



Indigenous housing needs 2005

A multi-measure needs model



Australian Government

Australian Institute of
Health and Welfare



HMIC

Indigenous housing needs 2005

A multi-measure needs model

The Australian Institute of Health and Welfare is Australia's national health and welfare statistics and information agency. The Institute's mission is *better health and wellbeing for Australians through better health and welfare statistics and information*.

Please note that as with all statistical reports there is the potential for minor revisions of data in *Indigenous Housing Needs 2005: A Multi-measure Needs Model* over its life. Please refer to the online version at <www.aihw.gov.au>.

INFORMATION PAPER

Indigenous housing needs 2005

A multi-measure needs model

October 2005

Australian Institute of Health and Welfare
Canberra

AIHW Cat. No. HOU 129

© Australian Institute of Health and Welfare 2005

This work is copyright. Apart from any use as permitted under the *Copyright Act 1968*, no part may be reproduced without prior written permission from the Australian Institute of Health and Welfare. Requests and enquiries concerning reproduction and rights should be directed to the Head, Business Promotion and Media Unit, Australian Institute of Health and Welfare, GPO Box 570, Canberra ACT 2601.

A complete list of the Institute's publications is available from the Business Promotion and Media Unit, Australian Institute of Health and Welfare, GPO Box 570, Canberra ACT 2601, or via the Institute's website <<http://www.aihw.gov.au>>.

ISBN 174024 505 9

Suggested citation

Australian Institute of Health and Welfare 2005. Indigenous housing needs 2005: a multi-measure needs model. AIHW cat. no. HOU 129. Canberra: Australian Institute of Health and Welfare.

Australian Institute of Health and Welfare

Board Chair
Hon. Peter Collins, QC, AM

Director
Dr Richard Madden

Any enquiries about or comments on this publication should be directed to:

Dr Fadwa Al-Yaman
Australian Institute of Health and Welfare
GPO Box 570
Canberra ACT 2601
Phone: (02) 6244 1146

Published by Australian Institute of Health and Welfare

Printed by Pirion. Cover art by unknown artist. Cover design by Lauren Di Salvia.

Contents

List of tables	viii
List of figures	xi
Acknowledgments.....	xii
Abbreviations.....	xiii
Symbols used in the tables.....	xiv
Executive summary	1
1. Introduction.....	4
1.1 Preliminary work.....	4
1.2 Conceptual and data issues.....	5
1.3 Data sources.....	5
1.4 Structure of the report.....	6
2. Overview	7
2.1 Indigenous Australians.....	7
2.2 Indigenous households.....	8
2.3 Housing tenure	9
2.4 Housing assistance	12
3. Homelessness	16
3.1 Definition	16
3.2 Ways to estimate the numbers of homeless people	17
3.3 Data sources.....	17
3.4 Estimate of the number of homeless people	18
3.5 Indigenous and non-Indigenous comparison.....	26
3.6 Data development issues and gaps.....	29
4. Overcrowding	31
4.1 Definition	31
4.2 Ways to estimate overcrowding	31
4.3 Data sources.....	32
4.4 Estimate of overcrowding	32

4.5 Indigenous and non-Indigenous comparison.....	41
4.6 Data development issues and gaps	43
5. Affordability	44
5.1 Definition	44
5.2 Ways to estimate affordability	44
5.3 Data sources.....	44
5.4 Estimate of affordability	45
5.5 Indigenous and non-Indigenous comparison.....	51
5.6 Data development issues and gaps	53
6. Dwelling conditions	54
6.1 Definition	54
6.2 Ways to assess dwelling conditions	54
6.3 Data sources.....	54
6.4 Estimate of dwelling conditions	56
6.5 Indigenous and non-Indigenous comparison.....	58
6.6 Data development issues and gaps	59
7. Connection to essential services	60
7.1 Definition	60
7.2 Ways to estimate connection to essential services	60
7.3 Data sources.....	60
7.4 Estimate of connection of essential services.....	61
7.5 Indigenous and non-Indigenous comparison.....	64
7.6 Data development issues and gaps	65
8. Appropriateness of housing.....	66
8.1 Definition	66
8.2 Ways to estimate appropriateness of housing.....	66
8.3 Data sources.....	67
8.4 Estimate of appropriateness	67
8.5 Indigenous and non-Indigenous comparison.....	72
8.6 Data development issues and gaps	72
9. Security of tenure	73
9.1 Definition	73
9.2 Ways to estimate security of tenure	73

9.3 Data sources.....	73
9.4 Estimate of security of tenure	74
9.5 Indigenous and non-Indigenous comparison.....	79
9.6 Data development issues and gaps	82
10. Emerging needs.....	83
10.1 Definition	83
10.2 Ways to estimate emerging needs	83
10.3 Data sources.....	83
10.4 Estimate of population growth.....	84
10.5 Data development issues and gaps	87
11. Summary and conclusions	88
11.1 Data sources and issues	88
11.2 The extent of Indigenous housing need	91
References	100
Appendix 1 Data for the five endorsed dimensions of Indigenous housing need.....	102
Appendix 2 Data sources.....	106
Survey data	106
Administrative data.....	107
Glossary.....	110

List of tables

Table 2.1:	Indigenous Australian population distribution, by state and territory, 2001	7
Table 2.2:	Number and proportion of Indigenous households, by tenure type, by state and territory, 2002	11
Table 2.3:	Number and proportion of Indigenous people aged 18 years or over, by tenure type, 2002.....	12
Table 2.4:	Number and proportion of Indigenous households accessing mainstream housing services, by state and territory, 30 June 2004.....	14
Table 2.5:	Total number of Indigenous Community Housing (ICH) and State Owned and Managed Indigenous Housing (SOMIH) dwellings, by state and territory, 30 June 2004.....	14
Table 2.6:	Proportion of all existing and new households in public housing data collection where Indigenous status is missing or unknown, 30 June 2002.....	15
Table 3.1:	Number and proportion of Indigenous people who are homeless, by state and territory, 2001.....	18
Table 3.2:	Number and proportion of Indigenous homeless people (simple Census definition), by ARIA+ region, 2001	20
Table 3.3:	Number and proportion of Indigenous SAAP clients, by sex, by state and territory, 7 August 2003	21
Table 3.4:	Number and proportion of Indigenous SAAP clients, by sex, by state and territory, 2003–04.....	22
Table 3.5:	SAAP support periods for Indigenous clients, by whether accommodated, by state and territory, 2003–04	23
Table 3.6:	SAAP support periods: main reason for seeking assistance among Indigenous clients, 2003–04,	24
Table 3.7:	Estimated number of Indigenous people and accompanying children with valid unmet requests for SAAP accommodation within 24 hours: by sex and state and territory, 9–15 December 2002 and 7–13 May 2003 (average number per day)	25
Table 3.8:	Estimated rate of Indigenous and non-Indigenous homeless people per 1,000 population on Census night, by state and territory, 2001	26
Table 3.9:	Proportion (%) of homeless people, by category of homelessness, by Indigenous status, by state and territory, 2001	28
Table 3.10:	Number of SAAP clients and rate per 1,000 population, by Indigenous status and state and territory, 2003–04.....	29
Table 4.1:	The Proxy Occupancy Standard	32
Table 4.2:	Number and proportion of overcrowded Indigenous households, using the Canadian National Occupancy Standard, by tenure, by state and territory, 2001	33

Table 4.3:	Number and proportion of overcrowded Indigenous households, using the Canadian National Occupancy Standard, by tenure, by state and territory, 2001	35
Table 4.4:	Number and proportion of overcrowded Indigenous households, using the Proxy Occupancy Standard, by tenure, by state and territory, 2001	37
Table 4.5:	Number and proportion of Indigenous people living in overcrowded households, using the Proxy Occupancy Standard, by tenure, by state and territory, 2001.....	39
Table 4.6:	Number and proportion of overcrowded households in State Owned and Managed Indigenous Housing (SOMIH) and public housing, using the Proxy occupancy Standard, by state and territory, 30 June 2003	40
Table 4.7:	Number and proportion of overcrowded households, using the Proxy Occupancy Standard, by Indigenous status, by state and territory, by tenure type, 2001	41
Table 4.8:	Rate of overcrowding per 10,000 households, using the Proxy Occupancy Standard, by Indigenous status, by state and territory, 2001	42
Table 4.9:	Proportion of people living in overcrowded households, using the Proxy Occupancy Standard, by Indigenous status, by state and territory, 2001.....	43
Table 5.1:	Number and proportion of low income Indigenous households in affordability need, by tenure, by state and territory, 2001.....	45
Table 5.2:	Number and proportion of low income private rental Indigenous households in affordability need, by state and territory, 2001	46
Table 5.3:	Number and proportion of low income private rental Indigenous households in affordability need, by ARIA+, 2001	47
Table 5.4:	Number and proportion of low income private rental Indigenous households in affordability need, by ARIA+, 2001	47
Table 5.5:	Number and proportion of Indigenous income units receiving Commonwealth Rent Assistance, 14 June 2002	48
Table 5.6:	Indigenous income units receiving Commonwealth Rent Assistance, by remoteness area, by state and territory, 11 June 2004.....	48
Table 5.7:	Indigenous income units receiving Commonwealth Rent Assistance: proportion spending 30 per cent or more of income on rent, with and without CRA, by ARIA+, March 2004	49
Table 5.8:	Indigenous income units receiving Commonwealth Rent Assistance: proportion spending 50 per cent or more of income on rent, with and without CRA, by ARIA+, March 2004	50
Table 5.9:	Number and pproportion of low income households in affordability need, by Indigenous status, by state and territory, 2001	51
Table 5.10:	Proportion of low income private rental households in affordability need, by Indigenous status, by state and territory, 2001	51
Table 5.11:	Centrelink income units: proportion receiving Commonwealth Rent Assistance, by Indigenous status, 14 June 2002	52

