groups of the initiative are young people aged 15 years or older who have disabilities due to petrol sniffing or other substance misuse; other young people with disabilities; carers of people with disabilities; and people receiving Newstart Allowance or other social security payments. Communities in which this action research project will operate are currently being identified.

Welfare Reform

The final report of the Reference Group on Welfare Reform, known as the "McClure Report", pays specific attentions to the social and economic disadvantage, as well as employment discrimination experienced by Indigenous people. It outlines key issues that need to be addressed in order to enhance Indigenous peoples' economic and

social participation. Additional information about the report and its recommendations is at Reference 5.

The Government is currently considering recommendations of the report of the Reference Group. However, the recommendations relating to Indigenous people are consistent with the general approach to currently being taken by this Department including initiatives discussed in this document such as:

- the development of the strengthening Indigenous communities pilots in collaboration with other Commonwealth portfolios. These pilots aim to test approaches to making the flow of government assistance more responsive to the needs and priorities of Indigenous communities; and
- engagement with Indigenous communities, in partnership with Centrelink, to explore new approaches to mutual obligation and service delivery that is responsive to community needs.

More information on welfare reform and the McClure Report is at Reference 5.

Alice Springs Banking Project

In many parts of Australia Indigenous people are unable to access banking and financial services because of a lack of banking infrastructure in rural and remote areas or as a result of various bank practices. One of the outcomes is that many Indigenous customers still receive their social security entitlement by cheque and do not access the mainstream financial and banking system. This not only occurs in remote communities but also in major centres such as Alice Springs, Katherine and Kalgoorlie.

FaCS and Centrelink, in partnership with Tangentyere Council and Westpac Bank, have developed a pilot project to test approaches to moving people living in the Alice Springs Town camps from payment of social security benefit by cheque to electronic direct credit. The project aims to assist people to escape from entrenched systems of “book-up” and other exploitative practices and enable them to access mainstream banking and financial services. This is seen as an essential foundation in assisting people to move beyond welfare dependency and towards greater economic participation.

Strengthening Families and Communities

Stronger Families and Communities Strategy

The Government’s *Stronger Families and Communities Strategy*, administered through FaCS provides \$240 million over four years commencing in 2000/2001 for nine specific initiatives which will be designed and driven by communities themselves in partnership with government. A staged implementation of the Strategy’s initiatives will commence in January 2001.

The Strategy aims to strengthen families through investing in prevention and early intervention, and to strengthen communities through investing in community capacity to solve problems and grasp opportunities. Indigenous communities represent some of the most disadvantaged communities in Australia and accordingly a significant

portion of the *Stronger Families and Communities Strategy* funding will be directed at Indigenous communities. Minister Newman recently announced that \$20 million will be specifically targeted to Indigenous projects through the strategy. FaCS is currently working with communities to identify possible initiatives to strengthen Indigenous and non-Indigenous families and communities.

The nine initiatives of the *Stronger Families and Communities Strategy* are listed below.

Stronger families fund – locally developed projects designed to encourage communities to find new ways to strengthen families, with a focus on early childhood and effective parenting. Projects will help families with parenting; provide young children with development opportunities; help balance the needs of work and family; and provide resources to deal with relationship difficulties.

Early intervention, parenting and family relationship support – parenting support, playgroups, more responsive relationship education, family counselling for rural and regional communities, and developing training resources for legal, medical and other professionals in their support for families.

Greater flexibility and choice in child care – will support families to find the right mix between work, community and parenting roles. It includes assisting families with difficulties in accessing care, children cared for in their own home by a trained child care worker, additional funding to encourage new centres in rural areas and extending availability of subsidies to private operators.

Longitudinal study of Australian children – evaluation of longer-term impact of childhood interventions on education, health, employment, crime and social problems from an Australian perspective. The study will inform public policy development and be used by academics and practitioners. It complements other social research being carried out in Australia.

Potential leaders in local communities – will identify and support potential community leaders in socially disadvantaged areas; develop leaders, particularly older women and Indigenous people in a leadership program and network; and includes a program to re-engage youth to their community.

Skills development program for volunteers and International Year of the Volunteer – will enable people to gain skills needed to support programs that rely heavily on volunteers and will provide specific skills training for volunteers. The International Year of the Volunteer (IYV) 2001 activities will include networking and promotion of volunteer activity; greater recognition of volunteers; fostering volunteer efforts in regional and rural communities.

Local solutions to local problems – will build community capacity through small, cost effective flexible approaches tailored to community situation. Responses will relate to each community's need, will emphasise the need for community involvement and require partnership with communities, business and government.

Can-do communities – will identify and promote best practice examples of local solutions to local problems by community events, workshops, field days, interactive information technology and local media campaigns.

Communication strategy – will promote positive attitudes and values about the importance of strong families and communities, reinforce the significance of good parenting and strong family relationships and provide information to families about help and services available locally.

On 24 October Senator Newman and Senator Herron convened an Indigenous Roundtable, the recommendations from which will provide valuable guidance in the allocation of \$20 million earmarked for indigenous communities under the *Stronger Families and Communities Strategy*.

The solutions put forward by the Roundtable will go towards building on existing strengths and assets within indigenous families and communities, rather than a one size fits all approach.

Key principles agreed by the Roundtable included:

- Relevant Government programs should be delivered on a strategic, coordinated and a whole-of-Government basis. Programs should be based on the views and aspirations of whole communities and Indigenous people themselves should have a central role in the design, planning and delivery of services.
- Government should give urgent attention to targeting the needs of children and young people, particularly in the areas of leadership training, self esteem building, awareness of one's culture and family, and anti-violence training.
- Governments should give priority to encouraging self-reliance, sustainable economic and social development.

The Roundtable nominated a Working Group to provide ongoing advice to the Department in relation to priorities and projects to be supported through the Strategy.

Family and Community Networks Initiative

The FCNI is aimed at developing the capacity of families and communities to respond effectively to local issues. There are three key components to the Initiative; the funding of community networking projects; the funding of one-off projects; and the development of a national website. The overall purpose of the Initiative is to strengthen communities by strengthening family and community agency networks, improving access to information and delivering initiatives that focus on local solutions to local problems.

A number of highly disadvantaged communities around Australia, including Indigenous communities, are being targeted for support under this initiative. This initiative is taking an approach to developing and carrying projects intended to maximise local collaboration and participation, be responsive to local circumstances and needs, and supportive of community-designed and delivered solutions.

In New South Wales one project focusing on Indigenous communities has been approved for funding, with another two project proposals in Indigenous communities being considered for funding. The Tirkandi Inaburra Cultural and Development Centre Incorporated in New South Wales has been granted \$75,900 to employ a project coordinator for a centre to provide personal and cultural development for young Aboriginal people at risk. Of the two other projects being considered, one seeks to develop a website to promote emotional and social well-being for young Indigenous people, and to provide a template for other Indigenous communities to utilise in improving health outcomes for young Indigenous people in the Kempsey area. The second project would employ a community development worker in the Redfern/Waterloo area in Sydney to increase the capacity of the community to address the problem of young peoples' involvement with drugs.

In Western Australia, Anglicare WA have been granted over \$44,000 to employ a project officer to investigate how a Men's House can be set up in Kununurra. The idea of establishing a Men's House is a new way of dealing with family violence, developed by men in the community who realise that men need to help to resolve the underlying issues that lead to family violence. Other projects being considered in communities with a high proportion of Indigenous people include:

- the development of a regionally and culturally appropriate resource manual for youth and community workers in Kununurra; and
- the employment of a youth coordinator in Wyndham to work with youth at risk to link them into existing services and to work with existing groups to strengthen their capacity to engage with youth at risk.

Disability Services

The nature and causes of disability amongst Aboriginal and Torres Strait Islander people, and its impact on family and community life, are not well understood. Anecdotally, disability is known to be widespread in Indigenous communities.

Information on disability rates for Indigenous populations is limited; there is no national prevalence data on Indigenous disability. Australian Bureau of Statistics (ABS) statistics indicate that 19% of the population have a disability but do not report on the prevalence of Indigenous disability. The ABS abandoned the use of the 'Survey of Disability, Ageing and Carers' as a vehicle for the national collection of Indigenous disability data in 1998. The joint ABS, Australian Institute of Health and Welfare (AIHW) and former Department of Health and Family Services report of April 1998 "*Indigenous Disability Data*" indicates a number of strategies in hand to address data deficiencies.

The Indigenous population has much higher rates of poverty, unemployment, and incarceration than the broader Australian population. In addition, lower life expectancy and lower access to education mean that Indigenous people who also have a disability are very vulnerable.

Despite this, service activity data shows Indigenous people with disabilities are less likely to use disability services. However, it would appear that issues such as

difficulty in accessing services, lack of community-controlled Indigenous disability services or culturally appropriate services, lack of qualified Indigenous service workers, and high costs of service delivery in many areas contribute to non-participation. Other less tangible factors include a different cultural perspective on disability and the role of families and communities in supporting their members.

In recent times the focus of policy development and program implementation has been to better understand disability in the Indigenous context to more appropriately support communities, families and individuals to enable people with disabilities to participate in social and economic activities. Areas of priority include adjusting the focus of specialist disability employment support and other community based programs to improve access for Indigenous people. Avenues are being developed with Indigenous communities to explore access barriers and requirements for Indigenous people with disabilities and their communities. The planned National Indigenous Disability Network will assist in this work (see Reference 2).

Statistics and Data Collection

The lack of reliable data on disability among Indigenous people has been a longstanding obstacle to the delivery of appropriately tailored disability services to this group.

In response to this problem, an Indigenous disability data workshop was organised in April 1998 by the Department of Family and Community Services (FaCS - then known as the Department of Social Security) to discuss means by which data of this type could be better collected and used. The workshop, which was attended by representatives of a range of government and community organisations, raised several recommendations for further action to be taken.

As the lead agency for furthering the workshop's recommendations, FaCS has:

- funded a project, to be completed by early 2001, to improve the identification of Indigenous people in the administrative data collections of Commonwealth/State disability services;
- funded a study to explore the validity of the World Health Organisation's *Draft International Classification of Impairments, Disabilities and Handicaps* among Indigenous people, and to inform efforts toward establishing concepts of disability among Indigenous people; and
- in conjunction with ATSIC, investigated the feasibility, role and scope of a National Indigenous Disability Network to collect, organise and disseminate information on Indigenous disability issues.

Over time these measures will help to develop sources of detailed and reliable data that will allow the Commonwealth to better tailor its services to the specific needs of Indigenous people with a disability.

Further information on specific disability services and programs is at Appendix 1.1

Services for Families and Children

Statement of Care Pilots

In 1998 FaCS conducted focus groups as part of the Diverse Care Project, to learn from Indigenous customers about the patterns of care for their children. This process provided significant insight into the interaction between the delivery of family assistance payments (Family Tax Benefit FTB since July 2000), and the real circumstances of family life in Indigenous households. A key finding was the extent of mobility of children between households. This project recognised that the current notion of “primary carer” is extremely problematic in many Indigenous families and creates difficulties with cultural child raising practices. The Statement of Care Pilots were developed from an idea put forward at these consultations.

The pilots are being conducted in five sites across Australia and are testing more flexible approaches to the payment of Family Tax Benefit (FTB).

The concept involves families forming “care groups” made up of family members and friends who usually provide care for children. When the child moves from carer to carer in care group, the member receiving FTB for the child hands on this money to the current carer of the child. Care of the child can change as frequently as necessary, without change of care notification to Centrelink being necessary. The mechanisms used to establish and maintain “care groups” and to facilitate the flow of FTB between carers are responsive to local need and conditions and can vary from pilot site to pilot site.

The pilots have begun in: Queensland - Cairns (one Aboriginal and one Torres Strait Islander pilot) and Cherbourg; Tasmania – Launceston; South Australia – Adelaide; New South Wales – Nowra; and one more site is currently being sought. This approach should make it more likely that FTB money will be available to the person caring for the child, with fewer disputes within families. It is also intended to provide greater flexibility dealing with child movements consistent with cultural preferences and to give families more control and autonomy over the policies and structures that impact on their lives.

Child Care Services

The Government is committed to a sustainable child care program which is equitable for all Australians. Services supported by government funding include child care centres, outside school hours care (including school vacation programs), family day care schemes, occasional care services and a range of flexible and innovative service types, some of which have an Indigenous focus.

Where mainstream services are either unavailable or inappropriate, special services are being funded to meet the childcare and other developmental needs of Indigenous children in ways which are culturally appropriate. Special services include playgroups, outside school hours care, enrichment programs, vacation care and other child care services. These may be provided separately or as part of Multifunctional Aboriginal Children’s Services (MACS).

Other special services for Indigenous children include Aboriginal resource and advisory services and children’s services workers. Where Indigenous communities are

the primary focus, services are as far as possible staffed and managed by Indigenous people. For example, 70% of the staff of MACS are of Aboriginal background.

Estimated expenditure under the Commonwealth child care program on services specifically for Indigenous children in 1999-2000 was \$20.4 million.

Supplementary Services grants are made to improve the access of children with additional needs, including Indigenous children, to mainstream services and provide care relevant to their developmental and cultural needs. Assistance is also available under the Special Needs Subsidy Scheme, which focuses on children with ongoing high support needs.

A list of services funded under the child care program to meet the special needs of Indigenous children is at Appendix 1.2.

Multifunctional Aboriginal Children's Services

MACS provide a flexible service to meet the social and developmental needs of Aboriginal and Torres Strait Islander children. MACS offer care for preschool and school aged children including long day care, playgroups, outside school hours care, school holiday care and cultural programs. The Department currently funds 37 MACS, 30 of which are in towns with populations of 1000 or more (see Table 1 below for locations).

The Secretariat of the National Aboriginal and Islander Child Care (SNAICC) has recently received Commonwealth funding to conduct a national review of the MACS, with a final report scheduled for December 2000.

Table 1 – Location of MACS in towns of 1000 people or more 1999/2000

State/Territory	Location of MACS
New South Wales	La Perouse Mt Druitt Airds Berkeley Wickham Dubbo Tamworth Kempsey Bathurst Wagga Wagga Cowra
Victoria	Thornbury Morwell Robinvale Bairnsdale Echuca Mooroopna
Western Australia	East Perth Thornlie Broome

	South Hedland
South Australia	Elizabeth Largs Bay Coober Pedy Ceduna Whyalla Stuart
Tasmania	Moonah
Northern Territory	Alice Springs Katherine Leanyer, Darwin

An example of state based activity which supports MACS is the Victorian Aboriginal Education Association Incorporated which has been funded by the Commonwealth Government since 1995 to provide independent Aboriginal community advice and professional development for the MACS and Aboriginal playgroups.

Outside School Hours Care Services

Outside School Hours Care Services (OSHC) provide before and after school care and vacation care services to Indigenous families with primary school aged children. For example, there are six outside school hour care services in inner city Sydney that are specifically targeting Indigenous youth and there is currently one Aboriginal urban OSHC service each in Darwin and Alice Springs.

Aboriginal Playgroups

Playgroups usually cater for children up to the age of approximately six. They are basically self-help programs set up by parents. The sessions are informal gatherings on a regular basis in a home, church hall, pre-school or other appropriate location. Aboriginal playgroups are an extension of this concept. While parent participation is considered desirable and should be encouraged, it is not considered essential that children be accompanied by a parent at all times. Aboriginal playgroups run on culturally appropriate lines, encouraging children to learn and appreciate their traditions. Playgroups and enrichment programs targeted to Indigenous children are located in a number of urban centres and remote towns.

Jobs, Education and Training Creches

Under the Jobs, Education and Training (JET) program FaCS funds JET creches in a number of Aboriginal communities. They are established where other suitable child care is not available. The JET creche model has worked effectively in remote Indigenous communities and is being trialed successfully in Murray Bridge, South Australia. More information on JET can be found in the section dealing with labour market assistance.

Family Crisis Child Care Pilot Projects

Family Crisis Child Care Pilot Projects are designed to assist families who are in extreme crisis. Extreme crisis can include drug and alcohol dependence, parent/s who are deceased or terminally ill, stress or breakdown in family relationships or parenting problems. The projects provide assistance to Indigenous and non-Indigenous families. FaCS currently funds four projects, three in urban areas and one in a remote Indigenous community.

Family Relationships

FaCS administers the Family Relationships Services Program (FRSP) and parenting support programs. While these programs do not have a large component tailored specifically for Indigenous people, steps have been taken to increase the accessibility of these programs to Indigenous clients. Within the FRSP, organisations are required to meet approval criteria that include addressing barriers to accessibility of services, while parenting program grant selection processes generally include accessibility criteria. Indigenous clients form one of the target groups in the Early Intervention Parenting grants.

Within these programs, three organisations provide services catering specifically to Indigenous clients:

- *Pipirri Palya* cross cultural parenting program – Waltja Tjutanku Palyapayi (Alice Springs Northern Territory);
- Men and Family Relationships Pilot Program – Marnju Jarndu Women’s Refuge (Broome Western Australia);
- Men and Family Relationships Pilot Program – Gallang Place in partnership with Relationships Australia (Brisbane Queensland).

Indigenous Family Relationships Support Pilot

The Indigenous family relationships support pilot was established in 1998 within the FRSP to develop ways of extending the service delivery of FRSP providers to Indigenous clients. \$620,000 over three years was allocated to six pilot sites. Three of these pilots are currently receiving funding, which will continue to 30 June 2001. Services provide family support, counselling, group interventions and community development programs.

The pilots were developed and delivered by FRSP organisations working in partnership with Indigenous community organisations. These organisations are responsible for consulting with local Indigenous community representatives.

Program Sites

- *Talking Women’s Business* – Kinway Western Australia and Gawooleng Yawoodeng Aboriginal Corporation (Kununurra/Wyndham Western Australia);
- *Indigerelate* – Interrelate New South Wales and Southern Cross University College of Indigenous Australian Peoples (Lismore New South Wales);
- Newcastle Family Support Services and Warlga Ngurra Aboriginal Women’s Refuge (Newcastle New South Wales).

Indigenous Parenting and Family Well-Being Program

This program was established in response to the *Bringing Them Home* report and until recently was administered by the Department of Health and Aged Care (HAC). It originally involved \$5.9 million over four years to assist and enhance the development of Indigenous parenting and family well-being programs. This funding has now been converted to \$1.7 million per year on a recurrent basis and is in the process of being transferred to FaCS. Revised guidelines for this program are currently being developed.

Three projects currently underway will be transferred to this department and the remainder of projects funded so far will remain with HAC.

Existing Projects to be transferred to FaCS

- *Aboriginal Parenting and Family Project* – Yoorana Gunya Family Violence Health Centre Aboriginal Corporation (Forbes New South Wales): provides development, support and learning opportunities to Aboriginal families and particularly adolescent parents and their young children. The project's service areas are Forbes, Parkes, Peak Hill, Condobolin, Lake Cargellico and Murrin Bridge.
- *Mentor Program – Family Harm Minimisation* – Aboriginal Drug and Alcohol Council of South Australia (Kent Town South Australia): provides family support and training to Family Mentors, and disseminates critical harm minimisation information to households and their extended family group residing in metropolitan Adelaide.
- *Parent Support Project* – Tasmanian Aboriginal Centre Inc (Hobart): seeks to address underlying issues affecting Aboriginal families, for example lack of parental knowledge and skills, and assist in developing stronger families and a healthier community.

Aboriginal and Islander Child Care Agencies

Aboriginal and Islander Child Care Agencies (AICCAs) are concerned with the placement (fostering and adoption) of Aboriginal and Torres Strait Islander children and related family welfare matters. The Commonwealth has provided funds to the AICCAs since the late 1970s.

The agencies place Aboriginal and Torres Strait Islander children in accordance with the Aboriginal Child Placement Principle. The Commonwealth currently funds 16 AICCAs, all located in urban areas. Fourteen of the 16 agencies also receive funding from state governments. The services provided include:

- identifying children at risk and providing appropriate support where possible;
- organising substitute and foster care;
- providing placement counselling and support;
- supporting children in institutional care;
- referring parents, children and families in need of information, support or advice to the appropriate services; and
- providing family support services and counselling.

The agencies are managed by committees drawn from the local Indigenous community. Commonwealth involvement in funding the agencies arose as a response to increasing pressure from Aboriginal people about the placement of Aboriginal children with non-Aboriginal families by the state governments.

The Department also consults with SNAICC which is the peak body for the AICCAs. SNAICC provides leadership in promoting self-determination of Aboriginal and Torres Strait Islander families and communities.

Program Sites

- Aboriginal and Islander Community Health Service (Brisbane Queensland)

- Kalwun Development Corporation Limited (Nerang Queensland)
- *Kids Care Aboriginal and Torres Strait Islander Service – We Care Aboriginal and Torres Strait Islander Service for the Aged and Disabled Association* (Ipswich Queensland)
- Bargumar Aboriginal and Torres Strait Islander Corporation (Caboolture Queensland)
- Caloundra and District Aboriginal and Torres Strait Corporation for Youth and Family Support (Caloundra Queensland)
- Logan City Housing and Development Co Ltd (Logan City Queensland)
- Aboriginal and Islander Agency Mount Isa and District (Mount Isa Queensland)
- Yuddika Aboriginal and Torres Strait Islander Corporation (Cairns Queensland)
- Central Queensland Aboriginal & Islander Child Care Agency Inc (Rockhampton Queensland)
- Aboriginal Family Support Services Inc. (Adelaide South Australia)
- Victorian Aboriginal Child Care Agency Co-operative Limited (Preston Victoria)
- Yorganop Aboriginal Child Care Corporation (Perth Western Australia)
- Central Australian Aboriginal Child Care Agency (Alice Springs Northern Territory)
- Aboriginal Children's Service (Redfern New South Wales)
- Coffs Harbour Aboriginal Family Community Care Centre Aboriginal Corporation (Coffs Harbour New South Wales)

Labour Market Assistance

Activity Testing for Unemployed Indigenous People

Recent Research undertaken by the Centre for Aboriginal Economic and Policy Research (CAEPR) at the ANU suggests that Indigenous Newstart and Youth Allowance customers were more likely to incur activity test breaches (the application of penalties following a failure to meet activity test requirements such as job search) than other customers.

The research suggests a number of possible causes for the higher breach rates among Indigenous customers including low literacy levels, high mobility, lack of confidence and assertiveness when dealing with Government bureaucracies, and discrimination by employers.

The research also notes that social security administration has been made more flexible for customers living in rural and remote areas. In particular, the legislation allows people who live in areas that have no locally accessible vocational training course or labour market program to choose their own activity to satisfy the activity test, as long as it is seen to be improving their employment prospects. Alternatively, these people may be exempted from the activity test. The lower level of 'breaching' in remote localities shows that this policy is allowing activity testing arrangements to be adjusted to meet individual circumstances.

The research highlights the benefits of Centrelink's use of Indigenous staff to assist Indigenous customers. The report states that their knowledge of local Indigenous customers is of great assistance both in avoiding unnecessary breaches and in sorting out potential administrative problems. Indigenous servicing staff can be more aware

of potential barriers that local Indigenous customers face, and are able to modify their service delivery accordingly.

Since the research, Centrelink has implemented the "One to One Contact" method of service delivery. This means that each customer will have a nominated staff member that they usually deal with when they visit a Centrelink office. This may help Indigenous customers feel more confident in their dealings with bureaucracy. It could also possibly reduce the number of breaches incurred by Indigenous customers, if these customers feel more comfortable explaining their situation to someone they know.

Further information on Centrelink services is provided elsewhere in this submission.

Community Development Employment Program Participant Supplement

In 1997 ATSIC commissioned an independent review headed by Ian Spicer. The Spicer review recommended addressing disadvantages experienced by Community Development Employment Program (CDEP) participants compared to social security income support recipients.

In March this year, the Government introduced a number of measures to assist CDEP participants and provide a more uniform treatment of CDEP wages for social security recipients.

These measures include paying a CDEP participant supplement - currently \$20.80 per fortnight. CDEP participants are now also eligible for a range of additional entitlements available to social security income support recipients, including rent assistance, bereavement payments, automatic access to family payments, health care cards, pensioner concession cards, telephone allowance and pharmaceutical allowance. The extension of eligibility to entitlements such as rent assistance and pensioner concession cards has been particularly beneficial to CDEP participants living in urban and regional locations.

Entry to CDEP has also been open, for the first time, to Disability Support Pensioners and Age Pensioners.

Jobs, Education and Training Program

The JET program is not targeted specifically to Indigenous customers. However Indigenous customers do participate in the program.

JET is a voluntary program, delivered on behalf of FaCS by Centrelink, which aims to improve the financial circumstances of eligible customers by assisting with skills development and/or aiding entry or re-entry into the workforce. It assists recipients of certain government income support payments to improve their financial situation by achieving higher levels of earnings from employment.

JET recognises that there are a number of major barriers that may affect the ability of some customers to join the paid workforce. JET assesses and helps people overcome these barriers by providing structured assistance which includes development of a plan to achieve labour market readiness; and as appropriate, access to education,

training and employment assistance; referrals to government and community services, and where required, child care assistance.

The access that JET provides to child care assistance assists customers by providing temporary child care facilities where permanent child care may not be available.

FaCS has responsibility for assisting JET clients to obtain child care places. If a place in a Commonwealth-funded child care service is not available immediately, the department will, if possible, arrange JET-funded temporary childcare for clients while they participate in the JET program, in accordance with state and territory licensing regulations.