Table 6.1:	Number and proportion of Indigenous households in dwellings with structural problems, by tenure type, by state and territory, 2002.....	56
Table 6.2:	Number and proportion of Indigenous households living in dwellings with structural problems, by tenure type, 2002.....	57
Table 6.3:	Number and proportion of permanent dwellings managed by Indigenous housing organisations requiring major repair or replacement, by state or territory, 2001.....	57
Table 6.4:	Number and proportion of dwellings managed by Indigenous housing organisations requiring major repairs or replacement, by ARIA+, 2001	58
Table 6.5:	Proportion of households in need of exterior and interior repairs, 2001	58
Table 7.1:	Proportion of Indigenous households living in dwellings that have working sewerage facilities, by state and territory, 2002	61
Table 7.2:	Number and proportion of Indigenous households living in dwellings that have working sewerage facilities, by tenure type, 2002	62
Table 7.3:	Proportion of Indigenous households living in dwellings that have working sewerage facilities, by ARIA+, 2002	62
Table 7.4:	Number and proportion of permanent dwellings on discrete Indigenous communities not connected to a water, electricity or sewerage system, by state and territory, 2001.....	63
Table 7.5:	Number of dwellings in discrete Indigenous communities not connected to water, electricity or sewerage supply, by ARIA+ region, 2001	63
Table 7.6:	Number and proportion of Indigenous Community Housing dwellings not connected to water, sewerage or electricity, by state and territory, 30 June 2004	64
Table 8.1:	Indigenous persons aged 15 and over by whether moved house, by state and territory, 2002.....	67
Table 8.2:	Indigenous persons aged 18 and over who moved, by reason for move, by remoteness, 2002	68
Table 8.3:	Indigenous persons aged 15 and over who moved in the last 12 months, by reason for moving, by state and territory, 2002.....	69
Table 8.4:	Reasons for Indigenous persons 15 years or over moving, by tenure type, 2002	70
Table 8.5:	Number of communities and reported usual population, by distance to nearest school, 2001	71
Table 8.6:	Number of communities and reported usual population, by distance to nearest health facility, 2001.....	72
Table 9.1:	Statistics New Zealand model of tenure security.....	73
Table 9.2:	Number of Indigenous people living in a caravan, 2001	74
Table 9.3:	Proportion of renter households with various characteristics, by landlord type, 1999	75

Table 9.4:	Number and proportion of Indigenous persons having lived in one, two, three or more dwellings over last 12 months, by tenure type, 2002	76
Table 9.5:	Number and proportion of Indigenous private rental households living at a different address, by state and territory, 2001	77
Table 9.6:	Number and proportion of Indigenous private renters living at a different address, by state and territory, 2001	78
Table 9.7:	Proportion of Indigenous households, housing history of reference person, by tenure type, 1999	79
Table 9.8:	Proportion of all households, housing history of reference person, by tenure type, 1999	80
Table 9.9:	Number and proportion of private rental households living at a different address from 12 months ago, by Indigenous status, by state and territory, 2001	81
Table 10.1:	Estimated population numbers by state and territory, by Indigenous status, 2001–2009	84
Table 10.2:	Estimated percentage change in population numbers by state and territory, by Indigenous status, 2001–2009	85
Table 10.3:	Indigenous population, by ATSI region, 2001	86
Table 11.1:	Sources of data for each dimension of need, by housing tenure types	89
Table 11.2:	Multi-measure needs model: national summary by state and territory	96
Table 11.3:	Number of Indigenous dwellings, households or people, by each dimension of need, state and territory, by tenure type, 2001	97
Table A1:	Multi-measure needs model summary, by state and territory, by tenure type ...	102

List of figures

Figure 2.1:	Estimated Indigenous and non-Indigenous Australian population, by state and territory, 2001	8
Figure 2.2:	Indigenous households, by tenure type and type of housing assistance, 2002	10
Figure 3.1:	ARIA+ remoteness areas, Australia	20
Figure 3.2:	Indigenous and non-Indigenous people: proportion in each category of homelessness (broad definition), 2001	27
Figure 11.1:	Conceptual model for statistical indicators of demand and need for services	92

Acknowledgments

The main author of this report is Fadwa Al-Yaman, Head of the Aboriginal and Torres Strait Islander Health and Welfare Unit at AIHW. Michelle Wallis and Helen Johnstone provided valuable assistance with the presentation and analysis of the data.

Thanks are also extended to members of the National Indigenous Housing Information Implementation Committee and the Standing Committee on Indigenous Housing who provided comments on the draft.

Special thanks also go to Richard Madden and Ken Tallis who provided valuable comments on the report.

This work received financial support from the Australian Institute of Health and Welfare and the Australian Housing Ministers Advisory Council.

Abbreviations

ABS	Australian Bureau of Statistics
AIHW	Australian Institute of Health and Welfare
AHBV	Aboriginal Housing Board of Victoria
AHURI	Australian Housing and Urban Research Institute
ARIA+	Accessibility/Remoteness Index of Australia
ASGC	Australian Standard Geographical Classification
ATSIC	Aboriginal and Torres Strait Islander Commission
ATSISS	Aboriginal and Torres Strait Islander Services
BBF	Building a Better Future
CHINS	Community Housing and Infrastructure Needs Survey
CRA	Commonwealth Rent Assistance
CSHA	Commonwealth-State Housing Agreement
FaCS	Australian Government Department of Family and Community Services
GSS	General Social Survey
HMAC	Housing Ministers' Advisory Committee
ICH	Indigenous Community Housing
ICHO	Indigenous Community Housing Organisation
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NIHIIC	National Indigenous Housing Information Implementation Committee
NRF	National Reporting Framework
NSHS	National Social Housing Survey
SAAP	Supported Accommodation Assistance Program
SCIH	Standing Committee on Indigenous Housing
SCRGSP	Steering Committee for the Report on Government Services Provision
SOMIH	State Owned and Managed Indigenous Housing

Symbols used in the tables

—	nil or rounded to zero
..	not applicable
n.a.	not available
n.p.	not published

Executive summary

The *Indigenous Housing Needs 2005, a Multi-measure Needs Model* report assesses housing needs with the use of a multi-measure needs model. The report presents data from the five endorsed dimensions of need – homelessness, overcrowding, affordability, dwelling conditions and connection to essential services. It also assesses the feasibility of including an additional three dimensions in the model – appropriateness of housing, security of tenure and emerging housing needs. The report compares the housing outcomes of Indigenous and non-Indigenous households for all the relevant dimensions and discusses future data development needs and priorities.

What is the current housing situation of Aboriginal and Torres Strait Islander people?

At 30 June 2005 the Aboriginal and Torres Strait Islander population was estimated at 492,700 (2.4% of the total Australian population). The Indigenous population has a younger age profile than the non-Indigenous population and has higher fertility and mortality rates (Chapter 2).

In 2002, it was estimated that there were 165,700 households that containing at least one Indigenous person. Indigenous households may also include non-Indigenous people. Indigenous people comprised 82% of all residents in Indigenous households, with half of Indigenous households having only Indigenous members (Chapter 2).

NATSISS information from 2002 suggests that of the estimated 165,700 Indigenous households, 30% owned their own homes, 66% were renters and 4% lived in rent-free housing. About two-thirds (65%) of home owners had a mortgage. Of those renting, 37% were in the private rental market, 57% were in social housing and 5% had other rental arrangements. Of those in social housing, 61% were in houses owned by a state or territory housing authority and 39% were in Indigenous/mainstream community housing (Chapter 2).

What is the extent of Indigenous housing needs?

Homelessness

In 2001, the number of Indigenous people who were 'homeless', defined by a community standards approach, ranged from 7,526 to 10,471 or about 2% of the Indigenous population. They included people with no conventional accommodation, those staying with relatives and friends, those using the Supported Accommodation Assistance Programs (SAAP) services and those in boarding houses. Approximately 56% of Indigenous people who were homeless had no conventional accommodation (35%) or were using SAAP services (21%) while the remainder were either staying with family and friends or staying in boarding houses (Chapter 3).

The pattern of Indigenous homelessness differed from non-Indigenous homelessness. For example 51% of non-Indigenous people who were homeless were staying with family and friends and very few (13%) had no conventional accommodation.

In all jurisdictions the rate of homelessness was higher for Indigenous people; it was 18 per 1,000 – 3.5 times the rate of non-Indigenous homelessness. In addition, the proportion of

Indigenous people using SAAP services is also much higher. In 2003–04, the rate of Indigenous clients using SAAP services was 33 per 1,000 – 8 times the non-Indigenous rate (Chapter 3).

Overcrowding

In 2001, according to the Proxy Occupancy Standard, there were 13,380 (10%) overcrowded Indigenous households. Overcrowding varied by state and territory with the highest proportion being in the Northern Territory where 32% of all Indigenous households were overcrowded. Overcrowding was also highest in the Indigenous Community Housing sector with about one in every three (34%) households being overcrowded (Chapter 4).

A high proportion of Indigenous people were living in overcrowded conditions. Across Australia, 80,370 (22%) Indigenous people were living in overcrowded households and the proportion was highest in the Northern Territory (61%), followed by Western Australia (27%), Queensland (21%) and South Australia (20%).

The rate of overcrowding among Indigenous people was 953 per 10,000 households – 6 times the rate of overcrowding among non-Indigenous people. The proportion of Indigenous people living in overcrowded conditions was also 6 times the rate of non-Indigenous people (22% compared with 3.5%).

Affordability

In 2001, the number of Indigenous households in affordability need – households in the bottom 40% of equivalised gross household income who were paying more than 25% of their income in rent – was 31,255 (37%). The proportion of households in affordability need varied by tenure type and was highest among households who were private renters (66%) and lowest among those in Indigenous or mainstream community housing (16%). The proportion of Indigenous private rental households in affordability need was lower (54%–56%) if only those households in the second to fourth deciles of equivalised gross household income were considered. The proportion of households in affordability need was highest in major cities (68%) and lowest in very remote areas (36%).

The proportion of households in affordability need was 37% among Indigenous households and 30% in non-Indigenous households (Chapter 5).

Dwelling conditions and connection to essential services

Many dwellings on discrete Indigenous communities are in need of repair or replacement. In 2001, 5,814 out of 21,287 (27%) dwellings were in need of major repair or replacement (Chapter 6).

The number of dwellings occupied by Indigenous people that were not connected to essential services was relatively low – 147 not connected to water, 257 not connected to electricity, and 301 not connected to sewerage. In total, these houses were less than 2% of all houses occupied by Indigenous households in discrete Indigenous communities. Most of these houses were in the Northern Territory (Chapter 7).

What is the feasibility of including security of tenure, appropriateness and emerging needs into the model?

Appropriateness can be defined as the ability of a residential dwelling to permit a reasonable quality of life and reasonable access to work, social contacts and services. Data collected on this dimension of need is important to inform policy and assist in the delivery of better housing services to Indigenous peoples (Chapter 8).

Insecurity of tenure is mainly a problem for homeless people, those living in caravan parks or those in the private rental market. It is estimated that in 2001, there were 7,526 to 10,471 Indigenous people who were homeless. A further 1,787 people lived in caravan parks where security of tenure is an issue. Apart from homeless people and those at risk of homelessness, private renters have the least security of tenure. Data from the NATSISS shows that those renting privately are more likely to move with 38% having lived in two dwellings in the previous 12 months and 15% having lived in three dwellings or more in that time. Similarly, Census data shows that 45% of Indigenous private rental households had moved in the last year (Chapter 9).

The two dimensions – appropriateness and security of tenure cannot yet be used to measure housing needs but data collected on these dimensions can be useful in the planning and delivery of better services to Indigenous people.

Emerging needs is an assessment of future housing needs, using the first five dimensions based on projected growth in the Indigenous population and existing tenure. Estimation of the extent of future need is an important part of planning for future housing demand for Indigenous people (Chapter 10).

Conclusion

The report does not attempt to create a single measure from the five dimensions of housing need examined. The creation of a single measure upon which resource allocation is based is not straightforward. A serious obstacle is that the different dimensions of need use different 'units' of measurement. For example, homelessness is derived from counts of people; overcrowding and affordability from counts of households; and dwelling condition and connection to services from counts of dwellings. What is needed to overcome this problem is administrative data sets that are developed from unit records, where the household is the unit of measurement. In this way the association between the various measures would be better understood, and a single measure of housing needs could be developed from the model. In addition, the relative impact on the lives of Indigenous people of the different dimensions examined is not known, so they cannot be weighted or adjusted for their relative contribution to the overall single measure that the model would produce (Chapter 11).

Despite this, the report demonstrates a significant level of housing need, where overcrowding and poor dwelling conditions in particular are suffered by a large number of Indigenous households. The report also shows that serious disparities exist between Indigenous and non-Indigenous housing in Australia.

1. Introduction

Aboriginal and Torres Strait Islander people do not have the same access to secure, affordable housing as other Australians. This can be the result of low incomes, discrimination or lack of suitable housing. In very remote areas, some Indigenous people live in poorly maintained, overcrowded housing without essential infrastructure such as a safe drinking water supply or an effective sewerage system.

In response to this situation, in May 2001 Housing Ministers endorsed a 10-year statement of new directions for Indigenous housing, *Building a Better Future: Indigenous Housing to 2010* (BBF). The BBF recognised that Indigenous housing was a major national issue, and that urgent action was required to improve housing and environmental health outcomes for Indigenous Australians. An immediate task recognised by the BBF was to identify and meet the outstanding housing needs of Indigenous people. Housing Ministers endorsed the advice of the Commonwealth-State Working Group to use a multi-measure model to identify and address the unmet housing needs of Indigenous people (BBF strategy 1.1).

In 2002, the Housing Ministers' Advisory Committee (HMAC) and the Housing Ministers' Conference endorsed a needs framework that comprised five dimensions of housing needs. The dimensions were: homelessness; overcrowding; affordability; dwelling condition; and connection to essential services (power, water and sewerage). Three additional dimensions of Indigenous housing needs – security of tenure, appropriateness of housing and emerging needs – were also recommended to be part of the multi-measure needs model. However, because there was no agreement on how to measure these three dimensions, they were not endorsed as part of the multi-measure needs model at this stage.

In 2003, the Standing Committee on Indigenous Housing (SCIH) made a commitment to HMAC and Housing Ministers to produce a comprehensive report on the use of these five dimensions to assess housing needs by 2005. Measurement of the dimensions was to be based on administrative data and supplemented with survey data where appropriate. The report was also to include an assessment of the feasibility of incorporating the three presently unendorsed dimensions into the multi-measure model. The National Indigenous Housing Information Implementation Committee (NIHIIC) and the Australian Institute of Health and Welfare (AIHW) were given responsibility for doing this work. This document is the 2005 report.

1.1 Preliminary work

This report uses a similar approach to those taken in two preliminary reports on housing needs that were completed in 2003 and 2004. In 2003, SCIH asked the Aboriginal and Torres Strait Islander Services (ATSIS) to estimate Indigenous housing needs for each Aboriginal and Torres Strait Islander Commission (ATSIC) region, using a multi-measure method that incorporated the five endorsed dimensions. The ATSIS report, *Multi Measure Modelling of Indigenous Housing Needs*, includes estimates of Indigenous homelessness, overcrowding and affordability based on the 2001 Census, and estimates of dwelling conditions and connection to essential services based on the 2001 Community Housing and Infrastructure Needs Survey (CHINS). The ATSIS report considered each of the five dimensions separately. The data were presented by state and territory, by geography (based on remoteness) and by

ATSIC region. The ATSIIS report, however, did not assess housing needs by housing tenure. The Housing Ministers endorsed the ATSIIS report in December 2003.

In May 2004, the Chair of NIHIIC was seconded for three months to develop a means of assessing housing needs by tenure type. This study identified five types of Indigenous housing markets based on predominant tenure type – mainly private housing, mainly community housing, mainly social housing, both private and social housing and other tenures. This report, *Multi-Measure Modelling of Indigenous Housing Needs*, was completed in September 2004.

1.2 Conceptual and data issues

This section explores some of the issues faced, both conceptual and data-related, when using a multi-measure model to assess housing needs for Indigenous Australians. It also explains the approach taken to address these issues and the rationale for this approach. These issues must be considered at the outset because decisions made on these issues are likely to influence the estimates of housing needs.

A multi-measure method that uses a number of dimensions that have different units of measurement (e.g. households, dwellings, and individuals) creates methodological problems if an attempt is made to combine the individual measures into a single measure. In this report these dimensions were considered separately.

The different dimensions of housing need may not be directly comparable in the severity of their consequences for Indigenous people who experience them. For example, is a failed sewerage system or the lack of any water supply of more or less severity in its effect on an Indigenous household than overcrowding or cultural inappropriateness? No attempt was made in this report to rate these measures by their severity.

A related but distinct problem is that Indigenous people may place cultural values on the dimensions of housing needs that are different from those placed on them by others. Housing need is culturally and socially constructed. For example, an Indigenous family in a remote area may not define overcrowding in the same way as a non-Indigenous family in an urban area, or even in the same way as an Indigenous family in an urban area. Despite the importance of capturing information on Indigenous people in a culturally appropriate way, it is not currently possible to adopt culturally appropriate measures. Such measures will take some time to develop. In the interim, Australian community standards are used, and in this report Indigenous housing needs are treated in the same way as all Australian housing needs are treated.

Finally, the data varies in quality and it is not uncommon for two different data sources to provide different estimates for the same dimension of need. Decisions had to be made as to which data source would provide the most reliable estimate of housing need.

It must be acknowledged that any estimates of Indigenous housing needs will have relatively large margins of error. But the needs are of such magnitude that these estimates still provide critical evidence of the existence and magnitude of housing needs.

1.3 Data sources

A number of different data sources are used in this report to assess the extent of Indigenous housing needs (Appendix 2).

The routinely collected data include:

- 2001 Community Housing and Infrastructure Needs Survey (CHINS) for data on Indigenous Community Housing
- 2001 Census of Population and Housing for data on tenure type and homelessness
- 2002 National Aboriginal and Torres Strait Islander Social Survey (NATSISS)
- 1999 Australian Housing Survey
- National Social Housing Surveys for public and community housing.

Administrative data that are available on Indigenous housing and homelessness have been used throughout this report. These include:

- AIHW Supported Accommodation Assistance Program (SAAP) data collection
- AIHW Commonwealth-State Housing Agreement (CSHA) for public housing, community housing and SOMIH data sets
- Department of Family and Community Services (FaCS) Housing Data Set
- AIHW National Reporting Framework (NRF) for Indigenous Housing data collection.

1.4 Structure of the report

The report is structured around the five endorsed dimensions of need and the three dimensions not yet endorsed. Chapter 2 of the report provides an overview of the Indigenous population and their housing situation, including housing assistance provided to Indigenous Australians. Chapter 3 covers homelessness; Chapter 4 overcrowding; Chapter 5 affordability; Chapter 6 dwelling conditions; Chapter 7 connection to services; Chapter 8 appropriateness; Chapter 9 security of tenure and Chapter 10 emerging needs. Chapter 11, provides a summary and conclusions.

The chapter for each dimension includes a definition of the dimension and a statement of any associated conceptual issues. It summarises ways of estimating need against each dimension, lists data sources, and provides a description of the data. The data description covers all available information that can be used to describe the dimension. The data are presented at the national level, at state/territory level and by remoteness categories. The data are also presented by tenure type. Comparisons between the Indigenous and non-Indigenous population in relation to housing needs in each dimension are presented where possible.

2. Overview

2.1 Indigenous Australians

In 2001, there were approximately 460,000 Aboriginal and Torres Strait Islander people in Australia, representing 2.4% of the total Australian population. The Indigenous population has a younger age profile, with a median age of 21 years compared with 36 years for the non-Indigenous population. Around three-quarters of Indigenous people in Australia (74%) live in capital cities and regional centres, and around one-quarter (26%) live in rural and remote areas.

The distribution of the Indigenous population across the states and territories is summarised in Table 2.1. The majority of Indigenous Australians (84%) live in four jurisdictions, with the highest proportions living in New South Wales (29%) and Queensland (27%), followed by Western Australia (14%) and the Northern Territory (12%). Indigenous Australians represent less than 4% of the population in all jurisdictions, with the exception of the Northern Territory where they represent 29% of the population.