There is no specific funding allocated for particular client groups; JET has a single appropriation for child care. Indigenous JET customers and ABSTUDY recipients are able to access JET child care assistance in all forms. In smaller communities and particularly on Aboriginal or Torres Strait Islander communities, provision of child care usually involves the setting up of temporary care facilities known as JET crèches, sponsored by local organisations.

These facilities are arranged (in conjunction with the community) by JET Child Care Resource Workers – community workers who assist JET clients to obtain child care so that they are able to access education, training and employment opportunities.

When JET has been able to fund an on-site crèche, there has been very active usage by Indigenous parents due to the close proximity of their children and the placement of Indigenous crèche workers. The JET creche model is being trialed successfully in Murray Bridge, South Australia.

Other initiatives to increase participation in JET by Indigenous people have included:

- marketing JET specifically to Indigenous communities, including more traditional communities in remote areas as well as metropolitan Indigenous communities;
- funding Indigenous Resource Workers in several states and territories to implement a program of introduction to child care for Indigenous parents by:
 - setting up playgroups;
 - raising awareness of the different child care service types;
 - providing an education program on Indigenous cultural needs for the child care services in the region; and
 - encouraging Indigenous people to train as carers;
- working with state and Commonwealth officers in the child care area to look at more child care innovative options.

The March 2000 changes to the CDEP scheme, where the CDEP participant supplement is paid under the primary social security payment, allows a greater number of Indigenous customers to qualify for JET participation.

Youth Services

Reconnect

Reconnect is an early intervention program which aims to reconnect homeless young people and those at risk of homelessness with their families, education, training, employment and the community. The Reconnect Program was established in response to a principal recommendation of the final report of the Prime Ministerial Youth Homeless Taskforce "*Putting Families in the Picture*". The program is based on the framework and key concepts identified by the Taskforce and draws on good practice principles developed in the Youth Homelessness Pilot Program (YHPP), in which 26 services Australia wide trialed a range of early intervention and family relations approaches to youth homelessness.

Reconnect services are delivered by community organisations that are funded by FaCS. Reconnect commenced operation in late 1999 with 29 services, the majority of which were previously service providers for YHPP. By early 2001, it is expected that up to 75 services will be operational, with the following 14 locations targeting Indigenous young people and their families:

- Broken Hill/Central Darling region (New South Wales)
- New England (New South Wales)
- Bourke/Brewarrina/Walgett (New South Wales)
- Coonabarabran/Coonamble, Warren (New South Wales)
- Cobar and region (New South Wales)
- Kempsey/Hastings (New South Wales)
- Mount Isa (Queensland)
- Rockhampton (Queensland)
- Murgon-Cherbourg (Queensland)
- Broome (Western Australia)
- Canberra region (Australian Capital Territory)
- Alice Springs town and town camps (Northern Territory)
- Alice Springs rural/remote (Northern Territory)
- Metropolitan Adelaide (South Australia)

A final selection round for a further 25 Reconnect services commenced with expressions of interest being called in August 2000. At this stage it is not known how many selected services will target Indigenous clients.

It is expected that the successful services from round three will be operational from July 2001, bringing the total number of Reconnect services to approximately 100 Australia-wide.

Youth Activities Service and Family Liaison Worker Programs

The Youth Activities Service (YAS) provides activities, generally after school, to adolescents living in disadvantaged areas identified by a range of social and economic indicators. These indicators include income levels, type of housing and home ownership, level of schooling, employment status and ethnicity of the population. The target group is young people aged 11-16 years who still live at home and attend school. The YAS aim to keep young people engaged with their community,

providing participants with structured activities and positive peer supports outside school hours, in order to help prevent them developing patterns of destructive behaviour.

The *Family Liaison Worker* (FLW) aims to assist these young people and their families to deal with family conflict, lack of communication or other issues affecting their well-being as a family. Referrals are made to other specialist services as required. The objective of this program is to strengthen family relationships.

Together the YAS and FLW programs provide assistance and early intervention to families with young adolescents at risk of disengaging with their community. By responding to the needs of the local community in the activity programs that they offer, the YAS also contribute to strengthening their community.

The table below identifies YAS that include Aboriginal and Torres Strait Islander people as their target group.

State	Title/Sponsor	Location	Target Group
NSW	Upper Hunter Youth Activities Service	Muswellbrook	Including Indigenous
NSW	The Shack Youth Services Inc. Randwick/Botany	Maroubra	Non-English speaking background and Indigenous
NSW	South Sydney Council - Woolloomooloo	Woolloomooloo	Non-English speaking background and Indigenous
NSW	Samaritan Foundation - Newcastle Diocese. Cessnock	Cessnock	Including Indigenous and people from culturally diverse backgrounds
NSW	Fairfield City Council - Active Kids Project	Wakeley	Youth and families from culturally diverse background and Indigenous
NSW	Burnside (Macarthur Youth Services)	Campbelltown	Must meet 2 criteria eg, trouble home/school, Indigenous
NT	Tangentyere Council	Alice Springs	Indigenous
QLD	Mackay Regional Council for social Development	Mackay	General community and Indigenous
QLD	Port Kennedy (Mura Kaimel) Ctee. Thursday Island	Thursday Island	Indigenous
VIC	FLW - Brayton Youth & Family Services - Salvation Army - FLW Worker only	Shepparton	Indigenous early school leavers
WA	Irrungadji Group Association	Nullagine	Indigenous
WA	Meekatharra Youth and Social Centre Committee	Meekatharra	Indigenous
WA	Roebourne Youth Centre	Roebourne	Indigenous
WA	Shire of East Pilbara	Marble Bar	Indigenous

YAS in Northern Territory provides a range of activities for youth between the ages of 12 and 18 years. These activities include sports and recreation and training. The FLW provide counselling for youth in crisis and their families and operates with the YAS program. FLW also provide referrals to other services and in some cases act as advocates for youth who are before the courts. There are four YAS and two FLW projects in the Northern Territory, with two YAS and one FLW servicing the urban regions of Tennant Creek and Alice Springs.

Strengthening and Supporting Families Coping with Illicit Drug Use Measure

This measure is part of the National Illicit Drug Strategy and will provide approximately \$11 million in funding over four years to state and territory governments to provide services to families where a young person is suffering from the effects of illicit drug use. Most of the proposals involve state and territory governments purchasing services from community based organisations.

The nature of the programs proposed for funding under this initiative vary considerably between different jurisdictions. FaCS has adopted a strong partnership approach to the development of proposals. This has involved state and territory governments working with FaCS to develop proposals that address the local needs of parents and families affected by illicit drug use.

South Australia and Victoria each have at least one program specifically focused on urban Indigenous Australians.

The South Australian proposal (Aboriginal Families Against Drugs Program) will involve the establishment of a service to provide education, counselling and support services to Indigenous families in north-west metropolitan Adelaide.

The Victorian proposal will involve the development of a parenting program designed to prepare parents to deal with possible drug use scenarios involving adolescents. The program will cover communication skills, developmental issues, information about drugs and links to local support services.

As part of this proposal the Victorian Government will set up a parenting program targeted and customised to focus on alcohol and drug issues for Koori families. This proposal was set up following research revealing that there is more widespread experimentation with illicit drugs in Koori communities compared to the general population in Australia.

Youth Allowance

Youth Allowance (YA) is a simple, flexible income support arrangement for young people aged between 16 and 25 who are looking for employment, training or studying. Parental means testing is applied to ensure young people in similar circumstances have similar entitlements. However, if young people can demonstrate they are independent for YA purposes, the parental means test does not apply.

The interim report of the YA evaluation provides an initial assessment of the impact of YA over the first full year since its introduction from 1 July 1998. FaCS has developed a three-year evaluation strategy to assess the short and medium term impact of YA. A final report on YA is due near the completion of 2001.

Data from this evaluation shows that around 5,272 Indigenous people receiving Youth Allowance aged 15-20 years identified themselves as Aboriginal or Torres Strait Islander. As would be expected, 86.2% of these 5,272 young people are not students, since ABSTUDY is the main income support payment for Indigenous students. Of those who are not students, 46.6% are under 18 years of age. 29.7% of Indigenous YA customers aged 16-24, are assessed as independent under 'unreasonable to live at home' provisions, and 27.5% are assessed under other independence grounds. These figures show a significantly higher rate of independence than for the overall YA population.

Emergency Relief

The Emergency Relief (ER) program provides grants to a range of religious, community and charitable organisations to assist them provide emergency financial assistance to individuals and families in financial crisis.

Approximately 900 agencies, operating over 1200 outlets, are currently funded through the ER program. Some agencies are part of a larger network, such as St Vincent de Paul, the Salvation Army and Anglicare. Others are small community organisations run largely by volunteers.

The FaCS state and territory offices administer the program. Each state and territory office has established a State Advisory Committee (SAC) to ensure that decisions take appropriate consideration of the community sector. Each has wide representation including from ATSIC, the Office of Aboriginal and Torres Strait Islander Health Services (OATSIHS) and the community sector, including representatives of special needs groups.

In each state and territory ER funds are distributed according to the following funding formula:

- 91% of funds go to general agencies;
- 8% of funds go to Indigenous specific agencies; and
- 1% of funds are used for development of training and support activities in the program.

Table of ER Allocations by State/Territory 2000/01

	General	Indigenous specific	State/Territory total
NSW	\$7,618,425.78	\$598,702.63	\$8,217,128.41
Vic	\$5,590,306.87	\$126,830.53	\$5,717,137.30
Qld	\$4,822,000.45	\$563,647.96	\$5,385,648.30
SA	\$2,071,338.90	\$120,640.94	\$2,191,979.84
WA	\$2,152,617.92	\$299,708.29	\$2,452,326.21
TAS	\$785,558.54	\$81,774.56	\$867,333.10
NT	\$353,073.30	\$272,973.28	\$626,046.58
ACT	\$282,148.82	\$17,081.85	\$299,230.67
Total	\$23,675,470.58	\$2,081,360.04	\$25,756,830.00

Further details of ER funding to each state and territory is at Appendix 1.3

Supported Accommodation Assistance Program

The Supported Accommodation Assistance Program (SAAP) is a joint Commonwealth and state/territory program assisting people who are homeless or at risk of homelessness, including people affected by domestic violence, whose personal safety is threatened and who have acute needs and require immediate support. Homelessness is defined as inadequate access to safe and secure housing. The overall aim of SAAP is to provide transitional supported accommodation and related support services, to help people who are homeless achieve the maximum possible degree of self-reliance and independence. Within this aim, the goals are to:

- (a) resolve crisis;
- (b) re-establish family links where appropriate; and
- (c) re-establish a capacity to live independently of SAAP.

The Commonwealth has allocated over \$800 million for SAAP over the next five years. With states' and territories' contribution, over \$1.4 billion will be spent on SAAP IV during the five years to 2004-2005. The Commonwealth contribution includes over \$115 million for new/expanded services and program improvements.

The program is oversighted by the SAAP Coordination and Development Committee (CAD) comprised of senior state/territory officials and chaired and serviced by the Commonwealth. SAAP is administered on a day to day basis by state and territory governments. These governments have agreements with non-government organisations and some local governments for the provision of services.

SAAP service delivery model by state/territory, 1998/99

Service Delivery Model	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Crisis/short term accommodation	145	59	85	61	10	15	10	13	398
Medium/long term accommodation	111	239	51	29	7	13	13	9	472
Day Support	0	9	4	5	4	0	3	1	26
Outreach Support	11	1	10	10	16	10	1	4	63
Telephone Information/referral	6	1	6	1	2	0	0	0	15
Agency support	0	15	1	0	1	0	1	1	19
Multiple	75	2	29	3	33	1	3	3	149
Other	36	0	0	9	1	1	1	0	48
Total	384	326	186	118	74	40	32	31	1190

Source: Australian Institute of Health and Welfare: SAAP National Data Collection 1998/99:21

Each year, SAAP assists over 90,000 people who experience one or more periods of homelessness, through almost 1200 support and supported accommodation services. In terms of target groups, about 39% of SAAP agencies target young people, about 22% of agencies target women escaping domestic violence, and 8% and 4% of agencies target single men and single women, respectively. Around 8% of agencies target families, and the remaining 19% are multiple or cross-target agencies.

In 1998/99, 11% of SAAP agencies, or 131 agencies, targeted Indigenous Australians and 41%, or 54, of these agencies are Indigenous managed. Western Australia had the highest proportion of SAAP agencies targeting Indigenous Australians (22%), followed by Queensland (17%). There were proportionally fewer agencies in Victoria and the Northern Territory, 4% and 3% respectively, and no agencies in Tasmania targeting Indigenous Australians.

Centrelink social workers are closely linked to the relevant emergency accommodation organisations because of the need to assist many of their customers with emergency accommodation and crisis housing services. Social workers are often members of committees linking such welfare services in many locations.

SAAP Data Collection

SAAP data is collected in accordance with the Rural, Remote and Metropolitan Areas Classification developed by the then Commonwealth Department of Human Services and Health and the Department of Primary Industries and Energy. Urban areas according to this classification system includes capital cities and other metropolitan centres which have a population of 100,000 or more. All services are in urban areas.

The statistics used in this submission are from the SAAP National Data Collection Agency Annual Report 1998/99, produced by the Australian Institute of Health and Welfare. It is important to note that the figures in this submission only relate to the people who approach a SAAP service for assistance and fit the SAAP definition of homelessness – ie the data does not cover all homeless people.

Another point to note is that most SAAP data is presented in terms of support periods rather than actual client numbers. Clients of SAAP agencies may receive support on more than one occasion – either from the same SAAP agency or from different SAAP agencies. Each occasion of support is defined as a support period, which may be as short as one hour or may extend over several years. Assistance of less than one hour or one off assistance - where there is no ongoing support relationship, does not constitute a support period.

Qualitative data for this submission is taken from the Indigenous Homelessness Report, *Homelessness in the Aboriginal and Torres Strait Islander context and its possible implications for the Supported Accommodation Assistance Program*, produced by research consultants, Keys Young, during 1998.

Indigenous SAAP Clients

In 1998/99 an estimated 163,200 occasions of support were provided by SAAP agencies. Assistance was provided to Indigenous Australians in 14% of these support periods. Whilst Indigenous Australians comprise 2% of the Australian population, their representation in SAAP is significantly higher. In 1998/99 female Indigenous SAAP clients represented 17% of all female clients, whilst male Indigenous SAAP clients represented 8% of all male clients. In total, 13% of SAAP clients (approximately 11,300 individuals) identified as Indigenous Australians. Of all Indigenous SAAP clients, approximately 70% were female.

The proportion of SAAP clients that are Indigenous varied significantly from state to state. In 1998/99 Indigenous females represented 30% of the Northern Territory female

population, however 66% of female SAAP clients were Indigenous. Similarly in Western Australia, Indigenous females comprised 3% of the female population, however 42% of female SAAP clients were Indigenous.

In contrast, Indigenous males represented 27% of the Northern Territory male population, however 21% of male SAAP clients were Indigenous. Approximately 10% of male SAAP clients in each of Western Australia and South Australia were Indigenous, however Indigenous males represented 3% and 1.5% respectively, of the male population.

Age

The proportion of Indigenous SAAP clients under 25 years (35%) was less than that of non-Indigenous SAAP clients (39%). The majority of Indigenous clients (55%) were aged between 25 and 44 years, which was proportionally more than non-Indigenous clients (47%). Given the relative youth of the Indigenous population and the lower life expectancy, it is not surprising that a greater proportion of non-Indigenous SAAP clients were represented in the 45 years plus age grouping (14%) compared to Indigenous SAAP clients (8%).

Reasons for Seeking Assistance

The main reasons given for SAAP assistance tend to differ between males and females. The most common reason given by Indigenous females was domestic violence (42%). Only 1% of Indigenous males sought assistance for this reason. A greater proportion of Indigenous males cited financial difficulty (19%) or substance abuse (13%) as their main reason for seeking SAAP assistance, compared to Indigenous females (7% and 2% respectively).

Approximately 37% of Indigenous SAAP clients escaping domestic violence required support on more than one occasion during 1998/99, proportionally higher than non-Indigenous clients (34%). This is supported by the findings of Keys Young. They found that the pattern of homelessness experienced by Indigenous women escaping domestic violence to be different to that of non-Aboriginal women. It seemed to be a common view that Indigenous women leave home for a few days at a time for respite, or at times when they believe they or their children are most at risk of violence (eg, pension day or the weekend).

Housing Before SAAP Assistance

In 1998/99, 14% of support periods were spent assisting Indigenous SAAP clients who had been boarding in a private home prior to SAAP support. Thirteen percent of support periods were spent assisting Indigenous clients living in a car/tent/park/street or squat and a further 13% were spent assisting Indigenous clients who had been living rent-free in a house or flat.

The most common type of accommodation for non-Indigenous SAAP clients prior to support was private rental (40%), significantly more than the 10% of Indigenous clients. A greater proportion of Indigenous clients (13%) was living in public housing prior to SAAP support, than non-Indigenous SAAP clients (8%).

Approximately 23% of Indigenous clients requesting SAAP assistance had been living with their relatives and a further 16% had been living with friends or unrelated persons,

either temporarily or long term prior to SAAP support. Eleven percent had been living with either one or both parents.

Housing After SAAP Assistance

After SAAP assistance, a greater proportion of Indigenous clients were renting public housing (16%) and private housing (12%) than before SAAP support. There was however a greater proportion of non-Indigenous clients accessing these types of housing. Approximately 49% of non-Indigenous clients were living in public housing and 16% were living in private rental after SAAP support.

The Keys Young report (see Appendix 1.4) highlights the fact that Indigenous people face considerable difficulty in accessing the private rental market for various reasons, including discrimination, lack of private rental in rural and remote areas and the high cost of private rental in metropolitan areas in particular. Insufficient supply of public housing stock, in some areas combined with long waiting lists, is thought to be a major factor leading to Indigenous homelessness, particularly overcrowding.

Duration of Support

The majority of Indigenous clients (53%) received SAAP support for up to one week, significantly higher than the corresponding proportion of non-Indigenous clients (36%). Indigenous clients were less likely to receive support for an extended period of time. Approximately 15% of Indigenous clients received SAAP support for between 4 and 26 weeks (compared to 22% for non-Indigenous clients) and 3% of Indigenous clients received SAAP support in excess of 26 weeks (compared to 5% for non-Indigenous clients).

According to Keys Young the pressures on women particularly those escaping domestic violence, to return to their homes was often said to be greater than on non-Indigenous women. By leaving her partner, an Indigenous woman is also faced with leaving her family and community, a break that many find too daunting or threatening to contemplate.

Unmet Demand

Of those Indigenous clients unable to be assisted by SAAP during 1998/99, 65% were requesting crisis/short-term accommodation and a further 31% were seeking medium to long term accommodation. These unmet needs were similar to non-Indigenous clients requests for support.

Centrelink

In recent times, both FaCS and Centrelink have been conscious to move beyond the mere provision of individual social security entitlements and focus on flexible strategies designed to enhance individual participation and community capacity. In practical terms this may involve Centrelink assisting communities and groups to identify the most appropriate service delivery strategies to address their needs.

The stronger community focus in Centrelink service delivery is indicative of a move away from a "one size fits all" welfare approach to one which emphasises the role of Government as facilitating and empowering communities to identify their own needs and, where possible, develop local solutions. An example of this approach involves

Maningrida, a remote community in Arnhem Land in the Northern Territory with a population of some 2,000. Centrelink worked with the community over 12 months to establish a “full service” office in the community to replace the existing agent service. Local people are now being trained to become Centrelink employees and eventually to manage the office.

Centrelink, in partnership with the local community has developed similar arrangements in Yarrabah and Palm Island in North Queensland and in the Alice Springs Town Camps.

Centrelink is also implementing a new service delivery model based on the life events that customers may experience, rather than the particular payments for which they might be eligible. Customers will be able to approach Centrelink and describe their life event, and in return receive a personalised solution containing the products and services that meet their needs, be it employment, education or other options. A key aspect of the new model is a “one main contact” officer for each customer, with that person taking responsibility for all of the customer’s business.

Centrelink employs Indigenous Customer Service Officers (ICSOs) and Indigenous Service Officers (ISOs). An ICSO is an Indigenous person who works in a Customer Service Centre (CSC) and is available if a customer requests to see an Indigenous staff member. An ISO is an Indigenous staff member who works in a community development capacity, rather than with individual customers. These positions help ensure that Centrelink provides a culturally appropriate service.

Both ISOs and ICSOs provide scheduled visiting programs to Indigenous Communities and local Indigenous organisations, such as Aboriginal Medical Services and Aboriginal Legal Services. On these visits staff take remote access laptop computers and printers. This enables staff to answer customer enquiries, receive and process claims for benefits and allowances and provide on-site decisions. ICSOs and ISOs are also members of relevant Indigenous community forums and committees.

The Indigenous specialist staff work in partnership with staff from other organisations such as Job Network Members, the Department of Education, Training and Youth Affairs (DETYA), the Department of Employment, Workplace Relations and Small Business (DEWRSB), ATSIC and TAFE. These partnerships are invaluable for ensuring that a holistic service approach is utilised and provides outcomes.

Centrelink contracts some Indigenous organisations as community agents, to act as a collection point for Centrelink forms. This improves access to Centrelink services for Indigenous clients.

While strategies to assist Indigenous people will vary from area to area according to local conditions the following initiatives in place in north Queensland provide an example of the way in which Centrelink seek to tailor services to the needs of customer group.

Centrelink runs Indigenous employment seminars for customers at alternative sites to Centrelink offices, such as at the Townsville Drop-in Centre which provides a range

of services to transients, park people, low income earners and other people requiring welfare assistance. Indigenous people make up 75% of the drop-in centre customer base.

Centrelink developing an Indigenous urban families project which will include trialing the feasibility of outposting an Indigenous Families Service Officer in community facilities. This project will commence in a cluster of suburbs in Cairns that have a high concentration of Indigenous families. Within these suburbs there are two community centres that provide a focus for the delivery of state, Commonwealth and community services. This provides an ideal opportunity for Centrelink to work with existing infrastructure and services to establish the project.

Indigenous community education counsellors, located in urban secondary schools in Townsville, conduct their monthly regional meetings at the Centrelink Youth Services Centre, at the invitation of the manager. This has cemented a good working relationship with the counsellors, particularly for addressing and developing service delivery issues in relation to ABSTUDY and Youth Allowance.

Centrelink is working in partnership with some local CDEPs where the participants work their normal hours in Centrelink Customer Service Centres. This process breaks down the barriers faced by Indigenous people in their dealings with large organisations such as Centrelink. It also assists participants to gain the skills necessary to make them more attractive in the labour market.

Child Support Agency

In assisting parents to meet their responsibilities, the Child Support Agency (CSA) strives to provide a quality service which meets the specific needs of Indigenous clients and communities. The CSA recognises and addresses the issues faced by Indigenous people in accessing CSA information and services.

In this respect, the CSA is a participant in the Diverse Care Project discussed earlier in this chapter and is also implementing the 'CSA Linguistic and Cultural Diversity Plan' to provide a coordinated approach in supporting all parents to meet their responsibilities. Many of the measures encompassed by the plan will have a direct, positive impact on CSA's Indigenous clients.

These include:

- development of a comprehensive and integrated National Outreach Program to improve CSA's client service through increased face-to-face contact with clients. This includes regular visits to 214 locations in suburban, regional and rural Australia, with presentations tailored to meet the needs of specific groups visited;
- the introduction of changes to our recruitment process to attract staff with skills in languages other than English where there is an identified need. Staff are also invited to nominate particular interests, skills or backgrounds that may be utilised in providing outreach services to clients;

- the establishment of 21 Regional Service Centres as a major enhancement of our Outreach Strategy. The choice of locations for the Regional Service Centres was based on the needs of CSA's regional clients, including Indigenous Australians. The expansion of CSA services to regional Australia represents a significant improvement in our service delivery. This means that CSA will become a more responsive and accessible organisation;
- redevelopment of the CSA's Community Information Database (CID). When talking to parents, CSA staff can use the CID to provide information about community service providers and programs, including Indigenous support services, that may be of value to the parent. The CID now includes more sensitive search facilities and extra information for CSA staff and will be available on the Internet for parents and community providers by the end of the year;
- awareness of particular groups that have been recognised as disadvantaged and may be appropriate for specific targeting by officers conducting research with clients; and
- providing information about CSA's Complaints Service as part of an integrated package of general information sessions provided to government and community groups, including ATSIC and Aboriginal health and legal services.

The CSA will continue to consult closely with client and community service providers, other areas of the Department, and Centrelink in order to update and develop products and services to meet the needs of Indigenous clients.

Disability Programs

Disability Support Pension and Sickness Allowance

The Disability Support Pension is a long-term income support payment for people who are unable to work full-time because of a significant permanent disability. Sickness Allowance is a short-term income support payment for people who are unable to work or study because of a temporary incapacity. Mobility Allowance assists with the transport costs of people with severe disabilities who are undertaking employment, training, job seeking or voluntary work and who are unable to use public transport without substantial assistance. Wife Pension (DSP) is a long-term income support payment for the wife of a Disability Support Pensioner (granted before 1 July 1995).

It is estimated that there are at least 11,495 identified Indigenous customers receiving these payments.

Carer Payment and Carer Allowance

Carer Payment is an income support payment provided to ensure an adequate level of income for a person providing full-time personal care or supervision to a person with a severe disability or a child under 16 years with a profound disability. Carer Allowance is an income supplement for people caring for someone who has a disability, or is frail aged, or is chronically ill.

An estimate of expenditure for 1998-1999 relating to Carer Payment and Carer Allowance for Aboriginal and Torres Strait Islander people is:

<i>Type of payment</i>	<i>\$('000)</i>
Carer Payment:	8,215
Carer Allowance:	<u>5,125</u>
<i>Total:</i>	<u>13,340</u>

It is estimated that, as at June 2000, there were 923 Indigenous people in receipt of Carer Payment and 2,579 receiving Carer Allowance. Based on these estimates, Indigenous people make up 1.95% of Carer Payment recipients and 1.32% of Carer Allowance recipients.

Employment Assistance

FaCS provides funding for disability employment services, including vocational rehabilitation services, for people with disabilities through the Disability Employment Assistance program. This program is part of the Commonwealth's general labour market assistance and support programs. Over \$150m is provided to more than 500 service outlets in urban areas of Australia.

Non-government service providers offer employment assistance to aid people who have intellectual, psychiatric, sensory or physical impairment that is likely to be permanent and results in the need for ongoing support. Further, 196 service outlets indicate, that in addition to the above categories, the services also provide specialist assistance to people from an Aboriginal or Torres Strait Islander background. The Disability Census 1998 indicates that 1.7% or 674 consumers of employment services

were reported as being of Aboriginal or Torres Strait Islander origin. This is a 15% increase on 1997 figures.

Open employment services assist in the transition of people with disabilities from special education or employment in supported work setting, to paid employment in the work force in the open labour market. Supported employment services (also known as business services) support the paid employment of people with disabilities for whom competitive employment at or above the relevant award wage is unlikely and who, because of their disabilities, need substantial ongoing support to obtain or retain paid employment. Some services are funded specifically to provide services to Aboriginal and Torres Strait Islander groups. For example, disability employment assistance programs in Victoria include Bendigo Access Employment Inc, the Brotherhood of St Laurence Open Employment Unit in Fitzroy and Access Employment Sunraysia in Mildura.

Commonwealth Rehabilitation Service (CRS) Australia is funded by the Government to deliver rehabilitation services to people with disabilities who need assistance to obtain or retain unsupported paid employment or to live independently. CRS Australia assisted 17,759 new clients in 1999-2000 of whom 124 (0.7%) were of Aboriginal or Torres Strait Islander origin.

In addition the Commonwealth provides assistance for employer incentives such as a Wage Subsidy Scheme, Workplace Modifications Scheme, Supported Wage System, and other initiatives to assist employers and disability employment services to place people with disabilities in employment.

Disability Employment Assistance Case Based Funding Trial

In the 1996-97 Budget, the Government announced its intention to introduce new funding arrangements as part of a broad reform agenda for employment assistance and rehabilitation services. A trial of a new funding model of case based payments was announced in the 1999-2000 Budget. The trial seeks to ensure that funding is better linked to individuals' needs and outcomes and is more equitable than current block grant arrangements. The trial commenced in November 1999 and will continue for two years in both metropolitan and rural areas.

A new phase of the trial will commence in November 2000 to examine a new funding classification process for the trial. In 2000-01, \$16 million will be spent on some 6,000 jobseekers in the trial Australia-wide.

National Disability Advocacy Program

Under the National Disability Advocacy Program, FaCS provides approximately \$11 million a year to 77 advocacy organisations to enable people with disabilities gain access to and participate in community life, and to achieve and maintain their rights as citizens, involving their families wherever possible and appropriate. Over 50 services in urban areas attract almost \$9 million annually.

The program funds two services targeting Indigenous communities for a total of over \$330,000. One of these services address both urban and non-urban communities. They will also assist the National Indigenous Disability Network in establishing links with Indigenous people, their families, carers and communities, and mainstream disability services. These services would also contribute to the work of the Network in meeting the information and support needs of Indigenous people with disabilities. In addition, all advocacy services funded under the program have a responsibility, within their capabilities, to support and assist all Indigenous people with disabilities.

One of the recommendations of the *National Disability Advocacy Program Review* (released in July 1999) was “That the Commonwealth, in consultation with advocacy organisations ... collect nationally consistent data (both qualitative and quantitative) on a regular basis”. The information to be collected will show broad trends, such as age ranges, cultural identity, and dominant issues of concern to consumers and types of strategies used to resolve issues. The data collected will complement information collected through the National Disability Census.

Expansion of Respite for Carers of Young People with Severe or Profound Disabilities

The 1999 Federal Budget announced an additional \$20 million over four years to expand respite support for carers of young people with disabilities. The national network of Carer Respite Centres is being used to deliver the initiative. Carer Respite Centres deliver highly flexible and responsive services, which can be moulded to the individual needs of the carer and, through the carer, the person receiving care. Over \$2.2 million is provided to 26 urban centres annually.

The department is in the process of establishing a data collection for the initiative, including data on Indigenous use of Carer Respite Centres.

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
NEW SOUTH WALES	
MACS	
Allira MACS Child Care Centre	Dubbo
Awabakal MACS Child Care Centre	Wickham
Birrelee MACS Child Care Centre	Tamworth
Gujaga Multifunctional Aboriginal child Care Centre MACS	La Perouse
Murawina Mt Druitt Ltd	Mount Druitt
Ngaku MACS, CCC, Kempsey	Kempsey
Noogaleek Child Care Centre	Berkeley
Tharawal MACS Child Care Centre	Airds
Towri MACS	Bathurst
Wiradjuri Neighbourhood Centre	Wagga Wagga
Wreck Bay MACS	Wreck Bay
Yalbillinga Boori Day Care	Cowra
ADVICE AND RESOURCE SERVICES	
Darruya Pty Ltd	Leichhardt
Murawina Mt Druitt Resource and Advisory Unit	Mount Druitt
Murawina Redfern Cons Advice and Resource Unit	Redfern
CHILDREN'S SERVICES WORKERS	
Armidale FDC Aboriginal SUPS worker	Armidale
Bourke Aboriginal SUPS worker	Bourke
Brewarrina Aboriginal SUPS worker	Brewarrina
Coomealla Child Development Officer	Dareton
Moree Aboriginal SUPS worker	Moree
Murawina Redfern Aides	Redfern
ENRICHMENT PROGRAMS	
Bourke Language Enrichment Project	Bourke
Bugdlie Kooprih Yaptija Playgroup	Broken Hill
Buyinbin Centre	Casino
Cabbage Tree Island Playgroup	Wardell
Gumbayngirr Children's Centre	Bowraville
Koorikindermana Playgroup	Albury
Tenterfield Aboriginal Playgroup and Childcare	Tenterfield
Toomelah Children's Centre	Boggabilla
OUTSIDE SCHOOL HOURS CARE	
Dandaloo Gayngil Playgroup	Boggabilla
Murawina After School Hours Care	Redfern
Sydney University Settlement Out of School Hours Project	Chippendale
Urimbirri Aboriginal CP Assoc	Bonnyrigg
MOBILES	
Goonimoo Mobile Resource Van	Walgett
ABORIGINAL & ISLANDER CHILD CARE AGENCIES	
Bookkeeper - Aboriginal Children's Service Ltd	Redfern
Coffs Harbour Family Comm. Care Centre Aboriginal Youth	Coffs Harbour
Emergency Accommodation Redfern	Redfern

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
CENTRE BASED LONG DAY CARE	
Murawina Community Child Care Centre	Redfern
Yawarra Child Care Centre	Bidwell
YOUTH ACTIVITY CENTRES	
Aboriginal Youth Project	Mount Druitt

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
VICTORIA	
MACS	
Bung Yarnda MACS	Lake Tyers
Echuca MACS	Echuca
Gunai Lidge MACS	Morwell
Lidge MACS	Mooroopna
Robinvale MACS	Robinvale
Wallamurra MACS	Bairnsdale
Yappera MACS	Thornbury
ADVICE AND RESOURCE SERVICE	
Victorian Aboriginal Education Association Inc.	Fitzroy
CHILDREN'S SERVICES WORKERS	
Ballarat & District Aboriginal Children's Services worker	Ballarat
Goolum Goolum Aboriginal Co-op. Children's Services wkr	Horsham
Swan Hill Aboriginal SUPS worker	Swan Hill
Winda Mara Children's Services Worker	Heywood
ENRICHMENT PROGRAM	
Wathaurung Aboriginal Co-op Children's Services Worker	Norlane
AICCA	
Victorian Aboriginal Child Care Agency	Preston

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
QUEENSLAND	
MACS	
Gooddo Day Care Centre	Palm Island
Gundoo Day Care Centre	Cherbourg
Undoonoo Child Care Centre (MACS)	Woorabinda
ADVICE AND RESOURCE SERVICES	
Indigenous Children's Services Unit (QCOSS)	Kelvin Grove
CHILDREN'S SERVICES WORKERS	
Charleville Abor. Children's Services Worker	Charleville
Cross Cultural Child Care Unit	Southport
Toowoomba Aboriginal SUPS worker	Toowoomba
ENRICHMENT PROGRAMS	
Binambi Barambah Vacation Care	Caboolture
Bur Del Playgroup & After School Centre Inc	Ayr
Caboolture Aboriginal Vacation Enrichment	Caboolture
Camooweal Enrichment Program	Camooweal
Dajarra Enrichment Program	Dajarra
Eidsvold Aboriginal Enrichment Program	Eidsvold
Goobidi Bamanga Playgroup and Enrichment Program	Mossman
Injilinjji Enrichment Program	Mount Isa
Jukanyula Aboriginal & Islander Enrichment Program	Bundaberg
Mareeba Outreach Playgroup & Enrichment Program	Mareeba
Ngalanga Playgroup & Enrichment	Victoria Estate
Normanton Enrichment Program	Normanton
Nyletta Playgroup and Enrichment Program	Atherton
T. I. Playgroup & Enrichment	Thursday Island
ENRICHMENT VACATION CARE	
St George Aboriginal Enrichment & vacation care	St George
MOBILE SERVICES	
Inala Mobile Outreach & Dev Playgroup	Inala
Mobile Service Mt Isa	Mount Isa
South West Qld Mobile Aboriginal Child Care Service	Cunnamulla
OUTSIDE SCHOOL HOURS CARE	
Seisia OSHC	Bamaga

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
PLAYGROUPS	
Eidsvold Aboriginal Playgroup	Eidsvold
Ghunda Aboriginal & Islander Playgroup & Enrichment Pr.	Pialba
Horn Island Playgroup	Horn Island
Innisfail Playgroup	Innisfail
Injinoo Playgroup	Injinoo
Jukanyula Aboriginal & Islander Playgroup	Bundaberg
Kin Kin Playgroup	Dunwich
Korrawinga Aboriginal Playgroup	Nikenbah
Kutjala Playgroup	Charters Towers
Mt Isa Playgroup	Mt Isa
Mudth-Nyletta Playgroup	Sarina
New Mapoon Playgroup	Bamaga
Piccininny Playgroup	Tully
Support Workers for Aboriginal Playgroups	Auchenflower
Townsville (AICCA) Playgroup	West End
Umagico Playgroup	Bamaga
Yarrabah Playgroup	Yarrabah
TOY LIBRARIES	
Noah's Ark Toy Library	East Brisbane
VACATION CARE	
Cunnumulla Vacation Care	Cunnamulla
Eidsvold Aboriginal Vacation Care	Eidsvold
Gold Coast Aboriginal Vacation Enrichment Program	Nerang
Horn Is. Vacation Care Program	Horn Island
Inala Vacation Enrichment Program	Inala
Inner City Vacation Enrichment Program	Brisbane
Jukanyula Aboriginal & Islander Vacation Care	Bundaberg
Kambu Vacation Enrichment Program	Ipswich
Stradbroke Island Vacation Enrichment Program	Dunwich
Thursday Island Vacation Care Program	Thursday Island
Woodbridge Aboriginal Vacation Care	Berrinba
Yuddika Vacation Care Program	Manunda
ABORIGINAL & ISLANDER CHILD CARE AGENCIES	
Aboriginal and Islander Child Care Service	Woolloongabba
Central Qld Aboriginal and Islanders Child Care Agency	Rockhampton
Mt Isa AICCA	Mt Isa
Nth Qld Abor & Torres Strait Islanders Corp for Child Care	Townsville
Yuddika AICCA	Cairns
CENTRE BASED LONG DAY CARE	
Maru Kaziu Lag Day Care Centre	Bamaga
New Mapoon Child Care Centre	New Mapoon
Thursday Island Child Care Centre	Thursday Island
Wandarrah Neighbourhood Centre	Inala
Yarrabah Child Care Centre	Yarrabah
YOUTH ACTIVITY CENTRE	
Thursday Island Youth Activity Service	Thursday Island

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
SOUTH AUSTRALIA	
MACS	
Kurna Plains Early Childhood Centre	Elizabeth
Koonibba Children's House	Ceduna
Kura Yerlo Child Care Centre	Largs Bay
Umoona Community MACS	Cooper Pedy
Wynbring Jida MACS	Whyalla Stuart
ADVICE AND RESOURCE AGENCIES	
Network Aboriginal Resource & Management Support Unit	Angle Park
CHILDREN'S SERVICES WORKERS	
Kalaya Children's Centre SUPS worker	Alberton
SA SUPS ARMSU R & A	Angle Park
ENRICHMENT PROGRAMS	
Ernabella School Council Inc	Alice Springs
Gerard Outside School & Vacation Care Program	Winkie
Jerry Mason Child Care Centre	Glossop
Kalaya Children's Centre	Queenstown
Port Lincoln Aboriginal Enrichment Program	Port Lincoln
Raukkan Child Care Centre	Point McLeay
SA Aboriginal Child Care Agency Forum Inc. Holiday Program	North Adelaide
Tji Tji Wiru Program	Port Augusta
MOBILE SERVICE	
NPY Women's Council	Alice Springs
OUTSIDE SCHOOL HOURS CARE	
Ceduna Aboriginal Community Council Inc OSHC	Ceduna
Kalaya OSHC	Queenstown
ABORIGINAL & ISLANDER CHILD CARE AGENCY	
SA Aboriginal Child Care Agency Forum Inc.	Adelaide
CENTRE BASED LONG DAY CARE	
Minya Bunhii Children's Centre	Ceduna
Port Lincoln Children's Centre	Port Lincoln

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
WESTERN AUSTRALIA	
MACS	
Coolabaroo Neighbourhood Centre	Thornlie
Gurlongga Njininj MACS	East Perth
Jalygurr Guwan MACS	Broome
Rose Nowers Child Care Centre	South Hedland
Yaandina MACS	Roebourne
ADVICE AND RESOURCE SERVICES	
Aboriginal Resource worker AIWC	Perth
Aboriginal Resources/Training	Perth
CHILDREN'S SERVICES WORKERS	
Djooraminda Aboriginal Welfare Worker	Lockridge
Koongamia/Lockridge SUPS	Lockridge
Kwinana Family Day Care	Kwinana
Moora Aboriginal SUPS	Moora
ENRICHMENT PROGRAMS	
Aboriginal via-the State training grant	East Perth
Gnowangerup Lunch Service	Gnowangerup
Jigalong School Lunch Service	Newman
Kora Day Care Centre	Bayswater
Nyoongah Nutrition Program	Gnangara
Upurl Upurlinla Ngurratja School Nutrition Program	Kalgoorlie
MOBILE SERVICES	
Axon Aboriginal Youth Advancement Project	Perth
Derby Mobile Playgroup	Derby
Gnowangerup Mobile Occasional Care	Gnowangerup
Jalygurr Guwan Regional Children's Service Network	Broome
OUTSIDE SCHOOL HOURS CARE	
Bidyadanga Community After School	Broome
East Kalgoorlie Before School Program	Kalgoorlie
Kadadniny Kids Klub	Mandurah
Koongamia OSHC	Koongamia
Koongamia Special Services	Koongamia
Lockridge OSHC	Lockridge
Lockridge Special Services	Lockridge
Lockridge Vacation Care	Lockridge
Meekatharra OSHC	Meekatharra
Moora OSHC & Vacation Care	Moora
Ngaanyatjarra Council After School Care	Wiluna
Oombulgurri After School Child Care	Wyndham
Swan After School Hours Care	Lockridge
Swan Special Services	Lockridge
Swan Vacation Care	Lockridge
Warum Women & Children's Centre OSHC	Kununurra

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
PLAYGROUPS	
Ardyoolan Playgroup	Broome
Bayulu Community Playgroup	Fitzroy Crossing
Jigalong Community Playgroup Inc	Newman
Kooraminning Play Centre	Narrogin
Koorlanga Playgroup	Bunbury
Kupungarri Playgroup	Derby
Lombadina Playgroup	Broome
Looma Playgroup	Derby
Millya Rumurra Playgroup	Broome
Muludja Community Playgroup	Fitzroy Crossing
Ngarla Njamal Community Playgroup Inc	Port Hedland
Ngunytyu Tjitju Pirni	Kalgoorlie
Warakurnu Community Playgroup	Kalgoorlie
Willagee Aboriginal Playgroup	Willagee
Yandeyarra Playgroup	South Hedland
ABORIGINAL & ISLANDER CHILD CARE AGENCY	
Yorganop Child Care	Perth
YOUTH ACTIVITY SERVICES	
Albany Youth & Parent Involvement Program	Albany
Marble Bar Youth Activities Program	Marble Bar
Tji Tji Club Vacation Program	Wiluna
Youth Activities Program, Kooraminning	Narrogin

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
TASMANIA	
MACS	
Aboriginal children's Service	Moonah
CENTRE BASED LONG DAY CARE	
TACCA Launceston	Invermay

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
<u>NORTHERN TERRITORY</u>	
MACS	
Batchelor MACS	Batchelor
Central Australian Aboriginal Congress MACS	Alice Springs
Minbani Family Centre	Leanyer
Na Wulg Wulg Child D407Care Centre	Katherine
ADVICE AND RESOURCE SERVICE	
Waltja Tjutangku Palayapayi	Alice Springs
ENRICHMENT PROGRAMS	
Mutitjula C.C. Program	Uluru Nat Park
Tangentyere Council OSHC	Alice Springs
FAMILY DAY CARE	
Congress Family Day Care	Alice Springs
MOBILE SERVICES	
Central Australian Community Toy Library	Alice Springs
Kidmobile Remote Area Children's Service	Alice Springs
OCCASIONAL CARE	
RAFP Occasional Care	Darwin
OUTSIDE SCHOOL HOURS CARE	
Bagot OSHC Program	Ludmilla
Bagot Community Sport & Rec Program	Ludmilla
Belyuen YRC Program Vacation Care	Darwin
Daguragu School Holiday Program	Katherine
Daguragu After School Care	Katherine
Galiwinku Council Vacation Care	Galiwinku
Naiyu (Daly River) After School Program - VC	Daly River
Naiyu (Daly River) After School Program (AS) OSHC Pilot	Daly River
Ngukurr After School Care	Ngukurr
Ngukurr School Vacation Care Program	Ngukurr
Ntaria Vacation Care Program	Hermannsburg
Tangentyere Council OSHC Program Vacation Care	Alice Springs
Warruwi OSHC Vacation Care	Warruwi
Wurruwi After School Care	Warruwi
Yuendumu Youth Program Vacation Care	Yuendumu
Yugul Mangi YRC Service	Ngukurr

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
PLAYGROUPS	
Aboriginal and Islander Accommodation and Family Centre	Winnellie
Angurugu Community	Angurugu
Anyinginyi Playgroups	Tennant Creek
Bagot Community - Children's Services Worker	Ludmilla
Barunga-Manyallaluk Community Government Council	Katherine
Belyuen Community Government Council	Darwin
Canteen Creek Owairtilla Association	Alice Springs
Corella Creek Community	Tennant Creek
Daguragu Council	Katherine
Demed Association Playgroup and Childcare Training	Oenpelli
Djabulukgu Association Inc.	Jabiru
Elliott Homemakers Community Playgroups	Elliott
Five Mile	Daly River
Galiwinku Children's Centre	Echo Island
Gapuwiyak Women's Centre	Nhulunbuy
Gurungu Council Aboriginal Council	Elliott
Ikuntji Community (RAFP)	Alice Springs
Kalano Community Assoc Inc.	Katherine
Kunbarlianjna Community Gov't Council	Oenpelli
Kurdu Kurdu Kurlangu Walpiri	Alice Springs
Maningrida Women's CDEP Centre	Maningrida
Margarr Community Council Playgroup Service	Nhulunbuy
Milingimbi Community Inc.	Milingimbi
Mul Mul Ja Urrungwal Playgroup	Katherine
Na Wulg Wulg Family Care Service	Katherine
Ngadunggay Homeland Resource Centre Aborig Corp	Gapuwiyak
Nganmariyanga Women's Centre Playgroup	Nganmariyanga
Ngintaka Children's Playgroup (RAFP)	Kintore
Nguiu Community Government Council	Bathurst Island
Ntaria Child Care Centre	Hermannsburg
Peppimenarti Playgroup	Peppimenarti
Pirlangimpi Playgroup (RAFP)	Darwin
Ramingining Playgroup	Ramington
Rrumburriya Malandari	Borrooloola
Santa Teresa Women's Centre	Santa Teresa
Tapatjatjaka Community Government Council	Titjikala
TC Raiders	Tennant Creek
Thangkenhareng Aboriginal Corporation	Barrow Creek
Wugularr Community Government Council	Beswick
Yipirinya Aboriginal Services	Alice Springs
Yirrkala School	Yirrkala
ABORIGINAL & ISLANDER CHILD CARE AGENCY	
CAACC Agency Alice Springs	Alice Springs

Appendix 1.2 ABORIGINAL CHILD CARE - by State as at 30 December 1999

Service Name	Location
CENTRE BASED LONG DAY CARE	
Galiwinku Community Children's Centre	Galiwinku
Karuwulijawa Ngurra (Yarralin Child Care Centre)	Katherine
Kurdu Kurdu Kuplangu Walpiri CCC	Yeundumu
Minbani Family Centre	Leanyer
Naiiyu Nambiyu Children's Centre	Daly River
Yirrkala Dhanbul Community Assoc Inc	Yirrkala
FAMILY SERVICE	
Waltja Tjutangku Palayapayi	Alice Springs
YOUTH ACTIVITY SERVICES	
Galiwinku Youth Drop-in Centre	Galiwinku
Tangentyere Council YAS	Alice Springs
TC Raiders Association Inc	Tennant Creek
Wadeye Youth Drop-in Project (YAS)	Wadeye
YAS Family Liaison Worker - Galiwinku	Echo Island
YAS Family Liaison Worker - Tangentyre	Alice Springs

Emergency Relief**Detailed information on state and territory allocations**Northern Territory

A more detailed example of emergency relief service delivery is provided below in a summary of the Northern Territory program.

ER Agency	Outlet
Aboriginal Development Foundation	\$30,000
Darwin Aboriginal and Islander Women's Shelter	\$7,340
Kalano Community	\$30,630
Crisis Accommodation Centre	\$1,720
Central Australian Aboriginal Congress	\$22,370
Katherine Women's Shelter	\$5,000
Tangentyere Council	\$28,500
Anyinginyi Congress	\$23,750
Tennant Creek Women's Refuge Inc	\$2,500
Total	\$151,810

The latest Northern Territory ER program data available (NTCOSS 1996-97, *A Little Relief, But No Respite*) show that 50.5% of applicants were of Aboriginal or Torres Strait Island origin. The report mentions that, "Almost all agencies distributing ER in the NT provide a service to a client group that includes people of Aboriginal and Torres Strait Islander origin. Some have an almost exclusive Aboriginal and Torres Strait Islander client base." The report stated that, "The NT Aboriginal and Torres Strait Islander population is 23.7% (ABS, 1996) and the survey findings indicate Aboriginal and Torres Strait Islander people are over-represented among ER applicants in terms of their numbers in the general population. This suggests that Aboriginal and Torres Strait Islander people are twice as likely to present to ER agencies than the general population." The report did not differentiate between Indigenous people from urban centres and those from remote communities.

There are a total of 64 ER agencies in the Northern Territory. There are 38 Indigenous specific ER agencies. Of the Indigenous specific agencies 7 are urban and 31 are remote. The remote agencies have smaller individual allocations, with average funding being \$5,000, whereas the urban ER agencies have an average allocation of \$16,868.

In the financial year 2000/2001 a total of \$626,046 was allocated to these agencies. An amount of \$353,070 was allocated to general agencies (ie. servicing the general population, including Indigenous people) and an amount of \$272,970 was allocated to Indigenous specific agencies. The Indigenous specific allocation can be divided into the remote agencies and the urban agencies. As the above table indicates \$151,810 was made available to urban Indigenous specific agencies. The remainder of \$121,160 was allocated to the remote Indigenous specific ER agencies.

The 26 general agencies are all based in the five major urban centres of Darwin, Katherine, Nhulunbuy, Tennant Creek and Alice Springs. The degree to which these

agencies provide ER assistance to Indigenous people is high, but varied. Some general agencies report Indigenous clients constitute as much as 90% of ER clients. Other agencies report an Indigenous client base of between 30% and 40%.

Given the data available it is not possible to provide a break down of how much demand is on urban ER agencies from Indigenous people visiting from remote communities.

Four of the urban Indigenous specific agencies have women escaping family violence as a specific client group. The others have general client groups, ie, single men, single women families, youth, etc. There are no urban Indigenous specific youth ER agencies. Indigenous youth access ER through the general youth specific agencies.

Victoria

Currently in Victoria, 20 Indigenous specific agencies are funded to assist Aboriginal people in times of financial crisis and over 200 mainstream agencies are funded to assist anyone in need.