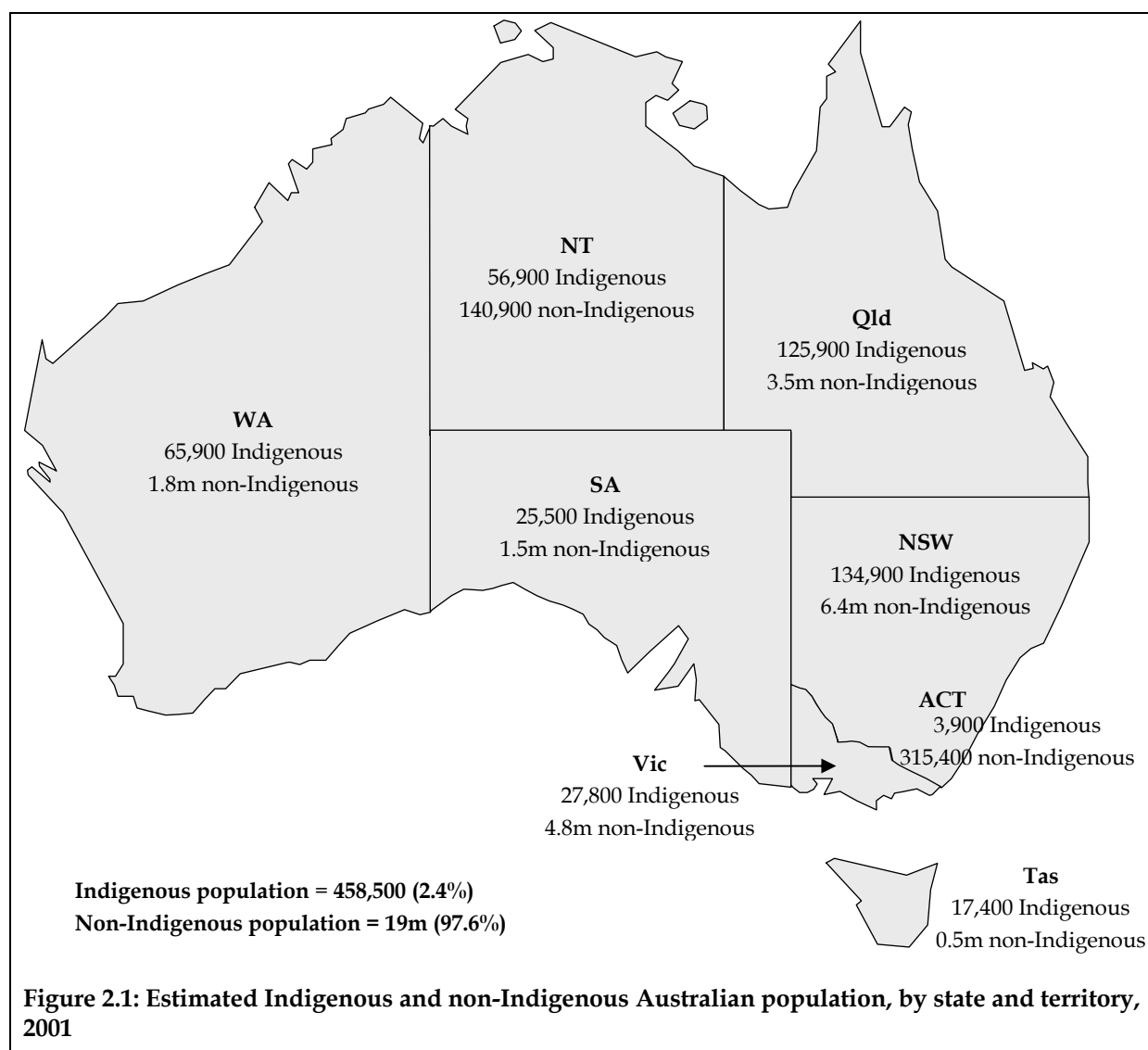
Table 2.1: Indigenous Australian population distribution, by state and territory, 2001

State/territory	No. of Indigenous people	Indigenous people as a proportion of the total Australian population (per cent)	Indigenous people as a proportion of the total Indigenous population (per cent)
New South Wales	134,888	2.1	29.4
Victoria	27,846	0.6	6.1
Queensland	125,910	3.5	27.5
Western Australia	65,931	3.5	14.4
South Australia	25,544	1.7	5.6
Tasmania	17,384	3.7	3.8
Australia Capital Territory	3,909	1.2	0.9
Northern Territory	56,875	28.8	12.4
Total^(a)	458,520	2.4	100.0

(a) Total includes other territories.

Source: 2001 Census of Population and Housing.

As a group, Aboriginal and Torres Strait Islander peoples are known to be disadvantaged across a range of areas including education, income and employment. Indigenous people also experience poorer health outcomes than do other Australians. For example, life expectancy at birth for Indigenous Australians is about 17 years less than that for other Australians. Rates of disability, mortality and morbidity are also considerably higher than in the non-Indigenous population.



Some of the poor health outcomes of Indigenous people are related to their housing circumstances. Research on housing and health indicate the existence of a relationship between inadequate housing or housing-related infrastructure and poor health outcomes. Overcrowding, poor dwelling conditions and inadequate basic utilities such as facilities for washing clothes, sewerage systems or safe drinking water have all been associated with higher rates of infectious and parasitic diseases. These include skin infections, respiratory infections, eye and ear infections, diarrhoeal diseases and rheumatic fever (ABS and AIHW 2005).

2.2 Indigenous households

Indigenous households are defined in data collections in two ways, and the use of one definition or the other can produce significantly different estimates of need:

- a household where the reference person or spouse is Indigenous – results in 115,000 Indigenous households in Australia at the time of the 2001 Census

- a household where any person in the household is Indigenous – results in 145,000 Indigenous households in Australia, a difference of 30,000 households from the first definition.

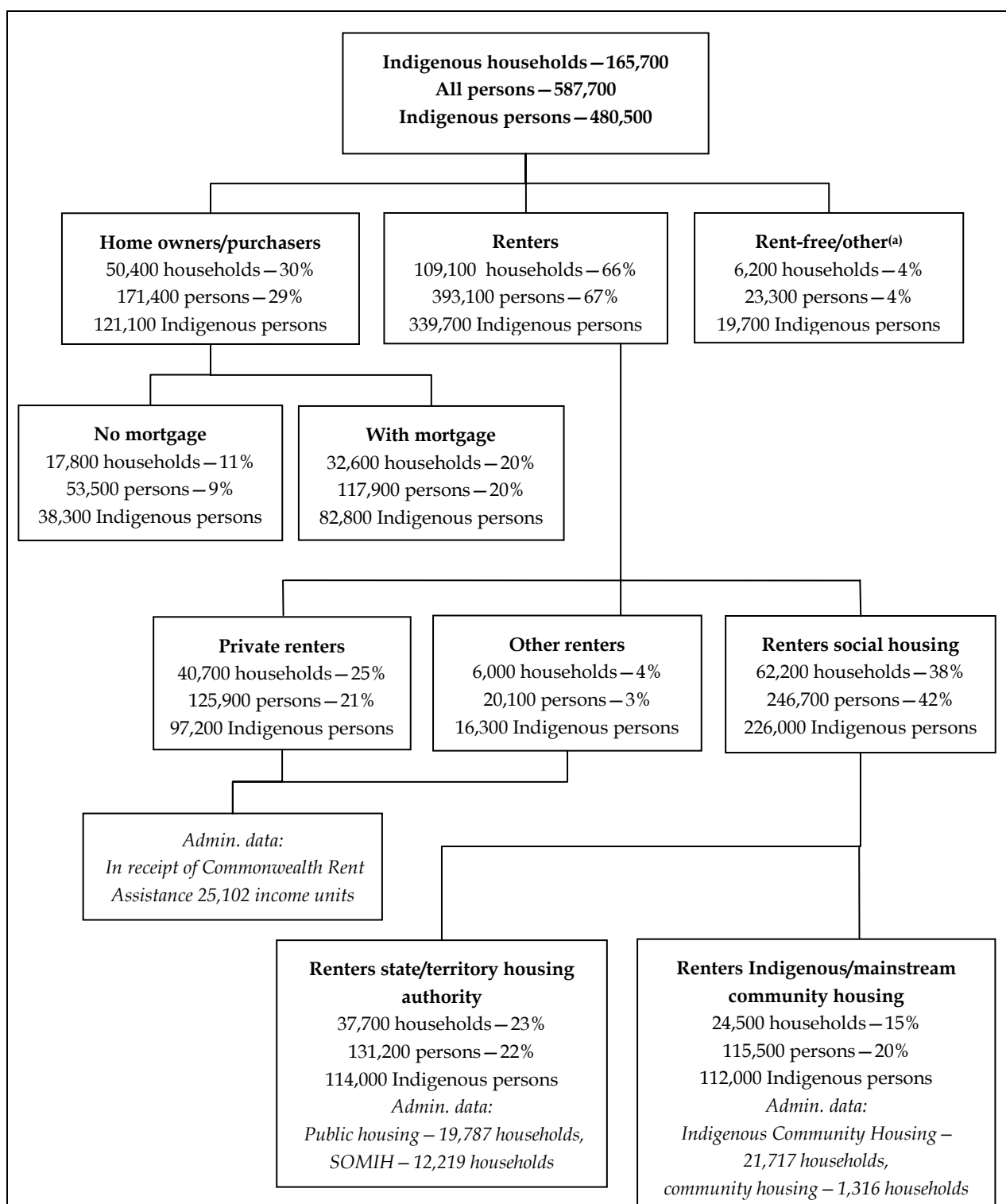
In this report the second definition of an Indigenous household is used, that is, a household containing one or more Indigenous people. This is the definition used in the *National Housing Assistance Data Dictionary* and the one used for eligibility to housing assistance programs (AIHW 2003).

Indigenous households may also include non-Indigenous people. In the 2001 Census, there was a total of 494,000 people living in the 144,700 households identified as having at least one Indigenous person. Of these, 75% (371,600 people) identified as Indigenous and 25% (122,400 people) were either non-Indigenous or their Indigenous status was unknown. The 2002 Aboriginal and Torres Strait Islander Social Survey estimated that there were 480,500 Indigenous people living in the estimated 165,700 Indigenous households. Indigenous people comprised 82% of all residents in Indigenous households, with half of Indigenous households having only Indigenous residents.

2.3 Housing tenure

According to the NATSISS, among the estimated 165,700 Indigenous households, 30% were home owners, 66% were renters and 4% lived in rent-free housing (Figure 2.2). About two-thirds (65%) of home owners have a mortgage. Of those renting, 37% were in the private rental market, 57% were in social housing and 5% were other renters. Of those in social housing, 61% were in houses owned by a state or territory housing authority and 39% were in Indigenous/mainstream community housing. State or territory rental housing includes both public housing, which is available for all Australian households to rent, and housing which is targeted to Indigenous households only – SOMIH. While community housing includes both mainstream and Indigenous Community Housing, it is mainly composed of Indigenous Community Housing.