Western Australia

Perth Metro area

\$ 50,000	Derbarl Yerrigan Aboriginal Medical Service
\$ 14,000	Karnany Aboriginal Centre (non-Indigenous sponsor)
\$ 2,000	Anawim Women's Refuge (non-Indigenous sponsor)
\$ 3,000	The Gowrie - Community Advice Service (mainstream service with high percentage of Indigenous clients)
\$ 2,000	Jacaranda Community Centre (mainstream service with high percentage of Indigenous clients)

Kalgoorlie (pop. 29,685 - 5.68% Indigenous)

\$ 11,500	Bega Gambirringu Health Service
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Bunbury (pop. 26,558 - 3.25% Indigenous)

\$ NIL	still looking for a new Indigenous agency.
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Geraldton (pop. 19,814 - 7.78% Indigenous)

\$ 10,000	Geraldton Resource Centre (Indigenous worker) (non-Indigenous sponsor)
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Albany (pop. 14,591 - 13.3% Indigenous)

\$ 2,500	Albany Aboriginal Corporation
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Broome (pop. 13,714 - 24.96% Indigenous population)

\$ 14,000	Milliya Rumurra Aboriginal Corporation (a sobering up shelter, some out of town)
\$ 2,000	Marnja Jarndu Women's Refuge
\$ 10,000	Centacare Kimberley (A) (mainstream service with high Indigenous clients)

Carnarvon (pop. 8,620 - 14.26% Indigenous)

\$ 10,000	Kuwinywardu Aboriginal Resource Unit
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Tasmania

The following services receive Aboriginal specific ER funding in Tasmania:

Service Name	Location	00/01 (\$)
Flinders Island Aboriginal Assoc.	Lady Barron	5 000
George Town Council	George Town	250
Launceston Benevolent Society	Launceston	610
Launceston City Mission	Launceston	4 540
St Vincent de Paul – Northern Region	Invermay	1 310
Salvation Army	George Town	400
Salvation Army	Launceston	2 490
Salvation Army	Scottsdale	380
Anglicare	Burnie	4 570
St Vincent de Paul	Devonport	3 020
St Vincent de Paul	Wynyard	2 960
Salvation Army	Burnie	4 200
Salvation Army	Devonport	2 390
Salvation Army	Ulverstone	2 470
Wyndarra Centre Inc	Smithton	3 730
Glenorchy City Mission	Glenorchy	5 680
Hobart Benevolent Society	Hobart	1 970
Hobart City Mission	Hobart	4 730
HYPO – Prospect House	Hobart	1 190
St Vincent de Paul	Glenorchy	1 940
St Vincent de Paul	Hobart	1 390
Salvation Army	Hobart	4 800
Stepping Stone Tasmania Inc	Glenorchy	1 360
Bridgewater/Gagebrook Community Services	Bridgewater	10 060
Salvation Army	Rosny	2 560
St Vincent de Paul	Huonville	710
Salvation Army	Huonville	710
Anglican Parish of the West Coast	Queenstown	1 270
Campbell Town District Hospital	Campbell Town	154
Deloraine House	Deloraine	580
Helping Hand Association	Longford	300
Salvation Army	Carlton	380
Salvation Army	Zeehan	920
Salvation Army	New Norfolk	680
St Helens Neighbourhood House	St Helens	200
St Marys Community Health Centre	St Marys	200
Tasman Council	Nubeena	980
West Tamar Council	Beaconsfield	190
Total	Tasmania	81 274

**Figures do not include any applicable 'gross-up' for the GST.*

S 490

***Keys Young Report on Indigenous Homelessness
Homelessness in the Aboriginal and Torres Strait Islander context and its possible
implications for the Supported Accommodation Assistance Program***

In 1998 Keys Young were contracted to undertake research and produce a report on Indigenous homelessness. The report found that homelessness as defined by Indigenous communities differs in significant ways from the non-Indigenous definition. Five distinct types of Indigenous homelessness were identified:

- separation from traditional land or from family (spiritual homelessness);
- overcrowding (a hidden form of homelessness);
- relocation and transient homelessness;
- escaping from an unsafe or unstable home (mainly women and young people);
and
- lack of access to any stable shelter.

In general, the report found that Indigenous homelessness is inherently more complex than non-Indigenous homelessness. Apart from the negative spiritual and cultural aspects, Indigenous homelessness is compounded by the poor health and financial and social status of many Indigenous persons.

Lack of access to secure and affordable housing, including severe overcrowding, was identified as the major factor impacting upon Indigenous homelessness. The report also identified problems arising from the administration of public housing. These included:

- a lack of culturally sensitive policies and practices (particularly concerning extended family issues, temporary absences due to cultural obligations, ill health and transfers);
- a shortage of culturally appropriate housing stock;
- inappropriate housing allocation practices;
- a lack of support available to Indigenous people to manage their tenancies; and
- a lack of effective Indigenous involvement in housing policy development and service delivery.

After housing stock issues, the most important services identified to help address the problems of Indigenous homelessness are the availability of, and access to, mental health services and disability services. In regard to improving the accessibility of SAAP services for Indigenous clients, the report identified the need for an increased number of Indigenous-managed services, an increased number of Indigenous staff in SAAP services and an increased level of liaison and networking between SAAP services and Indigenous agencies and services.

The report also identified a number of SAAP service delivery issues. The evidence from the study is that SAAP services play an important role for Indigenous homeless people but that they generally will only use SAAP services as a last resort. By this stage the needs of Indigenous homeless persons are often deep-seated and complex. Furthermore Indigenous clients often use SAAP services on a more short-term, intermittent basis than non-Indigenous clients. This pattern of usage seriously inhibits

the capacity of services to conduct meaningful case management with Indigenous clients.

A number of strategies were identified to improve SAAP service delivery to Indigenous clients including:

- increasing the level of management support and training opportunity for Indigenous-managed SAAP services and Indigenous SAAP workers generally;
- increasing service linkages between SAAP agencies and local Indigenous organisations and services;
- expanding and further developing cross cultural training for non-Indigenous SAAP workers; and
- developing more appropriate approaches to service delivery, including more outreach activity and a more holistic, preventative approach to Indigenous homelessness.

The Keys Young report concludes that homelessness in the Aboriginal and Torres Strait Islander context is a multi-layered, multi-dimensional concept with multiple causes that requires a “whole of government” approach. This approach requires SAAP to develop closer linkages with other programs that have a role to play in alleviating Indigenous homelessness. It is suggested that the most critical linkages that need to be developed are with housing, both mainstream and Indigenous. In addition, dialogue needs to occur with programs providing support or skills development to Indigenous communities with a focus on “capacity building” in order to prevent homelessness brought about by lack of living, budgeting or parenting skills. Finally, the possibility of developing joint ventures particularly targeting Indigenous mental health, disability and youth and domestic violence issues should be explored.

Responses to the Indigenous Homelessness Report

In late 1998 the SAAP Coordination and Development Committee (CAD) established an Indigenous Homelessness Report Implementation Workgroup to review the Keys Young report and recommend an appropriate implementation strategy. The Workgroup included three Indigenous members drawn from the Reference Group established for the Keys Young research project. The Workgroup prepared and tabled implementation options for CAD, and state and territory officials have recently reported back on the progress of each jurisdiction in implementing those options. CAD identified improved and appropriate service delivery to Indigenous SAAP clients and the development of Indigenous homelessness consultation mechanisms in each state/territory as priorities. As a result:

- Most jurisdictions have extended their Indigenous homelessness advisory mechanisms or are planning to do so.
- All jurisdictions are engaged with the process of developing improved and more appropriate service delivery to Indigenous SAAP clients. There appears to be an emphasis on family violence issues and improved services for Indigenous young people. The focus is clearly on consultations with Indigenous organisations and communities to determine appropriate approaches to SAAP service delivery.
- There is an emphasis on the development of cross program linkages.

Also in response to the findings of the Keys Young Report:

- The SAAP IV Memorandum of Understanding (2000 – 2005) acknowledges that Indigenous homelessness is different in nature and is also experientially different from non-Indigenous concepts. Section 4.2 states: ... *all signatories acknowledge that the needs of homeless people from Indigenous communities warrant different policy responses including more flexible and integrated planning/funding approaches to service delivery that best meet their unique needs and are developed with increased Indigenous involvement.*
- The SAAP IV National Strategic Plan (2000 – 2005) lists *providing more culturally appropriate services for our Indigenous clients*, as a national strategy under the heading, *SAAP IV National Strategic Priorities*.
- SAAP has developed and distributed a comprehensive worker support package for Indigenous services entitled, *Case Management Resource Kit For Indigenous SAAP Services*.

A further Commonwealth response to Indigenous homelessness will be developed as part of the National Homelessness Strategy (NHS) to be progressed in close consultation with the recently announced Commonwealth Advisory Committee on Homelessness (CACH).

Reference 2.

Ways to extend the involvement of urban dwelling Indigenous people in decision making affecting their local communities, including partnership governance arrangements.

For Indigenous housing information, please see Reference 6.

FaCS delivers a wide range of services and programs, both directly through the state and territory office network and indirectly through Centrelink and other portfolio agencies. Diversity in program delivery arrangements provides flexibility to use the most appropriate approach for each program and offers opportunities to provide culturally appropriate services and extend the involvement of Indigenous people in decision making affecting their local communities.

Much of the information included under Reference 1 is also relevant here. Where applicable, additional information, relating specifically to participation of Indigenous people is provided below.

Business Partnership Agreement between FaCS and Centrelink

FaCS' business partnership with Centrelink is an example of how the portfolio works to extend the involvement of Indigenous people in areas affecting their lives. The Business Partnership Agreement between FaCS and Centrelink makes provision for increased participation and individual capacity and engagement with communities.

The agreement states requires Centrelink to place a high priority on assisting Indigenous people to achieve improved levels of social and economic participation in the following areas:

- maximise the number of under 18 year old customers participating in education and training;
- facilitate participation of Indigenous jobseekers in mutual obligation activity that is culturally appropriate and responsive to issues such as remoteness as an alternative to activity test exemptions; and
- monitor preparing for work agreements to ensure appropriate take up and participation by Indigenous customers.

The agreement also requires Centrelink to engage with communities to develop innovative and culturally appropriate service delivery methods that are responsive to Indigenous customers and communities, with particular emphasis on remote communities.

Priority is placed on:

- building service delivery models in partnership with communities that include as integral elements:
 - high quality, culturally appropriate access points;
 - facilitation of community-driven leadership;
 - skill transfer to local people; and
 - service delivery integration with other Commonwealth agencies and other levels of government.

- development of partnerships with communities to deliver improved service outcomes for Indigenous customers in areas such as:
 - activity testing and mutual obligation;
 - young people’s participation in education and training;
 - take up of appropriate levels of assistance for families; and
 - maximising benefit for individuals from their social security payment, for example through Centrepay (see Reference 6) or reduced third party intervention with cheque payments.

Centrelink’s Indigenous Services are committed to developing partnerships with their local communities and involving Indigenous communities in the decision making process. Centrelink employs Indigenous Service Officers (ISOs, see Reference 1) to assist Indigenous communities. ISOs are of great benefit in avoiding unnecessary administrative problems. Indigenous staff are aware of potential barriers that local Indigenous customers face, and are able to modify their service delivery accordingly.

Centrelink consults with Indigenous customers in a number of forums, including:

- Indigenous focus groups, which are conducted prior to the implementation of any major initiatives to ensure Indigenous community input;
- regular Indigenous value creation workshops, which target specific groups within the community eg, families, youth, and urban customers. Information collected through these workshops is incorporated into the Customer Service Centres’ business plans for services to Indigenous urban customers; and
- invitations to Indigenous community representatives to meet key visitors to the area eg, national managers with Indigenous servicing portfolios, or client department senior managers.

Stronger Families and Communities Strategy

FaCS is currently working with communities to identify possible initiatives to strengthen Indigenous and non-Indigenous families and communities, as part of the *Stronger Families and Communities Strategy* (see Reference 1). FaCS uses a ‘bottom up’ approach to enable communities to take practical actions to address their own needs and priorities, rather than impose solutions using a ‘one size fits all’ approach. A number of pilots, addressing the cultural requirements of Indigenous families and communities, are being trialed.

Disability Services

Several urban dwelling Indigenous people are members of a working party which is jointly supported by the National Disability Advisory Council and the Aboriginal and Torres Strait Islander Commission (ATSIC) to investigate and report on the desirability and feasibility of establishing a National Indigenous Disability Network. The first meeting of the working party in August 2000 decided that such a network, covering urban, rural and remote dwelling Indigenous people, was desirable. The second meeting, scheduled for November 2000, is likely to produce a report outlining various options for its establishment over the coming years.

Establishment of a network would facilitate a greater level of participation by Indigenous people with disabilities in their local communities, including in decision-making processes.

Aboriginal and Islander Child Care Agencies

The Aboriginal and Islander Child Care Agencies (AICCAs) were part of a movement initiated by the Aboriginal community to effect a return of children separated from their families, and to rehabilitate and restore Aboriginal family and kinship systems. AICCAs were developed in response to the need for Aboriginal fostering and adoption services so that the practice of removing children from their families and community would be eliminated. The agencies are managed by committees drawn from the local Indigenous community.

Emergency Relief

New initiatives are being developed to extend the involvement of Indigenous people in decision making in the way Emergency Relief (ER) is delivered. For example, the New South Wales ER State Advisory Committee (SAC) recently established a sub-group, the Indigenous Reference Group, to assist FaCS respond to the needs of the Indigenous clients and communities with the ER program.

The primary role of the reference group is to provide advice and expertise to FaCS on the following key areas:

- policy development regarding Indigenous client and community needs;
- development of linkages with Indigenous community organisations;
- recruitment of Indigenous agencies to distribute ER funds; and
- identification of ER information and support needs (including training) of Indigenous community agencies.

to participate in education programs while they are in the Centre. A high percentage of the young detainees are Indigenous;

- a family crisis child care pilot project targets partnered or single young parents aged 15-25 years and those at risk of early and problematic parenthood. There is a social worker attached to the project who assists participants to access relevant services, brokers goods and services not otherwise available and provides transport costs where necessary. A critical element of the program is the availability of fully funded child care to enable participants with children to access services.

Reference 5.

Opportunities for economic independence in urban areas.

The Department of Family and Community Services (FaCS) was formed to bring together core Commonwealth income support and social services into a single portfolio. The Department is charged with maintaining a strong and effective social safety net, but importantly, also to re-focus Commonwealth policies, programs and services to take a more preventative and early intervention approach to social support. This means assisting individuals, families and communities to be self-reliant and resilient, while supporting them in times of need and through periods of transition.

FaCS focuses on three closely inter-related Outcomes for the Australian community - stronger families, stronger communities and economic and social participation. While the core business of FaCS is not explicitly around economic development it, nonetheless, recognises that effective and well integrated social, economic and broader policies are mutually beneficial and are the best way of achieving sustainable benefits to the Australian community. Consequently, FaCS works collaboratively with other agencies (such as the Department of Employment, Workplace Relations and Small Business (DEWRSB), the Department of Education, Training and Youth Affairs, and the Aboriginal and Torres Strait Islander Commission (ATSIC)) to promote economic development by enhancing individuals' and communities' capacity to take up opportunities for economic and social participation wherever possible. In this context, FaCS is working closely with other agencies to assist the Government in preparing its response to the Reference Group on Welfare Reform's Report *Participation Support for a More Equitable Society* (the McClure Report). The Government expects to respond to the report in the near future.

The McClure report places an emphasis on an integrated approach in five key areas to enhance the capacity and opportunities for greater participation:

- individualised service delivery (tailored to individual needs);
- a simpler income support structure (more responsive to needs, circumstances and aspirations);
- incentives and financial assistance (to encourage and enable participation);
- mutual obligations (based on mutual responsibilities and benefits); and
- social partnerships (which are critical to building community capacity and increasing opportunities for economic and social participation).

The link between community capacity building and economic independence is well recognised in the report. An increasing body of information is building internationally that points to the importance of strong networks, skilled leaders and local input to decision-making in developing community strength, which in turn enhances the wherewithal of individuals and communities to grasp economic opportunities. For small communities, enhancing community strength is critical to the longer-term sustainability, health, vitality and potential economic prosperity of the community and its people.

The McClure Report pays specific attentions to the social and economic disadvantage, as well as employment discrimination experienced by Indigenous people. It outlines

key issues that need to be addressed by in order to enhance Indigenous peoples' economic and social participation.

At the same time the report recognises that the Indigenous population is very diverse, comprising people from many different cultures and regions, with variable access to employment opportunities and support services. Indigenous peoples are over-represented among people living in remote locations, single parent families and those with major health problems.

The unequal distribution of employment is particularly acute among Indigenous people, resulting in increasing reliance on income support with negative consequences for individuals, their families and their communities.

Such disadvantages impact adversely on Indigenous peoples' capacity for participation, both economically and socially.

A number of the recommendations in the Welfare Reform Reference Group's report specifically relevant to Indigenous people.

There are two specific recommendations in the McClure report relating to Indigenous people:

- "In consultation with Indigenous communities, trial innovations in service delivery for Indigenous people. These might include culturally and locationally appropriate approaches in the context of individualised service delivery, contracting, training and supporting skilled local community-based organisations to perform one-to-one servicing, and use of video-conferencing and other telecommunications technology to support the one-to-one contact model" (A10 p.17); and
- "Develop mutual obligations guidelines for Indigenous people that strengthen existing family and community structures, including expanding the current menu of acceptable activities for jobless people to include other forms of social or cultural participation" (D7 p.43).

Other recommendations in the report are also highly relevant to the circumstances of Indigenous communities. In particular, the report recommends increased resourcing of community capacity building, particularly in the development of leadership in disadvantaged communities and local community defined projects, with the aim of improving opportunities for economic and social participation. Given the severe disadvantage experienced by Indigenous people, the Government will be considering ways to ensure that opportunities for Indigenous people to participate, and their capacity to take up those opportunities, improve substantially.

The Government's response to welfare reform will build on current activities that aim to address the economic and social disadvantage of Indigenous people. Details of current initiatives are provided below.

The Prime Minister's Community Business Partnership

The Prime Minister's Community Business Partnership is a representative group of Australians committed to encouraging and enhancing partnerships between the corporate sectors. The Partnership aims to foster and facilitate a tradition of

Australian business, individuals and community organisations working together in partnership for mutual benefit of the Australian community.

The inaugural winner of the Prime Minister's Award for Excellence in Community Business Partnership was the Euraba Paper Mill at Boggabilla. The paper mill employs nine senior Gamilaraay women to produce unique, handmade Australian paper from waste cotton rags and other natural fibres for both national and international markets.

After only one year, the project has already proved commercially successful with orders from a range of corporations. The project aims to provide a sustainable alternative to generational dependence and to provide employment, training and technical expertise and opportunities, as well as promote tourism and reconciliation.

The Skills Development Strategy for Indigenous Community Housing Management

The Skills Development Strategy for Indigenous Community Housing Management aims to ensure recognition of prior competencies and access to portable skills and qualifications. It is intended that such strategies, as well as improving the long-term viability of Indigenous community housing organisations, will provide employment opportunities for Indigenous people. The strategy requires training which links with national competency standards, training that is customised for Indigenous community housing organisation staff and which adopts a community development approach, and coordination with existing training providers in states and territories.

Centrelink

Indigenous Services within Centrelink have been working closely with other agencies such as ATSIC and DEWRSB to attend joint visits to CDEP organisations to provide information for participants and staff about the roles and responsibilities of each agency and how best to utilise services and programs.

It also enables the relevant bodies to discuss ways and options with both the CDEP Grantee organisation and the participants for promoting and increasing Indigenous employment in the private and public sectors of the community.

Centrelink sees this as a good opportunity to develop and foster partnerships with local Indigenous communities, and as a positive step towards community development and self-determination.

Reference 6.

Urban housing needs and the particular problems and difficulties associated with urban areas.

Information about housing programs and services in relation to all terms of reference is provided here. Additional information is included in the following appendices:

- Appendix 6.1 - table of Commonwealth State Housing Agreement (CSHA) funding allocations;
- Appendix 6.2 - state public housing policies;
- Appendix 6.3 - housing data agreements;
- Appendix 6.4 - table about Rent Assistance;
- Appendix 6.5 - tenure outcomes for urban Indigenous households.

Indigenous people across Australia experience significant housing need. The greatest levels of Indigenous housing need are in rural and remote areas. High building and maintenance costs in isolated areas and the absence of housing alternatives (eg, private rental stock or public housing) result in acute housing shortage and considerable overcrowding.

To help overcome this, Commonwealth Indigenous specific housing funds (Aboriginal Rental Housing Program) are directed primarily to rural and remote areas. It is intended that public housing will meet the needs of Indigenous people living in urban areas.

While urban Indigenous households face many of the same issues as other Indigenous households, such as overcrowding and related health and employment issues, the most pressing needs for urban Aboriginal households are housing affordability and access to housing markets. Affordability of housing is a problem because of the high rents that urban dwellings attract and because Indigenous people generally have low incomes.

According to 1996 Census data, affordability of housing for Indigenous Australians varies between urban and rural areas. The proportion of Indigenous households in poverty before housing¹ is 10.5% in major urban centres and 13.2% in other urban areas. Rates of poverty after housing² are generally similar in major urban and other urban centres (17.3% and 17.8% respectively), but lower in rural areas (11.9%) (p73). In urban areas, the average affordability deficit³ of community housing tenants is \$50 per week. In rural areas, the average affordability deficit is about \$35 per week. Details of generalist and Indigenous-specific housing programs and services are provided below.

¹ A household whose income **before** paying housing costs is less than its non-housing income need is said to be in **poverty before housing**. *Indigenous Housing 1996 Census Analysis* (p72).

² A household whose income **after** paying housing costs is reduced below its non-housing income need is said to be in **poverty after housing**. *Indigenous Housing 1996 Census Analysis* (p72).

³ For households in poverty before housing, affordability deficit = housing costs; for households in poverty after housing, affordability deficit = housing costs - (after tax income - non-housing income need), *Indigenous Housing 1996 Census Analysis* (p93).

Access to the Private Rental Market

The supply of low cost private rental stock is shrinking at the same time that demand is increasing among low income households, in which Indigenous households are disproportionately represented.

The Commonwealth State Working Group on Indigenous Housing (CSWGIH, refer to p.7 for more information) commissioned FOCUS Pty Ltd to provide a report of case studies covering Indigenous use of the private rental market. This report was completed in April 2000 and suggested that the rate of Indigenous households accessing the private rental market is considerably less than that indicated in the 1996 Census.

Access to the private rental market is limited by affordability issues, and also by discrimination: either directly, through refusing available housing to Indigenous applicants; or indirectly by requiring evidence of income or rental history not easily available to Indigenous applicants or the waiver of such requirements for non-Indigenous applicants.

Even if successful in gaining private rental housing, Indigenous tenants are still likely to face discrimination from landlords or estate agents. For example, they may be offered inappropriate housing or housing in disrepair, or have difficulty obtaining essential maintenance or in resolving neighbourhood disputes. In addition, Indigenous people arriving in urban areas for the first time may lack the skills, knowledge or experience to acquire or maintain a tenancy in the private market.

Access to Home Ownership

Home ownership can be an option for dealing with housing affordability and access issues. However, this is difficult for Indigenous people, who generally have low incomes and face complex land tenure issues which limit financing options. 1996 Census results⁴ show that the levels of home ownership and home purchasing for Indigenous households are well below those for other Australian households. While about 71% of non-Indigenous households lived in homes owned or being purchased by their occupants, the corresponding figure for Indigenous households was only 31% (p23).

State Indigenous housing agencies have introduced a number of pilots to address home ownership for Indigenous people. For example, the New South Wales AHO has trialed the following schemes:

- the sale of public or AHO properties to tenants;
- examining alternative forms of tenure, for example, lifetime rent-free tenure with responsibility for maintenance;
- the *First Homes for First Peoples Program* in some Local Aboriginal Land Councils, an interest free loans scheme supported by the NSW Land Council; and
- advocating for equitable access to mainstream home ownership programs.

⁴ *The Health and Welfare of Australia's Aboriginal and Torres Strait Islander Peoples*, ABS and AIHW, 1999.

Rent Assistance

Rent Assistance is a non-taxable income support supplement paid to individuals and families in recognition of the extra housing costs faced by those who pay private rent. Assistance is only available to social security recipients paying more than a certain amount of rent. CDEP participants receiving a supplement through Centrelink, and low income families getting more than the base rate of Family Tax Benefit Part A may also qualify for assistance. Assistance is provided to approximately 950,000 income units and total expenditure was \$1.5 billion in 1999-2000.

The Rent Assistance program operates nationally. It is designed to ensure that customers with the same household characteristics, paying the same amount of rent, receive the same level of assistance wherever they live. There is little variation in the average level of assistance across different locations.

Nationally, approximately 1% of Rent Assistance recipients living in capital cities self identified as Indigenous, while 5.7% of Rent Assistance recipients living in small towns of less than 2000 identified as Indigenous. Indigenous customers make up only 2.6% of customers in non-urban areas. This reflects not only the distribution of the Indigenous population, but also the availability of alternative forms of housing assistance, including public housing and low cost community housing.

Commonwealth State Housing Agreement

Under the four-year 1999 CSHA, the Commonwealth provides more than \$4 billion to state and territory governments to fund housing assistance for people whose needs cannot be met by the private market. The states and territories contribute around \$1.5 billion over the same period. There are three tied programs under the CSHA: Community Housing Program (CHP), Aboriginal Rental Housing Program (ARHP) and Crisis Accommodation Program (CRP).

The remainder of CSHA funds is predominantly for public housing, although some funds are also used for other housing-related services such as mortgage relief and bond assistance. Appendix 6.1 details the breakdown of funding by each program. Further information about the CSHA, including funding, is available in the Housing Assistance Act Annual Report 1997-98 (available at <http://www.facs.gov.au/internet/facsinternet.nsf/aboutfacs/programs/house-haaintro.html>)

The CSHA has two elements: a multilateral agreement and bilateral agreements. The multilateral agreement is a single, common document, signed between the Commonwealth and all states and territories, which sets out the framework for housing assistance under the CSHA. The bilateral agreements set out the details of how assistance will be provided in each state and territory. Each bilateral agreement is designed to reflect the different housing needs and strategies to be adopted in each jurisdiction, and Indigenous housing needs are documented as a priority area. The CSHA bilateral agreements complement the separate Indigenous specific housing bilateral agreements, which are being negotiated between FaCS, ATSIC and the states.

One of the guiding principles of the CSHA is that the purpose of funding is to assist people whose needs for appropriate housing cannot be met by the private market. The CSHA also specifies that housing assistance is designed to be responsive to the needs

of consumers, provide priority assistance to people with the highest needs and provide assistance on a non-discriminatory basis. The CSHA recognises that assistance to people in need of affordable and appropriate housing is essential to reduce poverty and its effects on individuals and on the community as whole.

Outcomes and objectives of programs under the CSHA are specified in the bilateral agreements between the Commonwealth and each of the states and territories. Each bilateral agreement includes outcomes relating to housing for Indigenous people, particularly in relation to improving access to mainstream public housing on the basis of their need. In addition, each state and territory has developed specific initiatives appropriate to the circumstances of each jurisdiction. Examples of this include:

- providing culturally appropriate support, advice and advocacy services;
- implementing a range of integrated support services for Indigenous people;
- improving employment and training opportunities for Aboriginal and Torres Strait Islander people in the building industry;
- more flexible and appropriate housing models and options for Indigenous households – including a range of community housing, transitional housing and supported accommodation options for Indigenous people; and
- dedicated programs designed to overcome the significant maintenance backlog in some Indigenous public housing.

Public Housing and Other Housing-Related Assistance

The majority of CSHA funding goes towards public housing. Public housing comprises dwellings owned (or leased) and managed by state and territory housing authorities. Policies regarding access to public housing are set by each state and territory. The policies are set out in Appendix 6.2. A major focus of the 1999 CSHA is to target public housing according to need. This is achieved partly by segmenting the waiting lists so that those in most need receive priority access within each jurisdiction.

Although public housing rents are set at market levels, low-income earners are eligible for rebates so that they pay a maximum of 25% of their eligible income in rent. This increases the affordability of housing for public housing tenants on low incomes. Indigenous people are eligible to access public housing on the same needs basis as other Australians.

Households occupying public rental housing by state at 30 June

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
1998	123 068	60 883	48 145	32 537	54 723	13 112	11 784	8 108	352 360
1999	122 674	60 579	48 268	31 957	53 153	13 062	11 695	7 785 ⁵	349 173

(Report on Government Services 2000, page 1422)

It is difficult to measure the extent to which Indigenous people use, or seek access to, mainstream housing services due to a lack of consistent 'identifier' information in previous data collections. To rectify this, the 1999 National Housing Data Agreement includes an indicator for Indigenous occupancy. Since 1999/2000, there has been a requirement for states and territories to collect data on Indigenous households in a

⁵ Rebated households only

consistent manner across the whole of the public housing sector. This will deliver more reliable and detailed data on public and community housing access. The new data is expected to be available from 2001. More information about the National Housing Data Agreement is in Appendix 6.3.

Current best estimates indicate that Aboriginal families occupy approximately 6 per cent of public rental housing stock. Most is situated in urban areas, but an exact breakdown is not known.

States may also choose to use CSHA funds for other housing-related purposes including assistance with rent, bond payments and home purchase assistance. This is available for Indigenous people on the same basis as for other Australians, although details of the extent to which Indigenous people access these services are not reported to the Commonwealth by the states and territories.

Aboriginal Rental Housing Program

ARHP provides \$91 million per annum specifically to help address the high level of Indigenous housing disadvantage. In 1989/90, ARHP funding increased from \$52 million to the current level. Over this period ARHP funding has been quarantined from funding reductions applied to most other areas of social housing.

Release of ARHP funds each year to states and the Northern Territory is conditional upon ministerial approval of strategic plans. The plans show how funds are distributed, and focus on ensuring resources are allocated on the basis of greatest housing need. States and territories are encouraged to direct funds to remote areas, where need is greatest and there is no alternative market.

ARHP funding is used for construction of new houses, provision of essential health-related housing infrastructure, maintenance and upgrading of housing stock, and funding of strategies to enhance the housing management capacity of Indigenous communities, for example, training in asset and tenancy management.

Review of Commonwealth Indigenous Housing Programs

ATSIC also provides funding for Indigenous housing through the Community Housing and Infrastructure Program (CHIP). Improved coordination of Indigenous housing programs at the Commonwealth level is considered an important step towards achieving better housing outcomes for Indigenous people. The 1996 review of the Commonwealth's two programs, ARHP and CHIP, found that current administrative arrangements overlap and are inefficient, and that this situation limits the government's capacity to determine Indigenous housing policy directions and funding priorities.

The review recommended that the two programs, which have similar objectives, should have a coordinated administrative structure with pooled funds, under the responsibility of a single Commonwealth agency. Commonwealth ministers are considering options for coordinating Indigenous housing programs within one agency.

The review recognised the importance of maintaining a role for states and territories in Indigenous housing. However, it also recognised that reforms need to be

implemented by states and territories if program funds are to be more effectively used in terms of outcomes. The major considerations in this regard were:

- continued funding for Indigenous housing through the CSHA be tied to Commonwealth and state and territory Indigenous housing bilateral agreements;
- continued funding be based on enhanced outcomes and performance monitoring; and
- the majority of new capital spending should occur in areas of greatest need, that is, rural and remote areas where mainstream public housing is not available.

Community Housing Program

Commonwealth funding for CHP under the CSHA includes \$63.99 million each year to support community housing programs for people on low incomes. Non-profit organisations or local government are the main providers of community housing. These organisations undertake tenancy management and sometimes property asset management functions. Community housing agencies can have greater capacity than large public housing authorities to respond to individuals' housing needs, and tenants are encouraged to take greater personal responsibility for their housing.

Crisis Accommodation Program

CAP provides funding for capital purposes for crisis accommodation provided under the Supported Accommodation Assistance Program (SAAP). Information on SAAP is provided under Reference 1.

Reforms to Indigenous Housing

In December 1992, the Council of Australian Governments endorsed the *National Commitment to Improved Outcomes in the Delivery of Programs and Services for Aboriginal Peoples and Torres Strait Islanders*. When Commonwealth, State and Territory housing ministers met in 1996 and 1997, they supported this commitment and made a number of resolutions, which included giving priority to health-related aspects of Indigenous housing such as water and waste disposal, and improving program administration and data collection to ensure future funds are targeted to areas of greatest housing need.

Indigenous Housing Bilateral Agreements

Indigenous housing bilateral agreements provide a structure for the Commonwealth, ATSIC and each state and territory to work together to improve and simplify the planning, coordination and delivery of Indigenous housing programs. Agreements have been signed for the Northern Territory, Western Australia, New South Wales and South Australia. A Torres Strait housing and infrastructure bilateral agreement has also been signed. Negotiation of agreements with mainland Queensland, Victoria, Tasmania and the Australian Capital Territory are continuing.

The agreements aim to help address Indigenous housing need through:

- better value for money by pooling of funds at the state and territory level;
- leaner and more efficient administration of Indigenous housing programs;
- no duplication between programs and departments;
- coordination of all key players, and clarification of roles and responsibilities;
- effective decision making role for Indigenous people at state and territory and community levels;

- accountable and efficient management of houses by Indigenous community housing organisations (ICHOs); and
- better housing outcomes for Indigenous people.

In conjunction with bilateral agreements, several states have also established Indigenous housing authorities to make decisions about policy and service delivery to Indigenous people.

Commonwealth State Working Group on Indigenous Housing

Housing ministers established the Commonwealth State Working Group on Indigenous Housing (CSWGIH) to develop and implement practical strategies to improve housing and related health outcomes for Indigenous people in both urban and remote areas. The CSWGIH has representatives from the Department of Family and Community Services (FaCS), the Aboriginal and Torres Strait Islander Commission (ATSIC) and all state and territory housing authorities.

The CSWGIH's strategies and products include:

- multi-measure approach to identifying and assessing Indigenous housing need (see below);
- capital/recurrent funding model for ICHOs – flexibility to allow ARHP funds to be used for housing maintenance and management functions as well as for construction of new houses. (Recurrent funding is progressing in urban areas, but it is the ICHOs in rural and remote areas that have the higher recurrent need, due to higher costs for housing maintenance);
- *National Framework for the Design, Construction and Maintenance of Indigenous Housing* - aims to achieve safe, healthy and sustainable housing for Indigenous people. The framework includes the *National Indigenous Housing Guide*, which is structured around the nine healthy living practices⁶ and provides practical advice on the design, construction and maintenance of Indigenous housing;
- Centrepay (see below);
- best practice principles and model for housing management – linking provision of recurrent funds to charging and collecting reasonable and affordable rents, development of asset management plans and development of asset and tenancy management skills;
- *National Skills Development Strategy for Indigenous Community Housing Management* - designed to produce the following key outcomes: capacity amongst Indigenous community housing providers to manage housing, efficient and appropriate application of resources to skill development, improved access to relevant training programs, and a skilled workforce with portable qualifications and improved employment prospects.

Identifying Indigenous Housing Need

Identifying and measuring Indigenous housing need is one of the major areas of activity for the CSWGIH. A model to assess Indigenous housing need has been developed which takes account of differences in location and circumstances, and recognises that housing need is multi-dimensional and complex.

⁶ 1. washing people, 2. washing clothes and bedding, 3. removing waste safely, 4. improving nutrition, 5. reducing crowding, 6. separating people from animals, vermin and insects, 7. reducing dust, 8. controlling temperature, 9. reducing trauma.

The model includes measures of housing adequacy (homelessness, overcrowding, services and stock condition) and housing affordability (household income available for housing after other basic needs have been met, and costs to public and community housing suppliers of charging tenants affordable levels of rent). Other measures identified, but not included in the model because data are not available, are appropriateness of housing, security of tenure and emerging housing need. The model provides a basis for resource allocation which could be developed for future use.

Further work is required to test and validate the assumptions of housing and related infrastructure standards and occupancy levels used in the multi-measure model. This will fine tune the data requirements for the model and ensure it is built on realistic and appropriate standards.

Survey and Census Data

The most recent survey of Indigenous housing, Community Housing and Infrastructure Needs Survey 1999 (CHINS), was conducted for ATSIC by the Australian Bureau of Statistics (ABS). This survey was broader than the previous survey in 1992, as it included Indigenous community housing organisations in urban areas as well as in discrete rural and remote Indigenous communities. However, information was collected at the community level rather than collecting data from individual households.

CHINS data show that in 1999 there were 296 urban Indigenous housing organisations which provided housing scattered through towns and other locations (but not within discrete Indigenous communities). These urban organisations owned or managed a total of 4,821 dwellings.

In 1999, the ABS conducted an Australian Housing Survey in non-sparsely settled areas. FaCS funded an additional Indigenous sample of approximately 900 households, which is expected to provide reliable data at the national level on housing outcomes for Indigenous people in private dwellings. ABS' report on the Indigenous data will be released in December 2000.

Centrepay

Centrepay is a voluntary deduction service available to Centrelink customers who are receiving a primary social security payment, such as Newstart Allowance or Age Pension. Centrepay assists Centrelink customers in budgeting for their regular expenses by directly deducting payments for various purposes such as rent, gas and electricity.

As at 30 June 2000, there were a total of 1,315 third party organisations participating in Centrepay receiving deductions from 15,826 customers. Of these, over 200 third party organisations were Indigenous organisations and had a total of 5,524 customers. There are also other organisations providing housing and accommodation services to Indigenous customers and utilising the Centrepay scheme, although figures for these are not available.

FaCS has made Indigenous community housing organisations a high priority for Centrelink to join the Centrepay scheme. Centrelink is developing specific marketing

activities to promote Centrepay to Indigenous organisations and relevant customers. Indigenous specialist staff actively promote Centrepay to ICHOs and housing co-operatives in urban locations as a means by which they can receive regular rent from tenants for whom Centrelink payments are a primary source of income.

The use of Centrepay for Indigenous customers assists them in budgeting for their regular bills. The guaranteed payment of rent to landlords helps customers maintain their tenancies. It also assists ICHOs maintain the housing assets and infrastructure. Centrepay has been well received by both Indigenous customers and Indigenous community housing organisations.

Appendix 6.1 Commonwealth State Housing Agreement Funding Allocations

ALLOCATIONS – 2000/2001								
1999 Commonwealth State Housing Agreement								
Commonwealth CSHA Grants (\$'000)								
	Base Funding	GST Compensation	Aboriginal Rental Housing Program	Crisis Accommodation Program	Community Housing Program	Total Commonwealth	Total Untied Funding: Base and GST	State Matching Funds
NSW	249,635	23,000	17,777	13,410	21,640	325,462	272,635	122,194
VIC	183,463	15,000	3,638	9,856	15,904	227,861	198,463	89,803
QLD	136,954	19,850	25,227	7,357	11,872	201,260	156,804	67,037
WA	72,505	8,533	15,862	3,895	6,285	107,080	81,038	35,490
SA	57,878	9,517	8,342	3,109	5,017	83,863	67,395	28,331
TAS	22,260	2,617	696	977	1,576	28,126	24,877	10,896
ACT	17,208	5,900	0	647	1,044	24,799	23,108	8,423
NT	13,485	5,250	19,458	404	652	39,249	18,735	6,601
TOTAL	753,388	89,667	91,000	39,655	63,990	1,037,700	843,055	368,775

Base funding is distributed on a modified per capita basis using the ABS population figures from December of the year before the current financial year, ie December 1999 population figures were used for the distribution of 2000/2001 funds. The first \$146 million is distributed initially using a per capita basis, but the amounts allocated to each state and territory are then modified so that no state receives less than \$7.3 million.

Funding for the **Community Housing Program (CHP) and the Crisis Accommodation Program (CAP)** is distributed on a straight per capita basis.

Funding for the **Aboriginal Rental Housing Program (ARHP)** is distributed based surveys of Indigenous housing need conducted in 1983 and 1987.

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 1: General Rental — Eligibility — Gross income limit

NSW	Vic.	Qld	WA	SA	Tas.	ACT	NT
1 person \$395 2 people \$500 3 people \$580 4 people \$665 5 people \$720 6 people \$775 For households with more than six people, the income limit can be raised by \$55 for each additional person.	Prioritised Housing Income Eligibility Limits Singles \$289 Couples \$482 Fam.+1 \$516 Fam.+2 \$550 Fam.+3 \$584 Fam.+4 \$618 Fam.+5 \$652 Fam.+6 \$686 Wait Turn Income Eligibility Limits <i>Single applicants and singles sharing</i> need to be in receipt of at least \$1 of Centrelink pension/	Singles \$464 Single +1 \$576 Couple \$576 2 Singles \$576 Single + 2 \$669 Couple +1 \$669 Single + 3 \$762 Couple +2 \$762 Couple +3 \$855	Singles \$390 2 people \$520 Couple \$600 3 people on 1 income \$630 Couple +1 \$720 4 people \$730 Couple +2 \$840 \$110 added to limit for each additional person. North West / remote areas limits	Single \$483 Single +1 \$632 Single +2 \$706 Single +3 \$817 Couple \$632 Couple +1 \$706 Couple +2 \$780 Couple +3 \$892 Couple +4 or more \$1003 The income test is based on set percentages of SA AWE. The above limit is	Singles \$289 Single +1 \$516 Single +2 \$550 Single +3 \$584 Couple \$482 Couple +1 \$516 Couple +2 \$550 Couple +3 \$584	Single \$432 Single +1 \$720 (add \$72 for each extra dependant) Two persons \$720 (add \$72 for each dependant) Note: \$720 = ACT AWE at 30 June 1999	1 person \$460 2 people \$597 3 people \$697 4 people \$796 5 people \$896 6 people \$995

Appendix 6.2: Public housing policies and practices at 30 June 2000

NSW	Vic.	Qld	WA	SA	Tas.	ACT	NT
	allowance or DVA service pension or have income under \$286 p.w. <i>Couple without dependants</i> Receipt of at least \$1 of Centrelink pension/ allowance or DVA Service pension. <i>Families (1 or 2 parents) with dependants</i> Receipt of at least \$1 more than the minimum rate of family payment or Basic Parenting Allowance		Singles \$550 2 people \$740 Couple \$850 3 people (single income) \$880 3 people (dual income) \$1010 4 people \$1030 4 people (dual income) \$1,190 Higher limits exist for people with disabilities (approx 25% higher)	adjusted in line with movements in AWE.			

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 2: Household income (how it is determined)

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
Income of tenant, partner and all other household members' aged 18 yr and over is assessed. (ie total gross household income including wages, pensions, allowances, interest on investments).	Gross income of all household members is assessed plus 15% of child-related payments.	Combined income of tenant, spouse or household member over 25 years plus proportion of children's income (excluding dependent rates of Centrelink and Abstudy).	Gross income of all household members is assessed. Definition of income – any benefit or allowance that is counted by Centrelink or Dept of Veterans Affairs in assessing a benefit OR wages/salary. Also included is dividends on shares investments, interest deemed on money in non interest bearing accounts, child maintenance payments, income derived from a business if self-employed, Austudy or Abstudy,	Gross income of all household members is assessed.	Gross income of all household members is assessed.	Gross income of tenant, including joint tenants, and 10% of income of other residents who receive \$100 or more per week.	The gross income of the applicant, spouse/partner and any other resident/member of the household 18 years of age or over.

Appendix 6.2: Public housing policies and practices at 30 June 2000

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
			<p>overtime.</p> <p>For tenants occupying before 31 Aug. 1992 – 100% of tenant and spouse income plus 22.5% of income of non-dependent family members is considered in determining rent paid.</p> <p>For tenants occupying after 31 Aug. 1992, 100% of tenant and spouse income plus 100% of income of all non-dependants over 21 is considered. For non-dependants under 21, 10% of their income is added to rent.</p>				

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 3: General rental—Cash/Asset test

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
<p>There is no cash asset limit.</p> <p>If a property owner, eligibility will depend on whether the property can be used to house the applicant.</p>	<p>There are differing limits for each of the waiting list segments. New applicants in the Recurring Homelessness and Special Housing Needs segments have a prioritised asset limit ranging \$1300 – \$2100 depending on property type.</p> <p>Transfer applicants and people in the Supported Housing and Wait-turn segments have an asset limit of \$30 000.</p> <p>Discretion to approve limit of \$60 000 for applicants with a disability.</p>	<p>Cannot own residential premises unless there are strong reasons to exercise discretion.</p>	<p>Cannot own or jointly own property or land.</p> <p>Maximum cash assets of \$32 200 for a single person (\$38 600 for a couple). No cash asset limit for those who qualify under the Disability Policy.</p>	<p>Property : Ownership of property or dwelling, but exception can be made in priority and need cases.</p> <p>Assets : For people who applied after 25/2/98, the Centrelink assets test for non-home owners is used, i.e. currently: single \$228 750 couple \$285 750.</p>	<p>Generally no ownership or interest in another dwelling. The values of any land holdings are added to an applicant's financial assets, and the total assessed against the financial assets limit of \$21 320.</p>	<p>No interest in residential property in Australia.</p> <p>Maximum assets of \$20,000.</p>	<p>No ownership or shared ownership in a residential property.</p> <p>Allowances made for property settlement or other factors, e.g. domestic violence victims.</p>

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 4: General rental — Age criteria

NSW	Vic.	Qld	WA	SA	Tas.	ACT	NT
<p>Youths aged under 18 years who demonstrate capacity to live independently.</p>	<p>Special approval may be given to house clients aged 15—17 yrs. Special approval may also be given to house clients under 15 years, where no other housing options exists and their legal guardian will sign the tenancy agreement.</p>	<p>Single people must be at least 17 years old but will not be allocated until 18, unless they have dependent children or are at least 3 months pregnant.</p>	<p>Applicants must be 17 years or over to apply, but they will not be allocated housing until they are 18. 16-18 yr olds may be assisted at the discretion of Regional Manager depending on applicants need & circumstances.</p>	<p>No age criterion applies but applicants must be in receipt of independent income, i.e. regular income from either wage, AUSTUDY, pension or benefit, investment or trust, which is paid directly to the individual.</p>	<p>Applications will be accepted from persons over 16 years of age.</p>	<p>16 years of age-lower age limit.</p>	<p>18 years of age generally.</p>

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 5: General rental — Allocation policy including waiting list criteria

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
<p>Segmented WL introduced in Oct 1999 with 5 categories:</p> <p>Category 1 – Priority Assistance (1.4% of the waiting list: in urgent need of housing; not able to access the private rental market, ‘at risk’ in current accommodation; homeless or at risk of homelessness; have a severe chronic medical condition or disability which is affected by current</p>	<p>Segmented waiting list:</p> <p>Segment 1 – long-term homeless;</p> <p>Segment 2 – disability, frail aged, severe medical needs, significant personal support and/or major housing modifications;</p> <p>Segment 3 – those with unsuitable housing who have to access the private rental market; and</p> <p>Segment 4 – those on low incomes only.</p>	<p>Primarily wait-turn system with limited priority allocation system (introduced in 1997). Wait list based on suburbs.</p>	<p>There are separate waiting lists for emergency housing, priority assistance, wait turn assistance and Aboriginal housing. Applicants are wait-listed by zones. In the metropolitan area, a zone covers several suburbs.</p>	<p>A new-segmented waiting list became fully operational as of March 2000. This has four categories of need, urgent need; high/complex housing need; affordability-related need, and transfer applicants.</p>	<p>Category 1 applicants have the highest housing need, and all applications in each category are considered to have the same level of need. Once placed in a category, offers are made on a wait-turn basis. As only offers of homes appropriate to an applicant’s household type, need and locational preference are made; it is possible that applicants from</p>	<p>Separate waiting list for priority applicants. Wait-turn applicants are allocated in order of application.</p>	<p>Applicants are allocated housing in chronological order. There are separate wait-lists for singles, single pensioners (aged and disability) and those approved priority housing.</p>

Appendix 6.2: Public housing policies and practices at 30 June 2000

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
<p>housing; present accommodation dangerous, substandard, or severely overcrowded. Priority Applicants can only list for assistance in high demand areas if they have a particular need to live in that area (eg. access to medical facilities). The policy is to make 2-offers – reason for rejecting an offer must relate to the property or its location.</p> <p>Category 2 –</p>					<p>Category 2 and below are housed ahead of those in Category 1.</p>		

Appendix 6.2: Public housing policies and practices at 30 June 2000

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
<p>Applicants aged 80 years or over (0.3% of the waiting list)</p> <p>Category 3 – Transfer (rehousing) applicants. Not counted as part of the waiting list. There are about 5,000 applicants of that kind at any one time.</p> <p>Category 4 – Wait turn applicants (97.5% of the waiting list)</p> <p>Category 5 – Over/Under-occupancy Wait Turn (0.8% of the waiting list)..</p>							

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 6: Rent calculation policy — Percentage of income paid on rent

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
18% for tenants housed before 4/2/90 on the Age/Disability Support or Veterans' Affairs Pension and other income received does not exceed \$11 (single) and \$22 (couple) and the household is only the tenant and spouse.	25% of income for new tenants as from 17/11/97. Tenants who signed a tenancy agreement before 17/11/97 pay 23%.	There are two rent scales. Scale A - for tenants housed prior to 1/11/97 or applicants on the Disability Services Register: 21.5% of income up to \$300 per week, then 26% of any additional income. Scale B - For tenants after 1/11/97, 25% of income.	For tenants occupying after July 1997, rents are calculated at 25% of household income, or the property market rent, whichever is the lower. Tenants occupying before July 1997 pay 23% of gross assessable income, or the property market rent, whichever is the lower. Pensioner	General Policy Below-base income (adult single New-start rate, currently \$165.80) tenants pay 19.5% of their income in rent (metropolitan) and 18.5% (non-metropolitan). Above the base income, a sliding scale is used starting at 21.1% for non-metropolitan and 22.4% for metropolitan and going up to 25%. The income range for the sliding	For those with an income below \$248 pw, 21.5% of income is paid on rent. Those earning above \$248 pw, pay 21.5 — 25% of income. The incomes of all members of the household are assessed. Centrelink and DVA specific-purpose payments are excluded except for Family Allowance where 75% for the first 3 children and	For tenancies from 1/7/98, 25% of tenant's income is paid on rent. For tenancies before 1/7/98, the percentage of tenant's income is being increased progressively until it reaches 25%.	Tenants housed after 25/1/99 pay 23%, with the exception of the aged who pay 18%. For those housed before 25/1/99, aged and disability pensioners pay 14% of income up to pensioner threshold level, 20% thereafter. Sole parent pensioners pay 18% of income up to the pensioner threshold level and 20% thereafter.