Home ownership provides a relatively secure form of housing tenure but the rate of home ownership is lower among Indigenous people compared to non-Indigenous people (30% compared with 70%). This is partly a reflection of the lower socioeconomic status of many Indigenous households and the younger age profile of the Indigenous population. In addition, the fact that many Indigenous people who live in remote areas live on Aboriginal and Torres Strait Islander traditional land where home ownership is not possible is also a contributing factor to the lower rate of home ownership among Indigenous people.



(a) Includes households and persons in rent/buy schemes, living rent-free or under a life tenure scheme.

Sources: ABS 2002 NATSISS; AIHW CSHA data collection; AIHW NRF data collection.

Figure 2.2: Indigenous households, by tenure type and type of housing assistance, 2002

The proportions of the different housing tenures by state and territory are shown in Table 2.2.

Table 2.2: Number and proportion of Indigenous households, by tenure type, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	NT	Aust ^(a)
	Number						
Home owner/purchaser	17,900	4,500	13,400	4,900	2,800	1,700 *	50,400
Private and other renter	17,800	3,700	13,900	5,200	2,100	1,900 *	46,800
Renter mainstream public housing/SOMIH	12,500	2,600	9,100	6,600	2,600	2,200 *	37,700
Renter Indigenous/mainstream community housing	5,300	1,100	6,900	2,900	1,900	6,100	24,500
Other	2,300 *	400 *	900 *	1,300	200 *	700 *	6,200
Total	55,900	12,300	44,200	20,900	9,600	12,600	165,700
	Proportion (per cent)^(b)						
Home owner/purchaser	32.0	36.6	30.3	23.4	29.2	13.5 *	30.4
Private and other renter	31.8	30.1	31.4	24.9	21.9	15.1 *	28.2
Renter mainstream public housing/SOMIH	22.4	21.1	20.6	31.6	27.1	17.5 *	22.8
Renter Indigenous/mainstream community housing	9.5	8.9	15.6	13.9	19.8	48.4	14.8
Other	4.1 *	3.3 *	2.0 *	6.2	2.1 *	5.6 *	3.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

* Estimates with a relative standard error between 25% and 50% should be used with caution.

(a) Includes Tasmania and the Australian Capital Territory. Relative standard errors for Tasmania and the Australian Capital Territory were high and therefore these jurisdictions were not reported individually.

(b) The number of Indigenous households expressed as a percentage of the total number of Indigenous households in the relevant jurisdiction.

Notes

1. Numbers are rounded to the nearest hundred.
2. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Private and other renter' includes all other renters and those living rent-free. 'Other' includes those under life tenure schemes.

Source: ABS NATSISS 2002.

Overall, the highest proportion of Indigenous households was in social housing (38%), with 23% in SOMIH and public housing, and 15% in community housing (both mainstream and Indigenous but mainly Indigenous).

Indigenous home ownership is highest in Victoria, New South Wales and Queensland, and lowest in the Northern Territory (Table 2.2). The proportion of Indigenous households in private rental accommodation is lowest in the Northern Territory, and is between 22% and 32% of households in the other jurisdictions. The proportion in public housing is highest in Western Australia (32%) and South Australia (27%) and between 18% and 22% in the other jurisdictions (Table 2.2). Since the estimated numbers for Tasmania and the Australian Capital Territory are small and the relative standard errors are high, these jurisdictions are not reported separately.

The proportion of Indigenous households in the different tenure types also varied by remoteness, with half (50%) of the estimated 29,200 households living in remote areas being

renters in Indigenous or community housing, 17% were renters of state or territory housing and 14% were home owners. Among the estimated 136,500 households living in non-remote areas, one-third (34%) were home owners, 32% were private renters and 24% were renters from a state or territory housing authority. These figures reflect the availability of different housing options for Indigenous people who live in these areas.

The proportion of Indigenous people aged 18 years and over by tenure type is shown in Table 2.3.

Table 2.3: Number and proportion of Indigenous people aged 18 years or over, by tenure type, 2002

	Fully owned	Being purchased	Renter mainstream public housing/SOMIH	Renter Indigenous/mainstream community housing	Private and other renter	Other	Total
Number	25,200	43,700	53,200	60,800	67,600	900 *	251,400
Proportion (per cent)	10.0	17.4	21.2	24.2	26.9	0.3 *	100.0

* Estimates with a relative standard error between 25% and 50% should be used with caution.

Note: 'Being purchased' includes being purchased under a rent-buy scheme. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Private and other renter' includes all other renters and those living rent-free. 'Other' includes those under life tenure schemes.

Source: ABS NATSISS 2002.

Of the 251,400 Indigenous people aged 18 or over, 27% lived in homes where someone in their household was renting from a private or other landlord. About one in four (24%) lived in homes where someone in their household was renting from an Indigenous/community organisation and 21% lived in homes where someone in their household was renting from a state/territory housing authority. Only 10% of Indigenous people lived in homes where someone in the household fully owned their home, and 17% where someone in the household was purchasing their own home.

2.4 Housing assistance

A large proportion of Indigenous households receive housing assistance of some kind. This includes assistance provided through both Indigenous-specific and mainstream programs. The two main Indigenous-specific forms of social housing are:

- State Owned and Managed Indigenous Housing (SOMIH) – managed by state governments, with funding provided through the Commonwealth-State Housing Agreement (CSHA). SOMIH is provided in six states – New South Wales, Victoria, Queensland, Western Australia, South Australia and Tasmania.
- Indigenous Community Housing (ICH) – managed by Indigenous Community Housing Organisations (ICHOs), with funding provided by both the states and the Australian Government.

Indigenous people are also eligible for assistance through mainstream housing programs such as public housing, community housing and Commonwealth Rent Assistance (CRA).

The administrative arrangements for ICH are complex and vary across the jurisdictions. In some jurisdictions only the state is involved in the administration of ICH, in some only the Australian Government is involved, and in some both the state and the Australian

Government are involved. The Australian Government Department of Family and Community Services (FaCS) is directly responsible for the delivery of ICH in four jurisdictions – Victoria, Queensland, Tasmania and the Australian Capital Territory. In Victoria and Tasmania, FaCS is the sole provider of ICH. In Queensland and the Australian Capital Territory, FaCS provides some ICH and the state and territory government departments provide some ICH. In the four remaining jurisdictions – New South Wales, Western Australia, South Australia and the Northern Territory – funding from the state and Australian Government is pooled and the state and territory governments are responsible for the delivery of ICH.

Administrative data provide an estimate of the number of households receiving housing assistance. At 30 June 2004, around 55,000 Indigenous households were in some form of social housing, 21,717 in ICH, 19,787 in public housing, 12,725 in SOMIH; and 1,316 in mainstream community housing (Tables 2.4 and 2.5). In addition, among the 46,800 estimated households in private rental accommodation, just over half (25,102 income units) received CRA¹ (Table 2.4).

Around 7,000 fewer households receiving housing assistance were identified using administrative data than were identified by the NATSISS. This is probably partly due to the NATSISS being a sample survey, and partly due to differences in Indigenous identification in the NATSISS and administrative data collections. The exact number of Indigenous households in mainstream public and community housing is not known due to under-identification of Indigenous households in data collections of mainstream public and community housing.

¹ Commonwealth Rent Assistance is an income supplement that can be payable to recipients of social security and/or family tax benefits who pay rent above the threshold level in the private rental market. The FaCS housing data set can be used to estimate the number and proportion of Indigenous people receiving the assistance.

Table 2.4: Number and proportion of Indigenous households accessing mainstream housing services, by state and territory, 30 June 2004

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. of Indigenous households									
Public housing	8,700 ^(a)	1,078	2,633	4,041	1,171	494	172	1,498	19,787
Community housing	588	12	419	212	65	4	16	n.a.	1,316
Commonwealth Rent Assistance ^(b)	9,006	1,611	8,997	2,387	1,214	744	n.a.	1,032	25,102
Total no. of households									
Public housing	123,106	62,647	48,490	30,016	44,529	11,375	10,823	5,269	336,225
Community housing	9,770	3,582	3,779	2,232	3,828	401	392	n.a.	23,984
Commonwealth Rent Assistance ^(b)	316,541	206,041	235,145	87,405	66,483	23,737	8,355	5,636	949,698
Proportion Indigenous households (per cent)									
Public housing	7.1	1.7	5.4	13.5	2.6	4.3	1.6	28.4	5.9
Community housing	6.0	0.3	11.1	9.5	1.7	1.0	4.1	n.a.	5.5
Commonwealth Rent Assistance ^(b)	2.8	0.8	3.8	2.7	1.8	3.1	n.a.	18.3	2.6

(a) Estimate based on the 2001 Census of Population and Housing.

(b) Commonwealth Rent Assistance data refer to the number of income units receiving CRA at 11 June 2004.

Note: These data are based on self-identification of Indigenous status.

Sources: AIHW CSHA national data collection; FaCS.

Table 2.5: Total number of Indigenous Community Housing (ICH) and State Owned and Managed Indigenous Housing (SOMIH) dwellings, by state and territory, 30 June 2004

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Total ICH	4,616	476	6,079	2,837	1,093	128	32	6,456	21,717
SOMIH	4,088	1,260	2,811	2,325	1,900	341	..	..	12,725
Total	8,704	1,736	8,890	5,162	2,993	469	32	6,456	34,442

Notes

1. Data for Queensland ICH were collected in August 2003, not June 2004.
2. The scope of the state ICH data collections varies across jurisdictions and the data should not be compared. Western Australia reports on all ICH in their jurisdiction while New South Wales, Queensland, South Australia, the Australian Capital Territory and the Northern Territory report on ICH that is managed by ICHOs that are funded by or registered with the state government.

Sources: AIHW NRF data collection; CSHA SOMIH data collection.

The extent of under-identification of Indigenous households in mainstream public and community housing is not known and is thought to vary across jurisdictions (Table 2.6). For example, at 30 June 2002, in the latest publicly available data, Indigenous status was not known for 75% of households in public housing in New South Wales and 53% of households in Tasmania. In Victoria and Queensland both 'non-Indigenous' and 'unknown' Indigenous status were recorded as 'no' in information management systems while in Western Australia and the Northern Territory both 'non-Indigenous' and 'unknown' Indigenous status were recorded as 'unknown' in information management systems. It is not possible therefore to

accurately assess the extent of unknown Indigenous status data for Victoria, Queensland, Western Australia and the Northern Territory.

Table 2.6: Proportion of all existing and new households in public housing data collection where Indigenous status is missing or unknown, 30 June 2002

	NSW ^(a)	Vic	Qld	WA	SA ^(a)	Tas	ACT	NT
	Proportion^(b)							
Households at 30 June 2002	75	n.a.	n.a.	n.a.	48	53	10	n.a.
New households assisted in 2001–2002	1	n.a.	n.a.	n.a.	4	14	17	n.a.

n.a. Data not available as those identified 'non-Indigenous' and 'unknown' are not recorded separately.

(a) Number of 'unknown' is based on Indigenous identification at the head tenant level only.

(b) Number of households where Indigenous status is missing or unknown expressed as a percentage of the total number of households in the relevant jurisdiction.

Source: AIHW CSHA national data collection.

3. Homelessness

3.1 Definition

Homeless people are the most disadvantaged in relation to housing. Aboriginal and Torres Strait Islander people are more likely to be homeless than other Australians as they generally do not have the same access to affordable and secure housing. The high level of mobility among Indigenous people due to the need for many to leave their homes to access services or to observe cultural obligations, and the absence of adequate temporary accommodation also contribute to homelessness among Indigenous people.

Homeless people can be simply defined as those with no housing or those residing in temporary or emergency accommodation. However, the concept of homelessness depends on prevailing community standards. According to the Chamberlain and MacKenzie (2003) definition adopted by the Australian Bureau of Statistics (ABS), people are considered homeless if their accommodation falls below the minimum community standard of a small rental flat with a bedroom, living room, kitchen, bathroom and an element of security of tenure.²

For Indigenous people, homelessness can also be related to Aboriginal and Torres Strait Islander history, values and beliefs (Keys Young 1998; AHURI 2004). Keys Young developed a number of definitions of Indigenous homelessness which emphasised the multi-layered and multi-dimensional nature of Indigenous homelessness and incorporated the concept of spiritual homelessness. Underlying these definitions was the understanding that 'home' can have a different meaning for Indigenous people (AIHW 2003).

That some Indigenous people view homelessness differently from other Australians can be illustrated by the significant number of Indigenous people who live with no walled and roofed dwellings but who argue that they are both 'placed' and 'homed'. They call themselves 'parkies', 'long grassers' or 'river campers'. Memmott (2002) suggests that the term 'homeless' should not be used for these people but that they should be referred to as 'public place dwellers'. He proposed five categories of public place dwellers: those living in public places; those occasionally spending time in public places; spiritual forms of homelessness; crowding where it causes considerable stress to families and communities; and individuals escaping unsafe or unstable family circumstances. However, these definitions are not captured by any of the existing data sources.

² In his 2003 report, Chamberlain used a different definition of homelessness for Indigenous people by excluding Indigenous people who lived in certain types of improvised dwellings. In the 1996 Census, if a dwelling did not have a working shower or toilet it was classified as improvised. In some Indigenous communities, however, bathrooms and toilets are provided in properly constructed amenity blocks and used by multiple households. Chamberlain argued that these were culturally appropriate housing. The definition of an improvised dwelling was modified for the 2001 Census so these dwellings were not classified as improvised even though these dwellings fell below the general community standard used to define homelessness.

3.2 Ways to estimate the numbers of homeless people

A widely accepted method to estimate the number of homeless people was developed by Chamberlain and MacKenzie (Chamberlain & MacKenzie 2003) who used the community standard definition to define three levels of homelessness:

- primary homelessness – includes all people without conventional accommodation, such as people living on the streets, in parks or in derelict buildings. It is operationalised using the Census category ‘improvised homes, tents and sleepers out’.
- secondary homelessness – includes people who move frequently from one form of temporary shelter to another. This includes people accommodated in SAAP establishments on Census night from the SAAP data collection, as well as people residing temporarily with other households because they have no accommodation of their own. The starting point for identifying people in this group is the Census category ‘hostels for the homeless, night shelters and refuges’. This category also includes people staying in boarding houses on a short-term basis (12 weeks or less).³
- tertiary homelessness – includes people who live in boarding houses on a medium-to-long-term basis, operationally defined as 13 weeks or longer. These people are regarded as homeless because their accommodation situation is below community standard.

To provide a count of homeless people, Chamberlain and MacKenzie used the Census data and supplemented these data with data from the SAAP National Data Collection and data from the National Census of Homeless School Children. The Chamberlain and MacKenzie estimates also include an adjustment for undercounting in the Census data.

Another approach to measuring homelessness is to use a service delivery definition, where the homeless are measured as the population who are eligible for assistance. The SAAP bases its service delivery on a definition of homelessness provided by the *SAAP Act 1994* (Section 4). The Act defines a person as homeless if, and only if, he or she has ‘inadequate access to safe and secure housing’ (FaCS 1999:19). This is often paraphrased as ‘considered not to have access to safe, secure and adequate housing’. The Act then goes on to describe what this might mean, citing housing situations that may damage health; threaten safety; marginalise a person from both personal amenities and the economic and social support a home normally offers; where the affordability, safety, security or adequacy of housing is threatened; or where there is no security of tenure. A person is also considered homeless under the Act if living in SAAP or other emergency accommodation.

3.3 Data sources

The Chamberlain and MacKenzie estimate of homelessness is the most widely used and this uses data from the Census and from the SAAP National Data Collection to estimate Indigenous homelessness (there were no Indigenous data available from the National Census of Homeless School Children). Data are provided on the number of Indigenous homeless people using the broad definition of homelessness (primary, secondary and tertiary).

³ The way the Census data is collected means that this group cannot be identified separately from those in boarding houses, and so they are not counted in the secondary homelessness category.

Data from the SAAP collection are also provided as this gives more detailed information on those accessing SAAP services and the reasons for needing such services. The extent of unmet need in relation to SAAP services is also assessed.

3.4 Estimate of the number of homeless people

Community standards approach

The Chamberlain and MacKenzie method estimates that there were 7,526 Indigenous homeless people on Census night. This included 2,657 with no conventional accommodation (primary homelessness), 1,566 in SAAP accommodation, 1,660 staying with friends (secondary homelessness) and 1,643 living in boarding houses (Table 3.1). The 7,526 represents 2% of the total Indigenous population.

Table 3.1: Number and proportion of Indigenous people who are homeless, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Number									
No conventional accommodation	227	62	486	442	162	16	5	1,257	2,657
SAAP ^(a)	391	260	395	210	158	27	28	97	1,566
Friends/relatives	518	127	406	249	171	91	16	82	1,660
Boarding house	240	115	631	153	53	17	6	428	1,643
Total homeless	1,376	564	1,918	1,054	544	151	55	1,864	7,526
Total population	124,773	25,949	116,967	62,149	24,028	16,376	3,647	54,170	428,059
Proportion of the Indigenous population (per cent)									
No conventional accommodation	0.2	0.2	0.4	0.7	0.7	0.1	0.1	2.3	0.6
SAAP ^(a)	0.3	1.0	0.3	0.3	0.7	0.2	0.8	0.2	0.4
Friends/relatives	0.4	0.5	0.3	0.4	0.7	0.6	0.4	0.2	0.4
Boarding house	0.2	0.4	0.5	0.2	0.2	0.1	0.2	0.8	0.4
Total homeless	1.1	2.2	1.6	1.7	2.3	0.9	1.5	3.4	1.8

(a) Only includes those SAAP clients who were accommodated on Census night.

Sources: Chamberlain & MacKenzie 2003, 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h.

- Queensland had the highest number of Indigenous homeless people (1,918), followed by the Northern Territory (1,864) and New South Wales (1,376).
- The Northern Territory had the highest number of Indigenous homeless people with no conventional accommodation (1,257).
- The proportion of homeless people was highest in the Northern Territory (3.4%), followed by South Australia (2.3%).
- Victoria (1.0%) had the highest proportion of Indigenous homeless people who lived in the SAAP accommodation, while the highest proportion of homeless people living with friends or relatives was in South Australia (0.7%).

- The proportion of Indigenous homeless people living in boarding houses was higher in the Northern Territory (0.8%) than in any other jurisdiction.

In addition to these groups of homeless people, it can be argued that people living in caravans are in a similar situation to boarding house residents and should also be counted as homeless. There was an additional 1,787 Indigenous people who were marginal residents of caravan parks on Census night in 2001. If those living in caravan parks are included, the number of Indigenous people who were homeless on Census night would be 9,313.