Appendix 6.2: Public housing policies and practices at 30 June 2000

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
New tenants – 25% of household income.		above \$20,000 is assessed at gross.	tenants (without dependents) have a Pensioner Allowance deduction from the calculated rent, singles \$3.10 pw and couples \$5.30 pw.	scale is therefore \$165.80 at the start for both metropolitan and non-metropolitan to \$219.50 metro and \$248.20 non-metro. Above this, 25% of income or market rent applies. Aged Cottage Flats Pensioners occupying Cottage Flats pay 16% of Age Pension rate where the unit has no separate bedroom. Pensioners occupying Cottage Flats with separate	50% for 4 th and subsequent children is included as income to determine rent. Generally, the amount of rent paid by pensioners or beneficiaries is calculated on gross income, minus specific purpose payments. For wage earners, the amount is calculated on gross income, minus specific purpose payments, tax and the Medicare levy.		20% for other rebated tenants up to NT minimum male adult weekly earnings, and 28% thereafter.

Appendix 6.2: Public housing policies and practices at 30 June 2000

NSW	Vic	Qld	WA	SA	Tas	ACT	NT
				<p>bedrooms pay 18% of the Age Pension.</p> <p>Frozen Rents Some long-standing tenancies are subject to a "frozen rent" policy, which was discontinued in 1988. If a tenant attained the age of 75 years prior to 2/7/88, their rent was frozen as at that birthday.</p>			

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 7: Rent paid by additional income earners

NSW	Vic	Qld	WA	SA	Tas.	ACT	NT
<p>People 18-20 yrs pay 12.5% of income (max. of \$73.50 p.w.). People 21-24 yrs, 20% of income (max. \$79 p.w.). People aged 25 yrs or more that receive non-statutory income have income added to household income, 20% for people aged 25 yrs and over receiving statutory income.</p>	<p>As for 'Household Income' above.</p>	<p>Anyone aged 19-24 who is not a spouse: 10% of gross income to a maximum of \$24 p.w. Anyone under 19 who is not a tenant or spouse: 10% of gross income to a max. of \$12 p.w. Dependants aged 25 and over who have no spouse: 10% of gross income. All other additional occupants, gross income less any tax allowance added to tenant income.</p>	<p>See 'Household Income' above.</p>	<p>For children of tenant: under 21 years, \$5 added to rent. 21-25 years, 5% of gross income. Over 21 years, 15% of gross income (min.\$5) added to rent. For other household occupants, gross income added to tenants' income to determine rent.</p>	<p>The combined gross incomes of all household members are assessed.</p>	<p>For tenancies from 1/7/98, residents, other than the tenant who receives \$100 or more per week, are assessed at 25% of income. For tenancies before 1/7/98, 10% of income is assessed for each resident.</p>	<p>10% of income for all household members aged 17-24 years earning in excess of the Youth Allowance living at home rate. 20% of income for all household members aged 25 years and over earning in excess of the same amount as the Youth Allowance living-at-home rate.</p>

Appendix 6.2: Public housing policies and practices at 30 June 2000

Table 8: Family Allowance (Percentage of payment which is added to rent)

NSW	Vic.	Qld	WA	SA	Tas.	ACT	NT
15% of Family Allowance, 15% of Large Family supplement and 20% of Guardian Allowance are added to rent.	15% of Family Allowance is added to rent.	13.9% of Family Tax Benefit Part A at the minimum rate is added to rent for the four eldest children aged less than 16 years of age. This is added to the rent after it has been determined from Scale A or B (see 'Rent Calculation Policy' above).	Family Payments. Family Tax Benefit (FTB) Part A – the additional allowance component is assessed at 10% for rental purposes. FTB Part B – the whole of the benefit is assessed at 5% for rental purposes.	15% of Family Allowance is added to rent.	See 'Rent Calculation Policy' above.	10% of Family Allowance above minimum rate is added to rent.	Family Tax Benefit Part A is assessed at 10% (0% of Family Tax Benefit B and 0% of Child Care Benefit is taken).

Appendix 6.3 Housing Data

National Housing Data Agreement

The National Housing Data Agreement (NHDA) is a subsidiary agreement to the 1999 Commonwealth State Housing Agreement (CSHA). It has been entered into by all signatories to the CSHA, as well as the NSW Aboriginal Housing Office, the Australian Institute of Health and Welfare (AIHW) and the Australian Bureau of Statistics. The role of the NHDA is to:

- provide a framework for developing data standards for all uses of housing data, including the bilateral and multilateral performance measures;
- improve the quality of data through a data dictionary and the minimum data set; and
- provide a process for achieving commitment to data quality and performance indicators.

It is also anticipated that the new improved arrangements will facilitate the use of housing data, for purposes other than accountability, such as research and evaluation. In this respect, it is anticipated that national data standards and definitions will be extended to all housing data, not just public rental housing or those programs funded under the CSHA. This will facilitate a more holistic approach to the evaluation of the housing assistance sector. It is also proposed that there will be linkages with the health and community sectors, so that there can be meaningful evaluation of broad social outcomes.

All information aspects of the CSHA were considered in formulating the scope and aims of the NHDA. The CSHA requires that under the NHDA, the Commonwealth, States and Territories provide such data as agreed and according to specified standards. The NHDA also provides for funding for data management and other purposes. The NHDA commenced in December 1999 and will operate for the duration of the current CSHA (ie to 30 June 2003), but may be extended if agreed by all signatories.

The NHDA focuses on three major areas:

- national performance indicators (PIs);
- a minimum data set; and
- consistent data definitions and standards.

National PIs

The new performance indicator (PI) framework for public and community housing, as well as the calculation methodology (ie measures) for each indicator, have been endorsed (Attachment 1).

National Social Housing Surveys (Customer Satisfaction Surveys) for public and community housing are being conducted this financial year. As well as measuring customer satisfaction these surveys will also provide data for reporting against the national PIs.

A key achievement has been agreement on a common PI framework for CSHA and the Productivity Commission's Review of Commonwealth/State Service Provision.

Appendix 6.3 Housing Data

This alignment will reduce duplication of effort as well as avoid the risk of an inconsistent national representation of housing data.

The introduction of a core set of national PIs and a minimum data set (based on agreed definitions and standards) is designed to improve the quality of the data while reducing the reporting burden on States and Territories. It is considered that a focus on a smaller number of indicators, based on reliable data, is more productive than having many indicators for which the underlying data is either unavailable or unreliable.

It is also considered that a smaller number of meaningful indicators will enable States to apply greater rigour in their preparation and raise their level of commitment to PIs and data.

Minimum Data Set

A minimum data set would be an agreed set of data, which is collected for analysis and used for agreed purposes. Ideally, it would:

- be a sub set of data collected by stakeholders (ie Commonwealth, and State/Territories) including Commonwealth Rent Assistance;
- provide the underlying data for performance reporting (both national and bilateral) through combinations of data in the proposed minimum data set;
- include data for all the major housing programs – public, community and indigenous housing, crisis accommodation, Home Purchase Assistance and private rental assistance;
- incorporate data that is routinely collected at the unit level by the Commonwealth and State/Territory authorities as part of their ongoing operational activities. The data would be downloaded automatically at agreed time intervals (eg monthly, quarterly, biannually, and annually).

The Data Manager (AIHW) will examine the downloaded data and ensure that they are consistent with the agreed standards, as it is charged with enhancing the credibility of the performance information by ensuring the integrity and consistency of data.

Data Definitions and Standards

Data Manuals, which provide the data standards and definitions, have been circulated to jurisdictions for the 1999-2000 data collection. These Manuals form the basis of the housing data dictionary.

Data from previous years has been of limited reliability because of a lack of clear national data standards and definitions. This is particularly the case with Indigenous housing information. In the past (since 1997-98) performance information has only been collected on the Aboriginal rental housing program for inclusion in the Housing Assistance Act Annual Report. This is, however, a very small program (less than 3% of total CSHA funded housing stock).

From 1999-2000 there is a requirement, under the CSHA data collection, for jurisdictions to collect data on Indigenous households across the whole of the public housing sector, using the standard definition specified below. This data will not be available before early 2001.

Appendix 6.3 Housing Data

Data Definition

	Total number of Indigenous households at 30 June 2000
<i>Definition</i>	This item identifies the total number of households who were tenants in public housing at 30 June 2000 who satisfy the following definition: <i>Indigenous household:</i> has one or more household member/s (including children) that identify as Aboriginal and/or Torres Strait Islander. All Indigenous households assisted are counted, including rebated and market renter households.
<i>Note:</i>	Where a State/Territory definition of Indigenous household varies from the above this is to be specified in the footnotes.

It should be noted, however, that in line with accepted policy, the recording of data on Indigenous tenants by State housing authorities will rely on the extent to which tenants voluntarily self-identify. This factor could mean that the data may not be comprehensive and this would need to be recognised in any analysis.

Although the developments under the NHDA will considerably improve the quality and comprehensiveness of Indigenous housing information, it will be some time before a useful body of data will be available.

1999-2003 CSHA National Performance Indicator Framework

<i>Indicator</i>	<i>Measure</i>
P1 Amenity/ location	Customer Service Satisfaction Survey
P2 Affordability	Rent Charged [market rent – rebate] Market Rent – Commonwealth Rent Assistance
P3 Match of dwelling to household size	$\frac{\text{Number of households with overcrowding at 30 June} \times 100}{\text{Total number of households occupying public housing at 30 June}}$

Appendix 6.3 Housing Data

P4 Low income	<p>4 (a) $\frac{\text{Number of new tenancies with low income for year ending 30 June} \times 100}{\text{Total number of new tenancies for year ending 30 June}}$</p>
	<p>4 (b) $\frac{\text{Number of new tenancies with low income plus number of new tenancies with special needs but not on low income for year ending 30 June} \times 100}{\text{Total number of new tenancies for year ending 30 June}}$</p>
	<p>4 (c) $\frac{\text{Total number of new tenancies paying less than market rent} + \text{number of new tenants with special needs but not on low income (private market rental failure)} \times 100}{\text{Total number of all tenancies on 30 June}}$</p>
P5 Special needs	<p>$\frac{\text{Total number of new tenancies with special Needs for year ending 30 June} \times 100}{\text{Total number of new tenancies up to 30 June}}$</p>
P6 Priority access to those in greatest need	<p>$\frac{\text{Total number of priority 1/greatest need allocations to 30 June} \times 100}{\text{Total number of new allocations up to 30 June}}$</p>
P7 Customer Satisfaction	<p>Customer Service Satisfaction Survey</p>
P8 Direct cost per unit	<p>$\frac{\text{Total direct costs for year ending 30 June}}{\text{Total no. of tenancy rental units at 30 June}}$</p>
P9 Occupancy rates	<p>$\frac{\text{Total number of occupied dwelling at 30 June}}{\text{Total no. of dwellings at 30 June}}$</p>
P10 Turnaround time	<p>$\frac{\text{Total days that dwellings vacated are vacant}}{\text{Total no. of dwellings that are vacated and subsequently tenanted}}$</p>
P11 Rent arrears	<p>$\frac{\text{Total rent collected from tenants for year ending 30 June} \times 100}{\text{Total rent charged to tenants for year ending 30 June}}$</p>

\$ 529

Appendix 6.3 Housing Data

Agreement on National Indigenous Housing Information

A five year *Agreement on National Indigenous Housing Information* was signed in 1999 by chief executive officers from all states and territories, FaCS, ATSIC, Torres Strait Regional Authority, AIHW and ABS. Its purpose is to facilitate collection of nationally consistent and comparable Indigenous housing data which will assist in planning, policy development and program performance management. The agreement includes development of a national Indigenous housing minimum data set and data dictionary as the first step towards consistency.

A National Indigenous Housing Information Implementation Committee has been established to implement the agreement. Membership of the committee comprises delegates of the organisations which are party to the agreement.

Information collected under the agreement will be used to develop strategies to improve Indigenous housing data at the national level and to improve access to quality information for providers of housing assistance. The agreement will maintain and protect data confidentiality, facilitate use of the data, reduce duplication of data collection efforts and minimise costs.

Appendix 6.4 Rent Assistance

Social security income units in receipt of Rent Assistance by location - June 1999

	Indigenous		Non-indigenous	All income units
	Number	Percentage		
Capital City - inner tier	1,794	0.9%	196,772	198,566
Capital City - middle tier	1,107	0.8%	142,726	143,833
Capital City - Outer tier	1,958	1.2%	161,155	163,113
Urban centres / localities within 75km of	751	1.1%	65,145	65,896
Major non-capital city	2,166	2.2%	94,668	96,834
Towns of 40,000+	844	2.7%	29,913	30,757
Towns of 10,000 - 40,000	2,848	2.7%	103,790	106,638
Towns of 2,000 - 10,000	3,273	4.4%	71,527	74,800
Towns or localities of less than 2000	662	5.7%	11,012	11,674
Non urban	1,842	2.6%	69,580	71,422
Other	5	2.2%	221	226
Total	17,250	1.8%	946,509	963,759

Notes: An Income Unit refers to either a single person, a sole parent with dependent children, or a couple with or without dependent children.

An Income unit has been classified as indigenous if either member of the couple has identified themselves to be either an Aboriginal or Torres Strait Islander. Since this is voluntary, the total number of indigenous recipients will be higher than indicated.

Locations have been classified according to how the majority of the population of the SLA lives.

Impact of Rent Assistance on housing affordability

- proportion of income units paying less than 30% of income on rent

	Indigenous income units		Non-indigenous income units	
	Proportion who would pay less than 30% of income on rent if RA were not payable	Proportion paying less than 30% of income on rent after RA taken into account	Proportion who would pay less than 30% of income on rent if RA were not payable	Proportion paying less than 30% of income on rent after RA taken into account
Capital City - inner tier	20	56	17	48
Capital City - middle tier	25	62	23	55
Capital City - Outer tier	26	66	25	60
Urban centres / localities within 75km of	31	65	26	62
Major non-capital city	26	64	20	54
Towns of 40,000+	35	71	28	65
Towns of 10,000 - 40,000	36	72	26	63
Towns of 2,000 - 10,000	45	80	31	67
Towns or localities of less than 2000	49	81	36	70
Non urban	43	78	32	67
Other - Offshore and territories	73	90	32	63
Total	34	70	24	58

Appendix 6.4 Rent Assistance

**Impact of Rent Assistance on housing affordability
- proportion of income units paying less than 50% of income on rent**

	Indigenous income units		Non-indigenous income units	
	Proportion who would pay less than 50% of income on rent if RA were not payable	Proportion paying less than 50% of income on rent after RA taken into account	Proportion who would pay less than 50% of income on rent if RA were not payable	Proportion paying less than 50% of income on rent after RA taken into account
Capital City - inner tier	64	88	56	83
Capital City - middle tier	72	91	66	87
Capital City - Outer tier	74	92	70	90
Urban centres / localities within 75km of	74	91	71	91
Major non-capital city	73	93	65	88
Towns of 40,000+	79	93	73	92
Towns of 10,000 - 40,000	79	94	71	91
Towns of 2,000 - 10,000	85	96	74	92
Towns or localities of less than 2000	84	97	75	92
Non urban	84	96	74	92
Other	91	97	69	91
Total	77	94	67	88

TENURE OUTCOMES FOR URBAN INDIGENOUS HOUSEHOLDS

Spatial and Distributional Analysis
Department of Family and Community Services

October 2000

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1. INTRODUCTION

Australia's Indigenous population records social and economic outcomes significantly different to those of other sectors of the community. The focus of this paper is on the tenure outcomes of these households, with particular attention to the experience of Indigenous people living in different types of urban settlements.

The data used in this analysis is drawn from the 1996 Census which enumerated 352,970 persons as being Indigenous Australians; comprising 314,120 persons who identified themselves as Aboriginals, 28,744 who identified as Torres Strait Islanders and 10,106 identifying as both Aboriginal and Torres Strait Islanders.

Specifically two main census publications have been used:

- Detailed household level geographic information from the Indigenous Profiles available at the Indigenous Area Level; and
- More detailed individual and household data utilising the census one percent sample file; as well as some unpublished Census data obtained directly from the ABS.

The paper consists of three sections:

- An initial review of the relative role of private and non private dwellings in meeting Indigenous housing needs;
- The second, and main, section which considers the development of a typology of urban hierarchy which is then used to examine variations in tenure, and other housing outcomes for Indigenous households by location;
- A final section in which the nature of Indigenous households and their tenure outcomes is considered in more detail.

2. NON-PRIVATE DWELLINGS

The overwhelming majority of the Indigenous population, 339,958 persons, was recorded by the ABS as living in private dwellings¹ at the time of the Census. However at 3.6 per cent, the proportion living in non-private dwellings, is somewhat higher than the proportion of 2.8 per cent recorded amongst non-Indigenous Australians.

More importantly there are some very significant differences in the patterns of use of Non-Private Dwellings amongst the two communities. This is illustrated in Table 1.

¹ A private dwelling is normally defined as a house, flat, part of house and in some cases even a room. It can also be a house attached to, or rooms above, shops or offices; an occupied caravan in a caravan park or craft in a marina; a houseboat; or a tent if it is standing on its own block of land. Non-private dwellings (NPD) are those dwellings that provide a communal or transitory type of accommodation.

Table 1: Persons in Non-Private Dwellings (NPD), by Indigenous Status and Type of Non-Private Dwelling, 1996 Census.

Type of Non-Private Dwelling	Persons					Proportion in Non Private Dwellings		
	Indigenous	Not stated	Non-Indigenous	Over-seas visitor	Total	% Pop. in Dwelling Indigenous	% of Indigenous Pop.	% Non-Indigenous Pop.
Hotel, motel	1,740	19,637	132,039	45,315	198,731	1.1%	0.49%	0.78%
Nurses quarters	34	391	2,250	89	2,764	1.3%	0.01%	0.01%
Staff quarters	911	4,529	35,922	1,101	42,463	2.2%	0.26%	0.21%
Boarding house, private hotel	1,186	2,610	26,260	5,674	35,730	3.9%	0.34%	0.16%
Boarding school	1,235	394	25,278	372	27,279	4.6%	0.35%	0.15%
Residential college, hall of residence	633	1,093	38,601	1,737	42,064	1.6%	0.18%	0.23%
Public hospital (not psych)	1,445	9,445	31,050	264	42,204	3.4%	0.41%	0.18%
Private hospital(not psych)	68	2,517	13,337	92	16,014	0.4%	0.02%	0.08%
Psych hospital/institution	178	1,576	6,082	15	7,851	2.3%	0.05%	0.04%
Hostel for the disabled	244	1,151	10,348	0	11,743	2.1%	0.07%	0.06%
Nursing home	485	10,598	61,921	11	73,015	0.7%	0.14%	0.37%
Accom retired or aged	361	7,250	58,270	24	65,905	0.5%	0.10%	0.35%
Hostel for homeless, refuge etc	842	613	4,701	229	6,385	13.7%	0.24%	0.03%
Childcare institution	43	11	500	0	554	7.8%	0.01%	0.00%
Corrective inst for children	247	18	375	4	644	38.6%	0.07%	0.00%
Other welfare institution	461	249	2,909	42	3,661	12.7%	0.13%	0.02%
Prison /corr/ det inst for adults	2,465	3,843	11,070	162	17,540	14.2%	0.70%	0.07%
Convent, monastery etc	35	104	5,580	181	5,900	0.6%	0.01%	0.03%
Total Non Private Dwellings excl NS, Other	12,613	66,029	466,493	55,312	600,447	2.3%	3.57%	2.76%
Other	344	467	9,164	880	10,855	3.4%	0.10%	0.05%
Not stated	53	262	1,601	167	2,083	2.8%	0.02%	0.01%
Not applicable (Private Dwellings)	339,958	458,645	16,397,198	83,233	17,279,034	2.0%	96.31%	97.17%
All Dwellings	352,968	525,403	16,874,456	139,592	178,92,419	2.0%	100.00%	100.00%

Source: ABS 1996 Census, Special Tabulation

Of particular note in the table is the massive over-representation of Indigenous Australians in prisons and other corrective institutions, and other welfare accommodations, including shelters for the homeless. Specifically, as illustrated in Table 1, Indigenous residents represent:

- 38.6 per cent of persons living in corrective institutions for children,
- 14.2 per cent of the population of prisons for adults,
- 13.7 per cent of people in hostels for the homeless, refugees, etc, and
- 12.7 per cent of the people in other welfare institutions.

In contrast very small proportions of residents of private hospitals, nursing homes and retirement homes are Indigenous Australians. Indeed in each of these forms of dwelling the Indigenous population was only one quarter of that which would be expected on a population

basis. While part of these differences could be a result of the different age compositions of the Indigenous and non-Indigenous populations of Australia, other factors may also play a role.

Given the relatively small Indigenous population living in non-private dwellings and that data on the spatial distribution of this population is relatively limited; and as consequence it has not been possible to either provide a spatial breakdown of the above detailed table, nor aggregate data for the detailed urban hierarchy classification used later in the paper for the analysis of private dwellings.

Some information can, however, be drawn from the One-Percent Sample File produced from the 1996 Census, as shown in Table 2. While this data is not immediately comparable with the fully enumerated Census data used elsewhere in the paper, and estimates are subject to sampling variability, nevertheless some indications at the pattern of non private dwelling utilisation by the population at the 'Section of State' level is possible.

Table 2: Proportion of Indigenous and Non-Indigenous Population living in Non-Private Dwellings (NPD) by State and Section of State, August 1996.

Region	Per cent of Indigenous population	Per cent of Non-Indigenous population	Per cent of Total population
Sydney	3.2	2.7	2.7
NSW - ROS	2.5	3.6	3.6
Melbourne	3.7	1.4	1.4
Victoria - ROS	3.0	3.6	3.6
Brisbane	3.6	2.6	2.6
Queensland - ROS	3.9	5.7	5.7
Adelaide	2.8	2.5	2.5
South Australia - ROS	1.7	2.9	2.9
Perth	6.7	2.4	2.5
Western Australia - ROS	6.5	6.0	6.0
Tasmania	2.3	2.7	2.7
NT & ACT	5.5	5.8	5.8
Australia	3.8	3.2	3.2

ROS = Rest of State

Source: ABS 1996 Census, 1% Household Sample File

Overall, using the broad Capital City/Balance of State classification the proportion of the Indigenous population living in non private dwellings showed no difference – being at 3.7 per cent in both types of locations.² There was, however, much variation between States.

The most marked of these differences was the very high proportion of the Indigenous population in Western Australia which were living in non-private dwellings. At 6.7 per cent in Perth and 6.5 per cent in the balance of the state, this was over 70 per cent higher than the national average for Indigenous Australians. While the higher use of non-private dwellings in WA outside of Perth is not inconsistent with the pattern for non-Indigenous Australians, this does not explain the result for Perth. A disproportionately high rate of utilisation was also recorded in the Northern Territory and Australian Capital Territory combined, which primarily reflects the situation in the Northern Territory.

A further characteristic of the comparative pattern of usage of non-private dwellings by Indigenous and non-Indigenous Australians is that, as noted above, the rate of use is, on average, consistent across capital city and other locations. In contrast, non-Indigenous

² These figures are slightly below the national average as data are not available for Tasmania, the Northern Territory nor the Australian Capital Territory on this basis, section of state basis.

Australians utilise non-private dwellings to a far greater extent outside of the Capitals. This pattern is reflected in a number of states including New South Wales, Victoria, South Australia and Western Australia where there is markedly higher use of non-private dwellings by the Indigenous population in the Capitals and the non-Indigenous population outside. It is highly probable that the different types of non-private dwellings utilised by these populations is a major factor explaining the differences.

3. INDIGENOUS HOUSEHOLDS IN PRIVATE DWELLINGS – A SPATIAL ANALYSIS

Derivation of an Indigenous Urban Hierarchy

Analysis of Indigenous housing at the national, state and section of state levels, as undertaken above, provides only a limited insight into outcomes and can mask the variations in housing circumstances that exist at different levels of the urban hierarchy. To allow such more detailed analysis this paper uses a detailed urban hierarchy.

While this hierarchy is based upon the approach adopted by the Department in the development of Social Indicators paper³, the approach has been modified to: use data available at the Indigenous Area level; to identify smaller settlements in greater detail; and to take account of the settlement pattern of the Indigenous population.

The principle underlying the classification is to attach to each Indigenous Area⁴ an urban classification based upon the main urban form⁵ of the component parts of the area. That is if an area comprises a number of very small towns, one slightly larger town, and has other people living on dispersed properties, the classification of the location as a whole would be whichever of these three types of settlement was used most by Indigenous people.

This classification of Indigenous areas according to the area's dominant urban type resulted in 12 different urban forms, detailed below.

³ Social Indicators for Regional Australia, FaCS 1999

⁴ The data source used for this analysis, the ABS Indigenous profile, is produced for 'Indigenous areas'. These are defined by ABS as:

An indigenous Area (IARE) is an area designed to allow production of detailed census statistics, especially detailed statistics relating to Indigenous people, while maintaining the confidentiality of individuals. IAREs generally include around 280 Indigenous persons and comprise one or more ILOCs.

In general, IAREs are allocated on the basis of language or cultural groupings of Indigenous people. In some urban areas, however, SLAs are used as the base unit and IAREs are aggregations of SLAs with more than 280 Indigenous people. In other areas, it is usually possible to aggregate IAREs to form SLAs.

In this paper estimates of Indigenous populations and households derived from data at the IARE level may not equal the total Indigenous population. This is because 7 indigenous Areas and 12 Indigenous Locations are excluded from the dataset because of poor data quality. The impact of this is relatively minor.