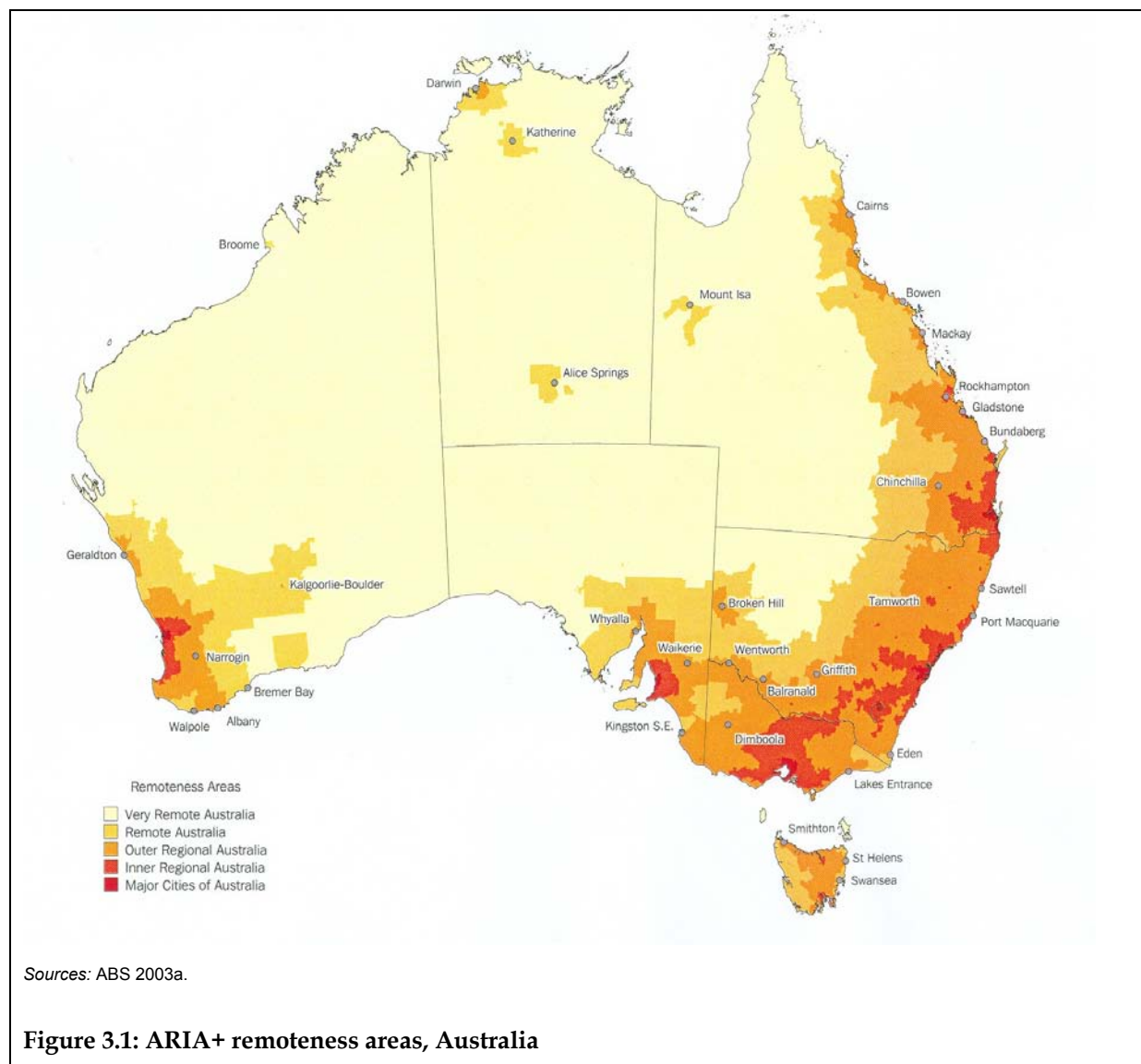
While the Chamberlain and MacKenzie estimate of homelessness is the best one currently available, it is likely that it underestimates the number of Indigenous homeless people because of the difficulties in locating them, particularly those with no conventional accommodation (primary homelessness). For example, the 2001 CHINS found that there were 5,602 people living in temporary or improvised dwellings on discrete Indigenous communities, whereas Chamberlain and MacKenzie estimated that there were 2,657 Indigenous people with no conventional accommodation (which includes people sleeping rough and those in improvised dwellings).

The definitions used in the CHINS and the Census were compatible but the two collections resulted in very different estimates. The 2001 CHINS used the following definition of a temporary dwelling:

A structure used as a place of residence which does not meet the building requirements to be considered as a permanent dwelling – includes caravans, tin sheds without internal walls, humpies, dongas or other makeshift shelters.

The guidelines for Census collectors in remote communities stated that ‘to be counted as a house for the Census, a dwelling needs to be a permanent structure built for the purpose of housing people’ (Chamberlain & MacKenzie 2003). However, the CHINS and Census use very different methodologies. While many dwellings are visited in the Census, the CHINS uses a key informant methodology, which is less accurate for counting dwellings than the Census. It is likely that both methods underestimate the number of people in the primary homelessness category. Therefore, the number of Indigenous people who are homeless could range from 7,526 to 10,471 depending on whether the Chamberlain & Mackenzie or the CHINS estimates are used. In addition, if those residents in caravan parks are included in the estimates, the number of Indigenous people who are homeless could range from 9,313 to 12,258.

The Accessibility/Remoteness Index of Australia (ARIA+) index is used to categorise areas based on their level of remoteness. It is a standard classification sourced from the ABS ASGC (Australian Standard Geographical Classification) and used in the Census (ABS 2001). Areas are classified based on the road distance to the nearest service centres in five size categories based on population size. From these measurements, the area is classified into one of the following five categories: major cities, inner regional, outer regional, remote or very remote (Figure 3.1).



Data using the Chamberlain and MacKenzie method were not, however, available by ARIA+ and only Census data on the number of homeless people are provided by ARIA+. These Census data are based on a simple definition of homelessness (primary and secondary) with no adjustments for undercounting. These are shown in Table 3.2.

Table 3.2: Number and proportion of Indigenous homeless people (simple Census definition), by ARIA+ region, 2001

	Major cities	Inner regional	Outer regional	Remote	Very remote	Total ^(a)
No. of homeless people	917	468	924	630	937	3,876
Total population ^(b)	125,091	83,004	94,602	35,025	71,864	410,002
Proportion of homeless people (per cent)	0.7	0.6	1.0	1.8	1.3	1.0

(a) Total includes ARIA+ region not specified.

(b) Census count, not estimated residential population.

Note: This table is based on Census data only and therefore provides a lower estimate of homeless people than the Chamberlain and MacKenzie method.

Source: ATSI 2003.

- Approximately 60% of homeless people live in major cities, inner regional areas and outer regional areas, and the remaining 40% live in remote and very remote areas (Table 3.2).
- As a proportion of the Indigenous population living in these areas, homeless people represented 1.8% of people living in remote areas and 1.3% of people living in very remote areas. In other areas, the proportion was 1.0% or less.

Service delivery approach

The Supported Accommodation Assistance Program provides temporary accommodation and support services, such as domestic violence counselling, employment assistance and living skills development to homeless people. It aims to help homeless people achieve self reliance and independence. The SAAP data can be used to provide an estimate of the number of Indigenous people using SAAP services on a given night (Table 3.3) or in a given year (Table 3.4). In addition to counting all people assisted through SAAP services, data are also collected on those who seek accommodation but whose request for accommodation could not be met. It should be noted however, that those using SAAP services are only a subset of homeless people as not all people experiencing homelessness will use SAAP services.

Table 3.3: Number and proportion of Indigenous SAAP clients, by sex, by state and territory, 7 August 2003

	NSW	Vic ^(a)	Qld	WA	SA	Tas	ACT	NT	Aust
No. of Indigenous SAAP clients									
Males	190	100	170	60	80	30	10	40	670
Females	450	260	310	260	240	60	20	120	1,700
Total	640	360	480	320	320	90	40	150	2,380
Proportion of Indigenous SAAP clients (per cent)									
Males	29.7	28.2	35.9	17.9	24.3	34.1	36.9	24.1	28.3
Females	70.3	71.8	64.1	82.1	75.7	65.9	63.1	75.9	71.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

(a) SAAP data for Victoria do not include the Transitional Housing Management program.

Notes

1. Numbers for each jurisdiction are rounded to the nearest 10. Numbers may not add to the total for Australia due to rounding and because a client may be counted in more than one jurisdiction.
2. Numbers are adjusted for agency non-participation and client non-consent.
3. Numbers excluded due to errors and omissions (weighted): 12.

Source: AIHW SAAP database.

- On the night of 7 August 2003 there was an estimated 2,380 Indigenous SAAP clients, with 670 males and 1,700 females.
- The number of Indigenous SAAP clients was highest in New South Wales (640), followed by Queensland (480) and Victoria (360).
- For Australia as a whole, 28% of Indigenous SAAP clients were male, whereas 72% were female.

- More females than males were assisted in all jurisdictions. The imbalance was greatest in Western Australia, where only 18% of clients were male and 82% were female.

The estimate of the number of Indigenous people assisted over the year is shown in Table 3.4.

Table 3.4: Number and proportion of Indigenous SAAP clients, by sex, by state and territory, 2003–04

	NSW	Vic ^(a)	Qld	WA	SA	Tas	ACT	NT	Aust
No. of Indigenous SAAP clients									
Males	1,400	500	1,300	450	350	150	100	400	4,400
Females	2,750	1,050	2,600	2,700	1,150	250	150	1,400	11,400
Total	4,150	1,500	3,900	3,150	1,500	400	200	1,800	15,800
Proportion of Indigenous SAAP clients (per cent)									
Males	33.6	31.5	33.5	14.3	24.0	37.9	32.6	22.0	27.8
Females	66.4	68.5	66.5	85.7	76.0	62.1	63.8	78.0	72.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

(a) SAAP data for Victoria do not include the Transitional Housing Management program.

Notes

1. Numbers rounded to the nearest 50. Numbers may not add to the total for Australia due to rounding and because a client may be counted in more than one jurisdiction.
2. Numbers are adjusted for agency non-participation and client non-consent.
3. Numbers excluded due to errors and omissions (weighted): 81.

Source: AIHW SAAP database.

- Over 2003–04, there were 15,800 Indigenous SAAP clients. More Indigenous females (11,400) than males (4,400) use SAAP services. Across Australia, 28% of Indigenous SAAP clients were male and 72% were female.
- While in most jurisdictions almost two thirds of Indigenous clients were females, the proportions were higher in Western Australia (86%), the Northern Territory (78%) and South Australia (76%).
- The highest number of Indigenous clients assisted over the year was in New South Wales (4,150), followed by Queensland (3,900) and the Northern Territory (1,800).

SAAP data are also available on whether accommodation was provided, but these data relate to support periods and not to clients (Table 3.5).

Table 3.5: SAAP support periods for Indigenous clients, by whether accommodated, by state and territory, 2003–04

	NSW	Vic ^(a)	Qld	WA	SA	Tas	ACT	NT	Aust
Number									
Accommodated support periods	3,950	800	4,650	4,550	900	300	250	2,050	17,400
Non-accommodated support periods	2,450	1,550	1,000	950	950	350	100	500	7,850
Total	6,400	2,350	5,650	5,500	1,800	650	350	2,550	25,250
Proportion (per cent)									
Accommodated support periods	61.7	34.0	82.3	82.7	50.0	46.2	71.4	80.4	68.9
Non-accommodated support periods	38.3	66.0	17.7	17.3	52.8	53.8	28.6	19.6	31.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

(a) SAAP data for Victoria do not include the Transitional Housing Management program.

Notes

1. Numbers excluded due to errors and omissions (weighted): 15,367.
2. Figures have been weighted to adjust for agency non-participation and client non-consent.
3. Numbers rounded to the nearest 100.

Source: AIHW SAAP database.

- More than two-thirds (69%) of support periods for Indigenous clients were accommodated support periods, with 31% being for non-accommodated support periods.
- The proportion of support periods that included accommodation varied between jurisdictions, from about 80% in Queensland, Western Australia and the Northern Territory to only 34% in Victoria.

The reasons for Indigenous people seeking SAAP assistance are shown in Table 3.6.