⁵ The classification uses Urban Centres and Localities, as identified in the ASGC. These are population clusters of 200 or more, including at least 40 occupied non-farm dwellings with a discernible urban street pattern.

- The inner tier of capital cities⁶, (The total population weighted one third⁷ of the city closest to the Central Business District (CBD) of the capital);
- The middle tier of locations within capital cities (representing a second third of the capital city population);
- The outer tier of locations which account for the remaining capital city population;
- Those locations, identified by ABS as urban centres or localities, which, while outside of the boundaries of the capitals, are within 75 kilometres (straight line) of the Central Business District. Given the relative size of Darwin this peri-urban ring was not used in analysis, rather settlements within this area were simply treated on the basis of their size;;
- Major non-capital city towns. (This classification comprises Wollongong, Newcastle, Geelong, Toowoomba, Gold Coast, Townsville, Cairns and Launceston.);
- Those other locations where most of the population live in a town of 40,000 or more;
- Those where most of the population live in towns with 10,000 to 40,000 inhabitants;
- Those where most of the population live in towns with populations of 2,000 to 10,000 persons;
- Those where most of the population live in towns with populations of 1,000 to 2,000 persons;
- Those where most of the population live in towns with populations of 500 to 1,000 persons;
- Those where most of the population live in towns, villages and localities of less than 500 persons; and
- Those who live in non-urban locations, that is the main form of settlement is dispersed living rather than any form of urbanisation.

Patterns of Indigenous Settlement

As illustrated in Figure 1, and detailed in Table 3, Australia's Indigenous population is not evenly distributed across this hierarchy of locations. Essentially Indigenous Australians are

⁶ The classification of a capital city urban location does not necessarily match the more usual use of a capital city Statistical Division, which may include areas which it is anticipated may become urbanised over coming decades. In contrast this definition only considers those areas currently urbanised. In addition, as urban localities are based upon contiguous dense settlement, their boundaries can go beyond more accepted definitions of locations.

An example of the variation is that the urban centre of Sydney has a population of 3,354,908 compared with the more usual use of the Statistical District, which has a population of 3,741,290. This is as a consequence SLAs such as Wollondilly, Hawkesbury, Gosford and Wyong being excluded from the UCL definition of Sydney as they do not form part of the continuous settlement of the Sydney region. They are though captured in the classification of urban locations within 75 kilometres of the CBD.

⁷ In deriving the parts of the capital cities the distribution of the total population was taken into account rather than simply using the distribution of the Indigenous population. This is consistent with the use of total population to define sizes of settlement.

much more likely to live in smaller urban settlements, than either in the major cities, or in the non-urbanised locations.

In the Capital Cities, Indigenous Australians accounted for about 0.8 per cent of the population in each of the inner and middle rings, and 1.2 per cent of the outer ring. This proportion rises to around 1.4 per cent in the peri-urban ring of the capitals. While a total of 63.8 per cent of the total Australian population lives in the capitals and their associated hinterlands, for Indigenous Australians the proportion is only 31.0 per cent.

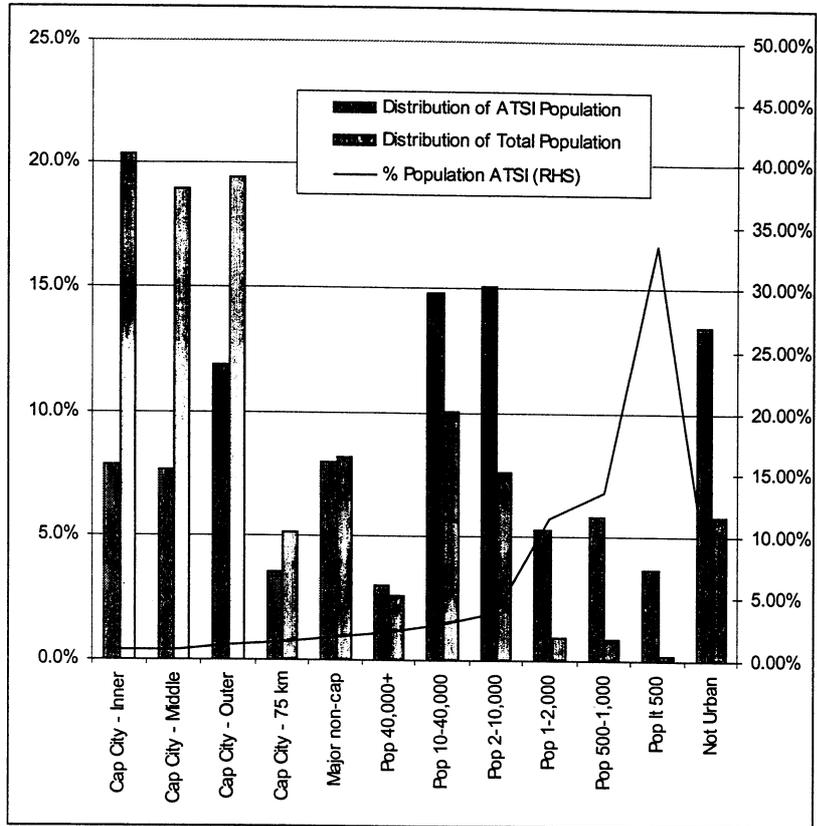
Away from the capitals they account for about 2 per cent of the population of the major non-capitals and the other large urban centres of 40,000 and over inhabitants, rising to 2.9 per cent in the case of areas primarily composed of smaller urban localities with population of between 10,000 and 40,000, and 3.9 per cent of those locations dominated by towns of 2,000 to 10,000 people.

The key locations are those towns and settlements of less than 2,000 people. While these localities represent the home of less than 2 per cent of all Australians, 14.7 per cent of the Indigenous live in such centres, as a consequence they account for:

- 11.4 per cent of the population of areas dominated by towns of 1,000 to 2,000;
- 13.6 per cent of the population of those with settlements of 500 to 1,000 people; and
- 33.5 per cent of the population of areas consisting mainly of localities of less than 500

In comparison they represent, at 4.6 per cent, a relatively small group of the population in non-urban areas. Nonetheless such locations are the homes for 13.5 per cent of Australia's Indigenous population.

Figure 1: Distribution of Indigenous and Total Population by Type of Locality, August 1996.



Source: ABS, Indigenous Profile, 1996 Census

Table 3. Summary of Indigenous Population and Housing Indicators by Urban Hierarchy, August 1996

Indicators	Cap City - Inner	Cap City - Middle	Cap City - Outer	Cap City - 75 km	Major non-cap	Pop 40,000+	Pop 10-40,000	Pop 2-10,000	Pop 1-2,000	Pop 500-1,000	Pop under 500	Not Urban	Total
ATSI Population	27,610	26,870	41,701	12,445	27,981	10,473	51,975	52,879	18,321	20,331	12,798	47,362	350,746
Total Population	3,637,312	3,384,234	3,476,823	915,459	1,457,377	468,379	1,798,251	1,353,838	160,982	149,005	38,178	1,039,149	17,878,987
% ATSI	0.8%	0.8%	1.2%	1.4%	1.9%	2.2%	2.9%	3.9%	11.4%	13.6%	33.5%	4.6%	2.0%
ATSI pop dist.	7.9%	7.7%	11.9%	3.5%	8.0%	3.0%	14.8%	15.1%	5.2%	5.8%	3.6%	13.5%	100.0%
Non-ATSI pop dist.	20.3%	18.9%	19.4%	5.1%	8.2%	2.6%	10.1%	7.6%	0.9%	0.8%	0.2%	5.8%	100.0%
ATSI dwellings	8,645	8,443	12,682	4,058	8,235	3,012	14,778	14,790	3,752	3,864	2,192	10,403	94,854
Total dwellings	1,297,004	1,124,530	1,125,984	316,516	489,628	158,164	607,391	459,492	49,580	46,217	9,430	331,653	6,015,589
% of ATSI dwell	9.1	8.9	13.4	4.3	8.7	3.2	15.6	15.6	4.0	4.1	2.3	11.0	100.0
ATSI % All dwellings	0.7	0.8	1.1	1.3	1.7	1.9	2.4	3.2	7.6	8.4	23.2	3.1	1.6
Av Household Income -- \$pw													
ATSI	\$ 780	\$ 801	\$ 767	\$ 720	\$ 686	\$ 635	\$ 654	\$ 631	\$ 563	\$ 529	\$ 490	\$ 541	\$ 541
non-ATSI	\$ 1,028	\$ 1,035	\$ 988	\$ 863	\$ 884	\$ 842	\$ 820	\$ 773	\$ 796	\$ 718	\$ 761	\$ 773	\$ 773
Persons per dwelling													
ATSI	2.81	3.24	3.45	3.37	3.35	3.50	3.46	3.70	5.29	5.56	6.11	4.79	4.79
Non-ATSI	2.40	2.83	2.95	2.74	2.59	2.64	2.60	2.63	2.73	2.70	2.63	2.72	2.72
Tenure of Indigenous Households													
Owned	13.0%	15.1%	13.1%	18.5%	13.0%	10.9%	11.6%	16.0%	10.9%	9.3%	6.6%	20.1%	14.0%
Purchased	15.0%	24.7%	29.4%	30.1%	19.3%	18.2%	18.3%	16.7%	7.5%	7.9%	3.0%	15.9%	19.1%
Rented: Private	15.6%	11.2%	9.1%	10.5%	13.1%	13.0%	9.9%	11.6%	8.6%	9.1%	3.4%	10.0%	10.9%
Rented: REA	22.3%	16.0%	16.1%	18.5%	21.6%	22.0%	16.3%	12.1%	3.3%	2.8%	0.6%	6.2%	14.6%
Rented: SHA	27.5%	28.7%	28.9%	17.9%	26.2%	27.2%	34.3%	24.1%	26.1%	19.4%	8.1%	7.6%	25.1%
Rent Community	3.5%	1.4%	1.1%	1.7%	3.6%	6.7%	5.4%	11.5%	36.2%	42.0%	68.2%	31.6%	11.3%
Rented:Employer	1.1%	1.2%	0.7%	1.5%	1.3%	0.9%	2.4%	5.1%	4.3%	5.5%	6.6%	5.2%	2.7%
Rented: Other	2.1%	1.7%	1.5%	1.4%	1.8%	1.2%	1.8%	2.9%	3.1%	4.0%	3.4%	3.4%	2.2%
% All dwellings	0.3%	0.0%	0.0%	0.0%	0.1%	0.0%	0.3%	1.0%	3.1%	7.0%	7.1%	9.9%	1.9%

In summary terms:

- 30 per cent of Australia's Indigenous population lives in the Capitals and associated areas with a further 10 per cent living in the larger non-Capitals;
- 30 per cent live in locations dominated by towns of 2,000 to 40,000, with a further 15 per cent living in smaller settlements of 500 to 2000; and
- Just under 15 per cent live in non-urban locations.

Tenure and Urban Hierarchy

In aggregate home ownership⁸, outright owners plus purchasers, amongst Indigenous households⁹ stands at 33 per cent, this is very low when compared to 73 per cent for the non-Indigenous population. (See footnote re possible overstatement of proportions).

In contrast to non-Indigenous households the rental market dominates Indigenous housing tenure. A quarter of Indigenous dwellings are rented privately (14.4 per cent from a real estate agent and 10.8 per cent from a private landlord not living in the same household), another quarter are public rental (State/Territory Housing Authorities) and a further 11.3 per cent rented from community /cooperative housing group.

As illustrated in Figure 2 tenure rates vary by location.

Key features of this variation are:

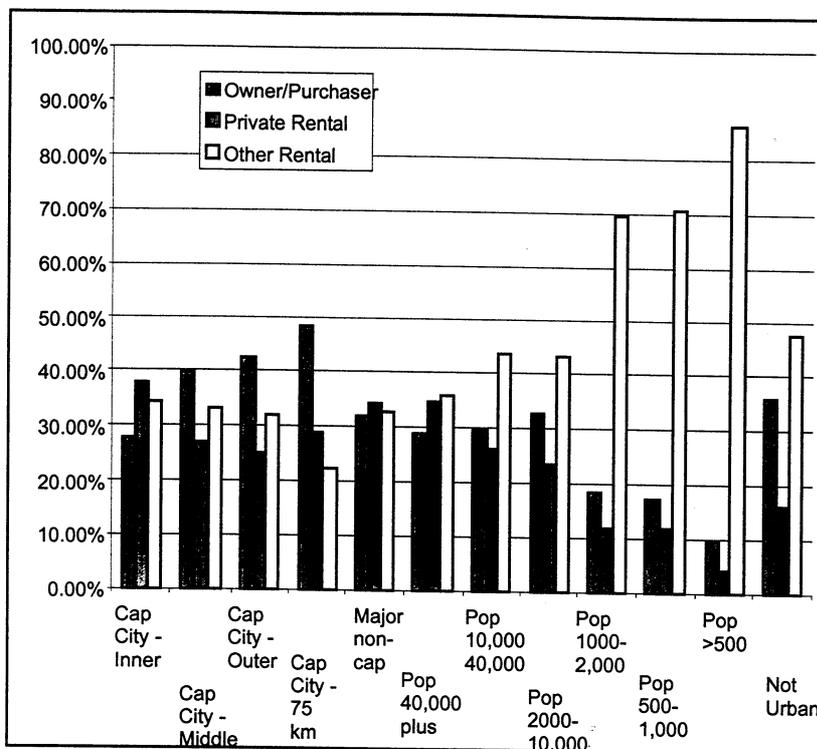
Home Ownership:

- While low in all locations in comparison with non-Indigenous households, the outright home ownership rate of Indigenous households is highest in non-urban localities at 20.1 per cent. Relatively high rates are also recorded in urban localities within 75 Kilometres of capital cities, 18.5 per cent; and localities largely consisting of towns of 2,000 and 10,000 people, 16.5 per cent.
- Outright ownership rate was lowest in localities comprising settlements of less than 500 people – at 6.6 per cent, followed by 9.3 per cent in localities of 500 to 1,000 population.

⁸ In this analysis attention has been focussed on households which have a defined ownership or rental tenure. Where such tenure data are not available these households have been excluded from the calculation of proportions. As a result estimated tenure proportions are higher than those recorded from alternative treatments of such responses.

⁹ In this discussion the definition of an Indigenous Household is that which has been used by ABS in the production of the Indigenous Profiles, that is either a family household where either the reference person or their spouse identifies as being an Indigenous Australian or a single person household where the person identifies as an Aboriginal or a Torres Strait Islander.

Figure 2: Indigenous Tenure by Type of Locality, August 1996



Source: ABS, Indigenous Profile, 1996 Census

Home Purchase

- The rate varied markedly from a low of 3.0 per cent in localities of less than 500 populations to a high of 30.1 per cent in localities within 75 kilometres of capital cities and in outer Capital cities.
- Other localities of relatively high purchase rate are middle parts of capital cities (24.7 per cent) and major non-capitals (19.3 per cent), and in non-urban areas at 16.0 per cent.
- Home purchase rate is also very low in areas mainly comprising of small localities of 500 to 2,000 people, at 7.9 per cent.

Private Rental

- The role of the private rental sector was relatively constant, except in the smallest locations.
- The proportion of dwellings rented from a real estate agent is highest at around 22 per cent in inner Capital City, major non-capitals and in urban centres of 40,000 and over population. Private rental from a landlord not in the same household is also high in these areas, though at a lower rate. The proportion of dwellings rented from the private rental market is very low in the small urban localities of less than

2,000 people. In particular rental real estate agents play a very small role in meeting Indigenous housing needs in these areas.

Public Rental

- The proportion of dwellings rented from State/Territory Housing Authorities was high in all areas except in the small urban localities of less than 1,000 people, non-urban areas and in localities within 75 kilometres of the capital cities.
- The proportion was particularly high in urban localities of 10,000-40,000 populations (34.3 per cent); followed by outer capital (28.9 per cent), middle capital (28.7 per cent) and inner capital (27.5 per cent) locations; localities of 40,000 and over populations (27.2 per cent), major non-capitals (26.2 per cent) and in localities with populations of 1,000 to 10,000 (24-26 per cent).

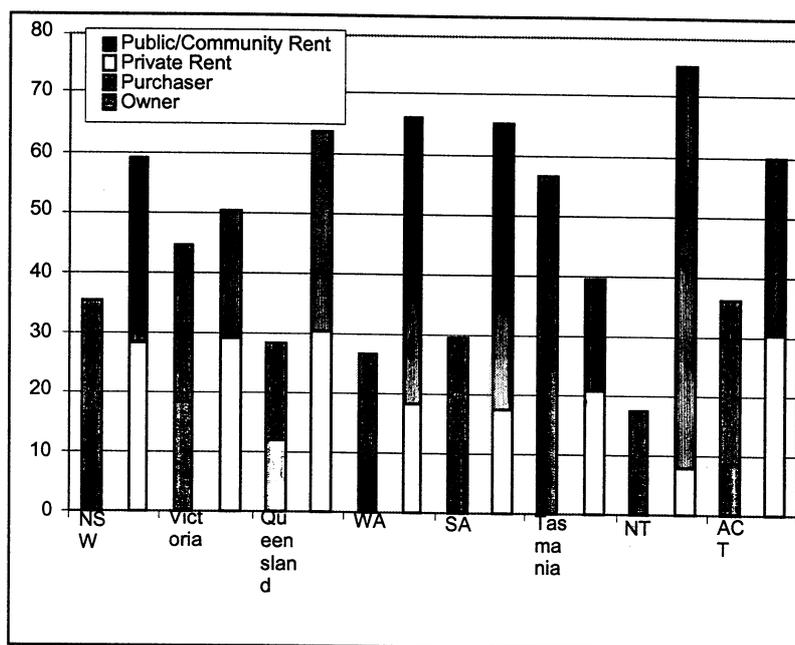
Community Rental

- Community rental shows the most distinct spatial patterns of any of the tenures. While it exists across all urban types, it is most important in small localities, especially where the opportunities for renting from a private landlord or real estate agent are low.
- In larger locations the proportion of dwellings rented from community or cooperative housing group in urban localities with populations higher than 10,000 varied from 1.1 per cent in outer capitals to 6.7 per cent in urban localities of 40,000 or more people.
- In marked contrast the proportion of dwellings rented from a community housing group in the small localities were:
 - 11.5 per cent in localities of mainly 2,000 to 10,000 people,
 - 31.6 per cent in non-urban areas,
 - 36.2 per cent in localities dominated by settlements of 1,000 to 2,000 persons,
 - 42.0 per cent in localities of mainly 500 to 1,000 people, and
 - 68.2 per cent in areas consisting mainly of small settlements of under 500 people.

State/Territory Outcomes

While many of the elements of these patterns can be seen across Australia, distinct state differences also exist. These are shown in Figure 3. Table 4 provides detailed cross tabulations of tenure type by urban location by state.

Figure 3: Indigenous Households, Percentage Composition of Owned and Rented Tenures by State, August 1996



Source: ABS Indigenous Profile, 1996 Census.

Clearly obvious in the chart is the more significant role played by home ownership/purchase in Victoria and Tasmania, and the greater role of the private rental sector in NSW, Victoria, Queensland and the ACT.

The more notable tenure type differences and similarities by state and urban hierarchy illustrated in the detailed tables include:

Home Ownership

While 41 out of the 71 urban locality categories (including all of WA, SA, NT and ACT) had ownership rates lower than the national average of 14.0 per cent; there are some urban localities with high ownership rates. High ownership rates of 20 to 36 per cent are in particular found in urban localities of two states:

- Tasmania: in localities with 2,000 to 10,000 populations (35.6 per cent) and non-urban areas (30.8 per cent), and
- Victoria: in localities within 75 kilometres of Melbourne (30.9 per cent), and non-urban areas (28.4 per cent).

Home Purchase

In contrast to the national rate of 19.1 per cent amongst all Indigenous households, high purchase rates of 25 to 41 per cent are found in the following states and urban localities.

- Tasmania: in all levels of the urban hierarchy, where home purchase rate ranged from 26 per cent in inner Hobart to 35 per cent in middle Hobart and non-urban areas.
- Victoria: in middle Melbourne (34.4 per cent), outer Melbourne (38.6 per cent), localities within 75 kilometres of Melbourne (39.8 per cent) and major non-capitals (29.7 per cent).
- NSW: in outer Sydney (27.2 per cent) and localities within 75 kilometres of Sydney (29.1 per cent).
- Queensland: in outer Brisbane (27.2 per cent) and localities within 75 kilometres of Brisbane (27.6 per cent).
- ACT: in outer ACT (40.5 per cent) and inner ACT (25.7 per cent), and
- SA: in middle Adelaide (28.3 per cent).

Private Rental

- High rates of rental from private landlord are found in inner Brisbane (27.0 per cent), inner Hobart (27.6 per cent), outer Hobart (19.0 per cent), inner Adelaide (19.0 per cent), major non-capitals in Queensland (16.3 per cent), middle ACT (16.1 per cent), localities with 40,000 or more populations in Queensland (16.3 per cent)
- In contrast this sector was of least importance in small settlements in both Western Australia and the Northern Territory
- Higher than average rates of rental from real estate agent, 15-26 per cent, were found in all levels of urban hierarchy in NSW, except in localities of settlements of less than 2000, and in Queensland, 18-28 per cent, in all levels of urban localities comprising towns with populations higher than 10,000.

Table 4. Indigenous Households, Tenure (%) by State/ Territory and Urban Hierarchy: August 1996

State/Urban hierarchy	Home Ownership			Indigenous Households						Non Indigenous: Home Ownership rate
	Owned outright	Purchaser	Total	Priv. Land lord	Real estate agent	State Housing Author.	Community	Other	Rental Total Rental	
New South Wales										
Cap City-Inner	14.8	11.6	26.4	10.3	25.5	29.2	4.6	4.1	73.6	60.7
Cap City-Middle	19.8	20.6	40.5	8.9	19.6	25.0	1.2	4.9	59.5	73.2
Cap City-Outer	15.4	27.1	42.6	5.2	15.3	33.7	0.8	2.4	57.4	75.5
Cap City-75 kms	21.4	29.1	50.6	9.3	23.4	12.5	0.7	3.5	49.4	76.3
Major non-cap	17.5	21.4	38.9	10.3	20.4	26.2	1.8	2.3	61.1	72.8
Pop 40,000+	11.2	20.3	31.5	6.8	21.2	34.2	3.4	2.9	68.5	69.3
Pop 10-40,000	12.5	17.6	30.1	9.7	22.2	28.3	5.2	4.5	69.9	70.4
Pop 2-10,000	16.6	16.4	32.9	12.0	16.2	21.1	10.6	7.3	67.1	74.7
Pop 1-2,000	15.1	10.0	25.2	14.4	3.0	30.2	15.6	11.6	74.8	70.1
Pop 500-1,000	15.7	11.6	27.3	14.0	4.4	15.8	24.4	14.0	72.7	73.3
Pop <500	17.9	5.2	23.1	10.8	0.0	2.8	41.5	21.7	76.9	70.1
Non-urban	24.8	16.3	41.1	13.7	13.2	3.3	16.1	12.5	58.9	78.1
NSW-Total	16.4	18.9	35.3	10.0	18.1	24.4	6.6	5.6	64.7	71.3
Victoria										
Cap City-Inner	18.4	18.1	36.5	13.6	25.0	19.2	1.9	3.8	63.5	68.2
Cap City-Middle	23.6	34.4	58.0	8.2	16.8	11.8	1.7	3.5	42.0	81.8
Cap City-Outer	16.9	38.6	55.6	9.7	18.0	11.2	1.4	4.1	44.4	81.1
Cap City-75 kms	30.9	39.8	70.7	14.1	12.4	1.6	0.0	1.2	29.3	83.0
Major non-cap	16.7	29.7	46.4	11.0	16.7	15.1	4.1	6.6	53.6	77.4
Pop 40,000+	19.0	24.2	43.2	10.7	17.0	23.1	3.5	2.6	56.8	76.4
Pop 10-40,000	11.0	18.6	29.6	14.7	14.6	26.7	7.5	6.9	70.4	74.8
Pop 2-10,000	20.8	22.0	42.8	10.9	13.4	17.8	6.6	8.5	57.2	78.9
Non-urban	28.4	21.1	49.5	10.4	7.3	12.5	10.7	9.7	50.5	81.1
Vic.-Total	18.3	26.2	44.6	11.7	17.1	17.4	4.0	5.2	55.4	66.8
Queensland										
Cap City-Inner	10.0	14.2	24.1	27.0	27.7	12.1	3.9	5.2	75.9	62.9
Cap City-Middle	12.5	21.8	34.3	14.1	17.8	26.2	3.0	4.7	65.7	76.0
Cap City-Outer	11.6	27.2	38.8	13.3	22.6	19.2	2.1	4.0	61.2	72.9
Cap City-75 kms	15.6	27.6	43.1	9.1	21.0	15.2	5.8	5.8	56.9	74.6
Major non-cap	8.9	15.7	24.6	14.3	24.4	26.5	5.0	5.2	75.4	65.7
Pop 40,000+	8.9	15.5	24.4	16.3	23.0	24.0	8.8	3.5	75.6	68.3
Pop 10-40,000	14.2	20.5	34.8	13.3	18.8	20.1	7.1	6.0	65.2	71.1
Pop 2-10,000	12.6	11.7	24.3	13.8	10.3	20.2	15.6	15.8	75.7	64.7
Pop 1-2,000	11.4	6.4	17.7	8.8	3.7	15.1	46.9	7.8	82.3	73.7
Pop 500-1,000	6.8	6.8	13.6	9.1	3.9	7.5	53.6	12.3	86.4	75.7
Pop <500	12.9	7.0	20.0	6.8	2.0	10.5	46.5	14.3	80.0	64.3
Non-urban	18.5	18.7	37.2	12.3	7.7	9.1	21.6	9.4	60.2	78.9
Qld. -Total	11.7	16.6	28.3	13.7	16.7	19.3	14.0	7.9	71.7	70.3
Western Australia										
Cap City-Inner	7.7	16.3	24.0	14.7	21.6	35.6	0.9	3.1	76.0	65.4
Cap City-Middle	8.7	23.7	32.4	12.1	14.1	37.7	0.2	3.4	67.6	76.5
Cap City-Outer	10.6	23.7	34.2	5.1	8.8	21.0	0.1	0.9	35.9	82.3
Cap City-75 kms	7.3	31.4	38.7	10.4	21.5	24.2	0.0	5.1	61.3	76.6
Pop 10-40,000	8.3	15.9	24.3	7.4	8.9	47.1	2.2	10.2	75.7	64.3
Pop 2-10,000	8.5	14.0	22.4	6.2	4.6	47.2	6.6	12.9	77.6	67.2

Pop 1-2,000	11.0	11.7	22.7	6.8	4.8	39.1	15.6	11.0	77.3	71.5
Pop 500-1,000	9.9	9.0	18.8	8.4	0.4	42.8	16.4	13.1	81.2	74.1
Pop <500	1.7	4.0	5.8	2.3	0.9	19.0	64.3	7.8	94.2	62.1
Non-urban	7.9	6.7	14.6	2.0	0.4	9.3	65.0	8.8	85.4	66.3
<u>WA-Total</u>	<u>8.6</u>	<u>17.8</u>	<u>26.4</u>	<u>8.2</u>	<u>9.9</u>	<u>35.2</u>	<u>12.9</u>	<u>7.5</u>	<u>73.6</u>	<u>73.3</u>

State/Urban hierarchy	Indigenous Households									Non Indigenous: Home ownership
	Home Ownership			Rental						
	Owned outright	Purchaser	Total	Priv. Land lord	Real estate agent	State Housing Author.	Community	Other	Total Rental	
South Australia										
Cap City-Inner	11.7	11.7	23.4	19.0	11.8	40.0	0.9	4.9	76.6	68.8
Cap City-Middle	11.9	28.3	40.3	9.1	8.4	39.1	0.8	2.3	59.7	78.9
Cap City-Outer	10.4	24.3	34.6	8.7	6.7	45.5	0.6	3.9	65.4	72.3
Cap City-75 kms	13.9	23.1	37.1	9.5	10.5	37.8	2.0	3.1	62.9	79.3
Pop 10-40,000	9.4	13.2	22.6	6.2	4.3	59.9	3.5	3.6	77.4	66.5
Pop 2-10,000	7.8	9.2	17.0	6.5	3.5	40.8	21.1	11.1	83.0	67.4
Pop <500	10.7	0.0	10.7	0.0	0.0	0.0	78.6	10.7	89.3	0.0
Non-urban	17.2	13.9	31.0	12.0	3.6	17.3	22.2	14.0	69.0	78.6
SA-Total	11.7	17.6	29.2	10.6	7.0	41.2	6.3	5.76	70.8	73.2
Tasmania										
Cap City-Inner	18.7	25.6	44.3	27.6	14.3	10.8	1.5	1.5	55.7	67.9
Cap City-Middle	16.0	35.1	51.1	11.4	7.9	26.7	0.7	2.2	48.9	78.4
Cap City-Outer	13.9	29.4	43.3	19.0	9.2	22.4	1.5	4.7	56.7	72.2
Cap City-75 kms	19.9	30.9	50.9	13.2	6.0	23.9	2.7	3.5	49.1	77.2
Major non-cap	20.2	27.7	48.0	14.1	7.5	25.4	0.4	4.6	52.0	74.4
Pop 10-40,000	24.2	34.0	58.2	10.9	8.4	21.0	1.1	0.5	41.8	72.0
Pop 2-10,000	35.6	33.3	68.8	10.5	7.1	9.3	0.3	3.9	31.2	76.0
Non-urban	30.8	34.6	65.4	13.9	4.7	7.7	2.1	6.2	34.6	78.3
Tas.-Total	24.6	32.0	56.6	13.7	7.2	17.3	1.3	3.9	43.4	74.9
Northern Territory										
Cap City-Inner	9.9	14.8	24.7	7.7	9.6	32.1	19.5	6.6	75.3	43.5
Cap City-Middle	9.0	24.0	33.1	12.0	12.2	38.9	0.0	3.8	66.9	56.6
Cap City-Outer	5.9	22.7	28.6	6.9	8.4	53.2	0.0	2.9	71.4	58.7
Pop 10-40,000	3.4	15.3	18.7	4.0	9.3	55.1	9.2	3.6	81.3	50.3
Pop 2-10,000	11.3	20.3	31.6	7.3	2.0	32.5	14.7	11.9	68.4	54.8
Pop 1-2,000	0.6	0.0	0.6	0.0	0.0	31.2	62.3	5.9	99.4	1.5
Pop 500-1,000	3.5	2.2	5.7	1.1	0.0	21.4	66.5	5.2	94.3	36.1
Pop <500	2.1	0.0	2.1	0.3	0.0	3.8	83.8	9.9	97.9	29.8
Non-urban	15.2	1.4	16.6	2.0	0.0	1.5	68.0	12.0	83.4	31.3
NT-Total	7.2	10.2	17.4	4.0	4.1	27.8	39.2	7.5	82.67	50.5
Australian Capital Territory										
Cap City-Inner	10.8	25.7	36.5	11.9	15.7	30.1	0.0	5.8	63.5	67.5
Cap City-Middle	9.6	14.9	24.5	16.1	16.9	36.4	1.5	4.6	75.5	66.2
Cap City-Outer	5.6	40.5	46.1	13.5	18.8	18.8	1.0	2.0	53.9	75.4
ACT-Total	8.7	27.5	36.2	13.6	17.0	28.2	0.8	4.2	63.8	69.3
Australia										
Cap City-Inner	12.8	14.8	27.7	15.4	22.1	27.2	3.4	4.3	72.3	65.0
Cap City-Middle	15.0	24.5	39.4	11.0	15.8	28.4	1.4	4.0	60.6	76.8
Cap City-Outer	13.0	29.2	42.1	9.0	16.0	28.7	1.1	3.1	57.9	77.0
Cap City-75 kms	18.3	29.7	48.0	10.4	18.3	17.7	1.7	3.9	52.0	77.8
Major non-cap	12.8	19.1	31.9	12.9	21.4	25.9	3.6	4.4	68.1	70.5
Pop 40,000+	10.8	17.9	28.7	12.9	21.7	26.8	6.6	3.2	71.3	71.4
Pop 10-40,000	11.5	18.1	29.5	9.8	16.0	33.8	5.3	5.5	70.5	70.5
Pop 2-10,000	15.7	16.3	32.0	11.4	11.8	23.5	11.2	10.2	68.0	72.9
Pop 1-2,000	10.7	7.4	18.1	8.5	3.2	25.6	35.5	9.1	81.9	71.4
Pop 500-1,000	9.1	7.7	16.8	8.9	2.7	18.9	40.9	11.7	83.2	74.1

Pop <500	7.9	4.4	12.2	4.3	0.8	14.9	57.1	10.7	87.8	63.1
Non-urban	19.6	15.5	35.0	9.7	6.0	7.4	30.8	11.1	65.0	78.1
Aust.-Total	13.8	18.9	32.7	10.8	14.4	24.9	10.8	6.4	67.3	72.8

Source: ABS Indigenous Profile, Census 1996

Public rental

- Above average rates of rental from State Housing Authorities were found in a wide range of locations. In particular rates of over 30 per cent, are found in:
 - NSW's urban localities of 40,000 or more people (34.2 per cent) and localities mainly comprising towns of populations of 1,000 to 2,000 (30.2 per cent). In addition the rate was 29.2 per cent in inner Sydney;
 - Inner Perth (35.6 per cent), middle Perth (37.7 per cent), in WA's urban localities of 500 to 40,000 (39.1-47.2 per cent);
 - All levels of urban localities in SA dominated by settlements with populations of 2,000 or more (37.8-59.9 per cent);
 - All levels of urban localities in NT which mainly comprise of towns of 1,000 or more people (31.2-55.1 per cent); and
 - Middle (36.4 per cent) and inner ACT (30.1 per cent).
- In contrast Community /cooperative housing is a characteristic of small urban localities:
 - The proportion of dwellings rented from this group is particularly high in localities comprising settlements of less than 2,000 people and non-urban areas in NSW (15.6-41.5 per cent), locations mainly represented by towns of less than 10,000 in Queensland (15.6-53.6 per cent), areas of settlements of less than 2,000 population and non-urban areas in WA (15.6-65.0 per cent), localities of towns of fewer than 10,000 in SA (21.1-78.6 per cent), and in the NT, in addition to non-urban areas in the Territory (14.7-83.8 per cent).
 - In contrast in Victoria, Tasmania and the ACT rental from this group is very small or negligible

Nature and Utilisation of Dwellings

Data in Table 3 also provides insight into some other aspects of Indigenous, households.

Limitation of Tenure Analysis

In considering these data, it is also worth reiterating that overall 5.5 per cent of Indigenous dwellings had not stated, or other tenure compared to 2.9 per cent for the non-Indigenous population. As previously discussed this may tend to distort figures on the distribution of dwellings by tenure.

In the small localities the proportion of dwellings with not stated and other tenure was very high. It was 8.0 per cent in localities with populations of 1,000 to 2,000, 14.0 per cent in localities with populations of 500 to 1,000, 20.0 per cent in localities comprising settlements of less than 500 people and 15.0 per cent in non urban areas.

In the Northern Territory where the proportion of dwellings with not stated and other tenure was particularly high, the corresponding figures were 18.0, 33.0, 12.0 and 40.0 per cent respectively.

Use of Improvised Dwellings

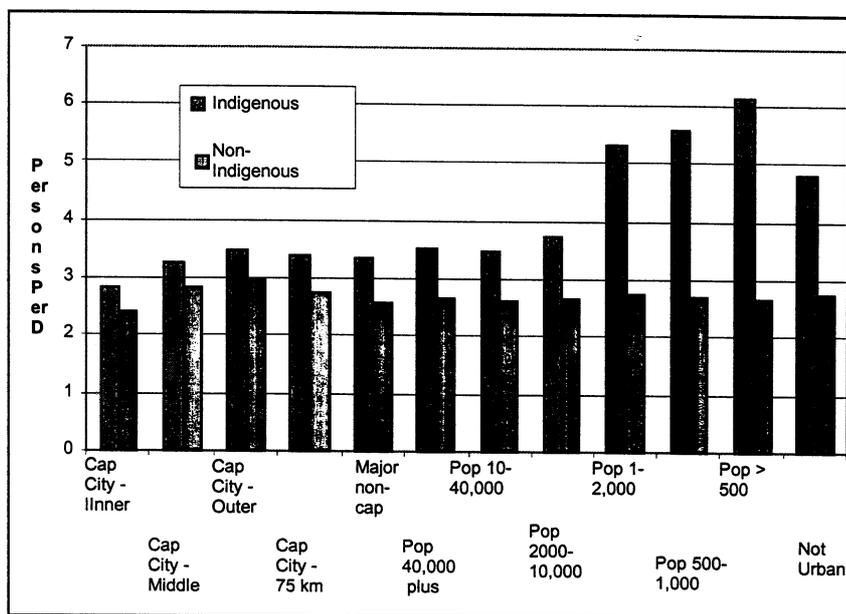
An examination of the proportions of Indigenous dwellings which were improvised, by urban hierarchy, shows that it rises from zero or a negligible proportion in the capital cities and major urban localities to a moderate level in the small urban localities and non-urban areas.

- Only around 0.1 per cent of Indigenous dwellings in major non-capitals and 0.3 per cent each in inner capitals and in localities with populations of 10,000 to 40,000 were improvised.
- The proportion of improvised Indigenous dwelling however then increases from 1.0 per cent in localities mainly composed of towns of 2,000 to 10,000 people to 7.0 per cent in localities of settlements of less than 1,000 and 9.9 per cent in non-urban areas.

Household Size

Another important aspect of Indigenous dwellings is the larger household size they need to accommodate. This is illustrated in Figure 4.

Figure 4: Indigenous and non-Indigenous Households, Persons per Dwelling by Urban Type, August 1996.



Source: ABS, Indigenous Profile, 1996 Census

The figure shows that the average numbers of persons per dwelling are much higher for Indigenous dwellings than for non-Indigenous dwellings irrespective of the level of urban hierarchy.

While the difference in average number of persons per dwelling between Indigenous and non-Indigenous dwellings was moderate in the capital cities and larger urban localities as well as the major non-capitals, it rises dramatically in areas dominated by towns of less than a 10,000 people and non-urban areas.

There was an average of 5.3 to 5.6 persons in Indigenous dwellings in localities comprising settlements of less than 2,000 people, compared to 2.7 persons in non-Indigenous dwellings.

4. TENURE AND TYPE OF INDIGENOUS HOUSEHOLD

The above analysis which has drawn upon the ABS Indigenous Profiles have used a definition of an 'Indigenous Household' based upon whether or not the reference person or their spouse, if any, is Indigenous. ABS notes however that this is only one way in which such households can be classified.

The table and chart below consider the impact of different definitions, in particular differentiating between those households where all adults in the household are Indigenous, and those households which consist of both adult Indigenous and non-Indigenous people.

For this analysis it has been necessary to use the One-Percent Sample File from the 1996 Census. This sample file identifies 114,200 households in Australia which had at least one Indigenous Adult, a number slightly above the 94,854 Indigenous dwellings identified in the Indigenous Profile. Of these households a slight majority, 59,400 are wholly Indigenous, while the balance, 54,800, have at least one non-Indigenous adult member¹⁰.

As shown in the Figure 5 the tenure differences between these households is dramatic.

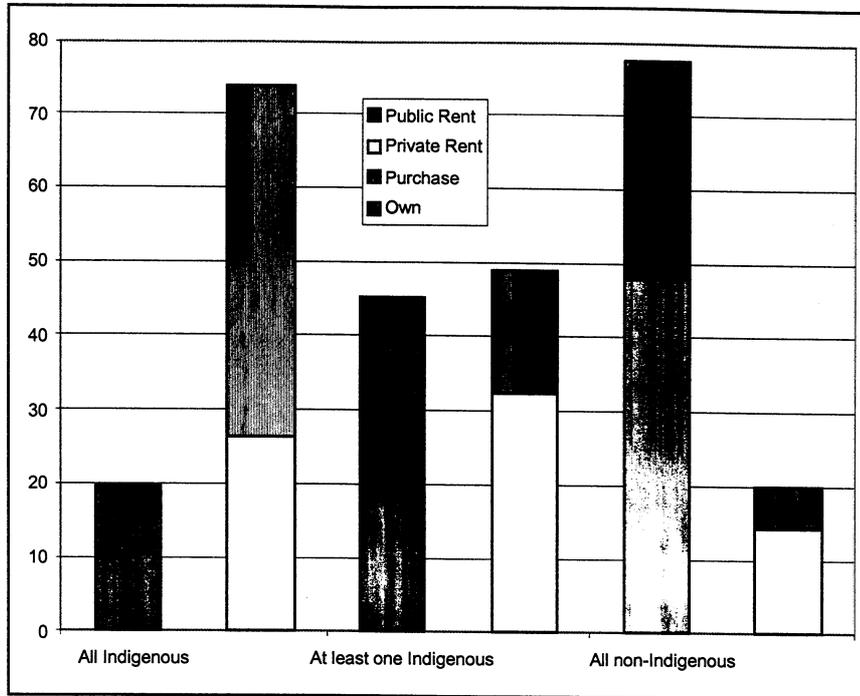
- The combined owner purchaser rate of partly Indigenous households of 45.3 per cent, while still well below the 77.3 per cent of wholly non-Indigenous households, is over twice the 19.5 per cent of the solely Indigenous households.
- While public and community housing accounts for 47.6 per cent of the housing of wholly Indigenous households this falls to 16.5 per cent for part Indigenous households and 5.9 per cent for non-Indigenous households.

¹⁰ These estimates derived from the 1 per cent sample file are consistent with population counts published by the ABS in "Aboriginal and Torres Strait Islander People 1996" (Cat No 2034.0). In this ABS reports 54,012 households where all members were Indigenous, 44,290 where either the reference person or their spouse were Indigenous, but where some other household members were not and 19,480 where neither the reference person nor their spouse (if any) was Indigenous, but some other family member, or member of a group household was.

The published estimate of 94,932 Indigenous households (slightly higher than the 'full enumeration' figures used in this paper as profiles are not available for a small number of Indigenous Areas) comprises the 54,012 "All members Indigenous" households, excluding the 917 "All members Indigenous" group households, and the 44,290 households where either the reference person or their spouse is Indigenous, but other members are not, again excluding the 2,451 group households in this classification.

In all cases visitors to households, and temporarily absent household members, have been excluded from the derivation of these households as information on the indigenous status of such persons is not collected.

Figure 5: Households, Ownership and Rental Tenure by Indigenous Status, August 1996



Source: ABS, Census 1 % Sample File, 1996.

Given the patterns of tenure revealed by urban hierarchy, it might be possible to consider that such results could be a result of the location of such households. While it is not possible to easily obtain detailed comparable data, the Section of State data in Table 5 is sufficient to suggest that there is more to the results than this.

- For example, the higher rates of outright home ownership of part Indigenous households holds in most regions with the exception of Melbourne, and 'Rest of State' of Victoria and South Australia.
- With respect to home purchase rate, Adelaide is the only exception.

This phenomena suggests a need for more detailed examination of the differences between such households, as well as caution in interpreting results for Indigenous households as a whole based upon the broader definition used earlier in this analysis.

**Table 5. Households, Tenure and ATSI Status by Section of State:
August 1996**

Region/ Adult member status	Owner Purchaser			Private Landlord	Real Estate Agent	State House Auth.	Community	Other Landlord	Rental	Number of Households
	Out-right Owner	Purchaser	Total						Total	
Sydney										
At least one ATSI	18.6	26.7	45.3	12.8	24.4	15.1	0.0	2.3	54.7	8,900
All ATSI adults	10.6	12.8	23.4	8.5	17.0	46.8	2.1	2.1	76.6	5,700
All non-ATSI adults	43.5	25.0	68.5	6.6	17.3	5.6	0.3	1.7	31.5	1,87,300
NSW- ROS										
At least one ATSI	22.8	23.8	46.6	15.8	17.8	11.9	3.0	5.0	53.5	11,300
All ATSI adults	10.9	13.0	23.9	10.9	18.5	32.6	10.9	3.3	76.1	11,200
All non-ATSI adults	49.2	23.0	72.2	8.6	11.0	5.3	0.3	2.5	27.7	892,400
Melbourne										
At least one ATSI	14.8	37.0	51.8	7.4	11.1	25.9	0.0	3.7	48.1	2,700
All ATSI adults	22.2	16.7	38.9	11.1	27.8	11.1	0.0	11.1	61.1	2,300
All non-ATSI adults	45.1	29.4	74.5	7.4	13.3	3.1	0.4	1.3	25.4	1,181,80
Victoria- ROS										
At least one ATSI	17.2	27.6	44.8	27.6	0.0	13.8	3.4	10.3	55.2	3,000
All ATSI adults	25.0	6.3	31.3	12.5	6.3	25.0	25.0	0.0	68.8	1,900
All non-ATSI adults	48.8	28.1	76.9	7.8	8.3	4.4	0.6	2.0	23.1	484,800
Brisbane										
At least one ATSI	6.0	30.0	36	16.0	30.0	8.0	2.0	8.0	64.0	5,200
All ATSI adults	7.1	3.6	10.7	7.1	17.9	46.4	3.6	14.3	89.3	3,700
All non-ATSI adults	39.9	29.7	69.6	10.7	12.9	4.9	0.2	1.7	30.5	556,500
Queensland- ROS										
At least one ATSI	19.0	28.6	47.6	14.3	20.2	8.3	2.4	7.1	52.4	9,400
All ATSI adults	8.3	4.6	12.9	16.7	17.6	18.5	27.8	6.5	87.0	13,100
All non-ATSI adults	45.0	24.0	69.0	11.3	13.1	2.7	0.2	3.7	31.0	726,100
Adelaide										
At least one ATSI	23.5	5.9	29.4	23.5	11.8	35.3	0.0	0.0	70.6	1,800
All ATSI adults	14.3	21.4	35.7	28.6	0.0	35.7	0.0	0.0	64.3	1,500
All non-ATSI adults	41.8	29.7	71.5	9.7	6.9	9.9	0.9	1.1	28.5	424,600
SA-ROS										
At least one ATSI	16.7	8.3	25.0	16.7	8.3	25.0	0.0	25.0	75.0	1,600
All ATSI adults	21.4	0.0	21.4	7.1	0.0	50.0	7.1	14.3	78.6	1,500
All non-ATSI adults	47.4	27.1	74.5	7.5	4.2	8.8	0.4	4.5	25.5	151,900
Perth										
At least one ATSI	8.3	41.7	50.0	16.7	8.3	25.0	0.0	0.0	50.0	2,600
All ATSI adults	8.0	16.0	24.0	4.0	28.0	44.0	0.0	0.0	76.0	3,100
All non-ATSI adults	40.7	32.7	73.4	8.6	11.4	4.7	0.3	1.6	26.7	483,000
WA-ROS										
At least one ATSI	20.0	20.0	40	0.0	6.7	33.3	6.7	13.3	60.0	2,000
All ATSI adults	4.3	12.8	17.1	8.5	6.4	23.4	31.9	12.8	83.0	6,700
All non-ATSI adults	41.0	27.9	68.9	10.2	7.1	5.1	0.3	8.4	31.0	175,900
Tasmania										
At least one ATSI	25.7	34.3	60	22.9	14.3	2.9	0.0	0.0	40.0	3,700
All ATSI adults	15.4	7.7	23.1	30.8	15.4	30.8	0.0	0.0	76.9	1,800
All non-ATSI adults	44.2	30.4	74.6	9.9	6.2	6.5	0.7	2.0	25.4	180,500
NT & ACT										
At least one ATSI	8.3	33.3	41.6	0.0	12.5	29.2	0.0	16.7	58.3	2,600
All ATSI adults	8.9	2.2	11.1	4.4	4.4	33.3	40.0	6.7	88.9	6,900
All non-ATSI adults	27.8	33.0	60.8	10.5	12.8	10.7	0.4	4.9	39.2	173,800
Australia										
At least one ATSI	17.7	27.6	45.3	14.9	17.5	14.9	1.6	6.0	54.8	54,800
All ATSI adults	10.4	9.1	19.5	11.5	14.7	30.6	17.0	6.6	80.4	59,400
All non-ATSI adults	47.7	29.6	77.3	0.9	13.3	5.5	0.4	2.5	22.7	6,818,60

Source: ABS, Census 1 % Sample File, 1966.

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GLOSSARY

ABS	Australian Bureau of Statistics
AHA	South Australian Aboriginal Housing Authority
AHBV	Aboriginal Housing Board of Victoria
AHL	Aboriginal Hostels Limited
AHO	NSW Aboriginal Housing Office
AICCAs	Aboriginal and Islander Child Care Agencies
AIHW	Australian Institute of Health and Welfare
ARHP	Aboriginal Rental Housing Program
ATSIHIP	Aboriginal and Torres Strait Islander Health Information Plan
ATSIC	Aboriginal and Torres Strait Islander Commission
AWE	Average Weekly Earnings
CACH	Commonwealth Advisory Committee on Homelessness
CAD	(SAAP) Coordination and Development (Committee)
CAP	Crisis Accommodation Program
CDEP	Community Development Employment Program
CHINS	Community Housing and Infrastructure Needs Survey
CHIP	Community Housing and Infrastructure Program (ATSIC program)
CHP	Community Housing Program
CID	CSA's Community Information Database
CPI	Consumer Price Index
CRS	Commonwealth Rehabilitation Service
CSA	Child Support Agency
CSC	(Centrelink) Customer Service Centre
CSHA	Commonwealth State Housing Agreement

CSWGIH	Commonwealth State Working Group on Indigenous Housing
DEWRSB	Department of Employment, Workplace Relations and Small Business
DSP	Disability Support Pensioner
ER	Emergency Relief
FaCS	The Department of Family and Community Services
FLW	Family Liaison Worker
FRSP	Family Relationships Services Program
FTB	Family Tax Benefit
HAC	The Department of Health and Aged Care
ICHO	Indigenous community housing organisation
ICSO	(Centrelink) Indigenous Customer Service Officer
IHANT	Indigenous Housing Authority of Northern Territory
ISO	(Centrelink) Indigenous Service Officer
IYV	International Year of the Volunteer
JET	Jobs, Education and Training program
MACS	Multifunctional Aboriginal Children's Services
NCSIDG	National Community Services Information Development Group
NHDA	National Housing Data Agreement
NHS	National Homelessness Strategy
OSHC	Outside School Hours Care
PI	Performance Indicator
SAAP	Supported Accommodation Assistance Program
SAC	State Advisory Committee (for Emergency Relief)
SNAICC	Secretariat of the National Aboriginal and Islander Child Care Agencies

THS	(Northern) Territory Health Services
YA	Youth Allowance
YAS	Youth Activities Service
YHPP	Youth Homelessness Pilot Program