Table 3.6: SAAP support periods: main reason for seeking assistance among Indigenous clients, 2003–04, (per cent)

Main reason for seeking assistance	NSW	Vic ^(a)	Qld	WA	SA	Tas	ACT	NT	Aust
Domestic violence	18.3	25.5	20.5	35.4	35.9	12.9	15.1	45.3	27.0
Relationship/family breakdown ^(b)	17.6	16.2	23.4	20.7	18.9	22.2	23.5	9.5	18.9
Accommodation difficulties ^(c)	17.8	25.3	23.4	12.2	16.3	29.8	27.6	13.5	18.4
Financial difficulty	8.6	10.4	6.3	2.0	7.3	9.6	3.6	3.9	6.2
Sexual/physical/emotional abuse	2.0	3.3	3.6	11.3	4.6	8.4	5.1	11.4	5.9
Drug/alcohol/substance abuse	8.9	2.2	6.2	6.6	2.3	1.4	2.5	2.2	5.7
Recent arrival to area with no means of support	4.5	6.0	8.3	3.8	3.7	6.0	5.8	4.8	5.4
Itinerant	2.0	2.5	2.4	3.4	4.6	1.7	3.1	2.3	2.7
Recently left institution	1.4	1.3	1.7	0.8	1.6	0.9	3.8	1.7	1.4
Other ^(d)	19.0	7.4	4.2	3.9	5.0	7.0	10.0	5.3	8.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total no.^(e)	6,400	2,350	5,650	5,500	1,800	650	350	2,550	25,250

(a) SAAP data for Victoria do not include the Transitional Housing Management program.

(b) Time out from family/other situation; interpersonal conflict; relationship/family breakdown.

(c) Usual accommodation unavailable; eviction/ previous accommodation ended; emergency accommodation ended.

(d) Includes psychiatric illness, gambling and other.

(e) Rounded to the nearest 50.

Notes

1. Numbers excluded due to errors and omissions (weighted): 15,367.

2. Table excludes high-volume records because not all items were included on the high-volume form.

3. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: AIHW SAAP database.

- The main reasons for Indigenous clients seeking assistance were domestic violence (27%), relationship/family breakdown (19%) and accommodation difficulties (18%).
- The reasons for seeking assistance varied by jurisdiction. Accommodation difficulties were the main reason for Indigenous clients seeking assistance in the Australian Capital Territory and Tasmania.
- Domestic violence was a particularly common main reason for Indigenous clients to seek assistance in the Northern Territory (45%) and sexual/physical/emotional abuse was a common reason for seeking assistance in both the Northern Territory (11%) and Western Australia (11%).

The Demand for Accommodation Collection attempts to count unmet need for SAAP services in two separate weeks during the year. This collection counts those who were seeking accommodation but whose request for accommodation could not be met. The

identification of Indigenous clients in this data collection is less complete than in the main SAAP data collection, with around 15% of clients with unknown Indigenous status.

Table 3.7: Estimated number of Indigenous people and accompanying children with valid unmet requests for SAAP accommodation within 24 hours: by sex and state and territory, 9–15 December 2002 and 7–13 May 2003 (average number per day)

	NSW	Vic ^(a)	Qld	WA	SA	Tas	ACT	NT	Aust
Males	3.9	1.8	6.5	5.6	3.9	0.1	0.6	0.9	23.2
Females	6.7	1.6	9.0	7.8	5.2	—	0.6	1.9	32.9
Total	10.6	3.4	15.5	13.3	9.1	0.1	1.2	2.7	56.1

(a) SAAP data for Victoria do not include the Transitional Housing Management program.

Notes

1. Adjustments have been made for missing data (see AIHW 2004b).
2. People may make more than one request for accommodation in a day. Data are based on the first valid unmet request for accommodation made by the person or group (see AIHW 2004b).
3. Only data from agencies that participated in both the Client Collection and the Demand for Accommodation Collection are included. Consequently, the figures understate the level of activity in SAAP agencies.
4. Figures are unweighted.
5. Numbers were calculated from percentages and therefore may have some rounding error.

Source: AIHW 2004b.

- In addition to those clients who were provided with assistance, in December 2002 and May 2003 there was an average of 56 Indigenous people per day with valid unmet requests for accommodation. It is difficult to extrapolate these unmet demand figures to annual figures because of seasonal factors and because people can have several unmet requests in a year.
- In Queensland there was an average of 16 Indigenous people per day with valid unmet requests for assistance, followed by Western Australia (13) and New South Wales (11).

3.5 Indigenous and non-Indigenous comparison

The rate of homeless people per 1,000 population is shown in Table 3.8.

Table 3.8: Estimated rate of Indigenous and non-Indigenous homeless people per 1,000 population on Census night, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Indigenous									
No conventional accommodation	1.8	2.4	4.2	7.1	6.7	1.0	1.4	23.2	6.2
SAAP ^(a)	3.1	10.0	3.4	3.4	6.6	1.6	7.7	1.8	3.7
Friends/relatives	4.2	4.9	3.5	4.0	7.1	5.6	4.4	1.5	3.9
Boarding house	1.9	4.4	5.4	2.5	2.2	1.0	1.6	7.9	3.8
Total homeless	11.0	21.7	16.4	17.0	22.6	9.2	15.1	34.4	17.6
Non-Indigenous									
No conventional accommodation	0.4	0.4	1.0	1.0	0.5	0.5	0.2	6.7	0.6
SAAP ^(a)	0.5	1.0	0.5	0.4	0.6	0.6	0.9	1.0	0.7
Friends/relatives	1.9	1.7	3.7	3.7	2.8	3.4	2.5	15.2	2.6
Boarding house	1.2	1.1	1.4	0.9	1.0	0.6	0.2	3.7	1.2
Total homeless	4.0	4.2	6.6	6.0	4.8	5.0	3.8	26.6	5.0
Rate ratio^(b)									
No conventional accommodation	4.3	6.1	4.2	6.9	13.2	2.0	6.5	3.5	9.9
SAAP ^(a)	5.9	9.7	6.6	8.3	10.9	2.7	8.9	1.8	5.6
Friends/relatives	2.2	2.9	0.9	1.1	2.6	1.6	1.7	0.1	1.5
Boarding house	1.6	4.0	3.9	2.7	2.3	1.9	8.8	2.1	3.3
Total homeless	2.7	5.1	2.5	2.8	4.7	1.8	4.0	1.3	3.5

(a) Includes only those SAAP clients who were accommodated on Census night.

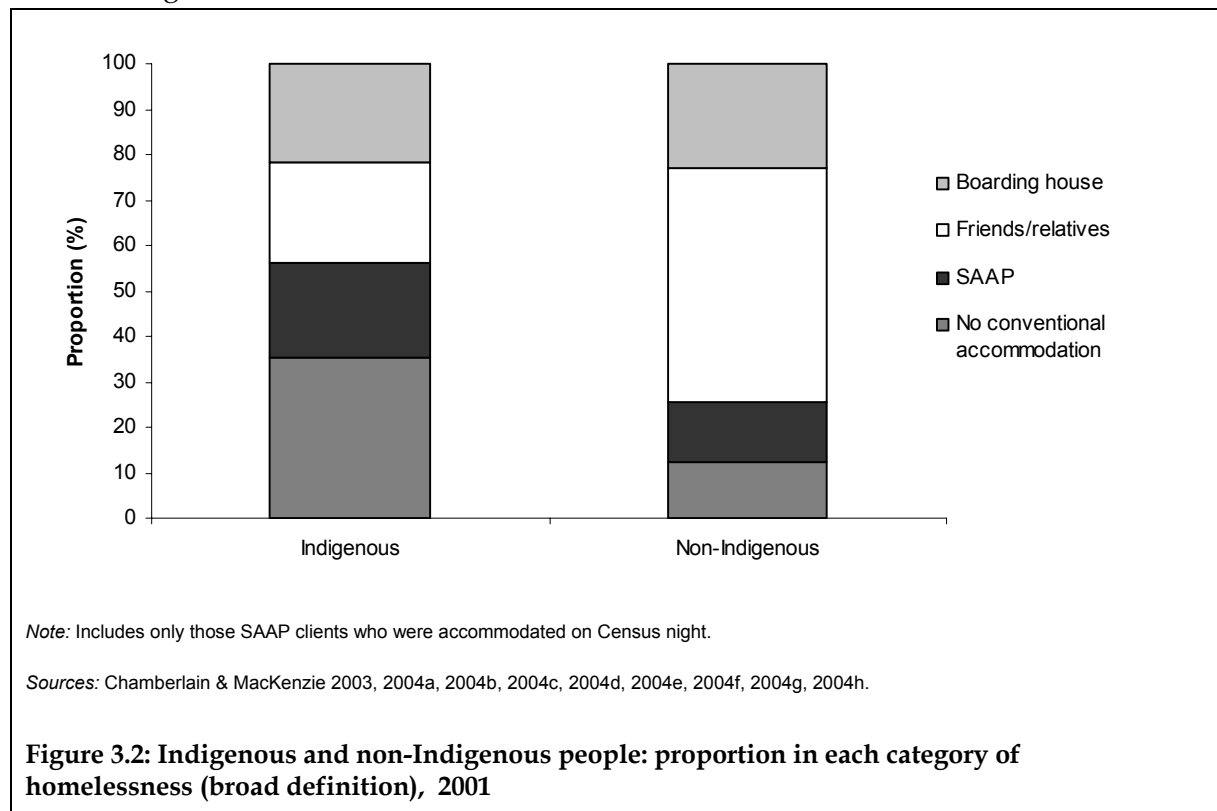
(b) Ratio of the rate of Indigenous:non-Indigenous homeless people per 1,000 population.

Note: SAAP data for Victoria do not include the Transitional Housing Management program.

Sources: Chamberlain & MacKenzie 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h.

- For all jurisdictions, there was a higher rate of homelessness in the Indigenous population compared to the non-Indigenous population (Table 3.8).
- The difference between Indigenous and non-Indigenous rates was most prominent in Victoria and South Australia where the rate of Indigenous homelessness was 5.1 and 4.7 times the rate in the non-Indigenous population, respectively.

The proportion of Indigenous and non-Indigenous people by category of homelessness is shown in Figure 3.2.



- The proportion of Indigenous and non-Indigenous people in the different categories of homelessness were different (Figure 3.2).
- The highest proportion of Indigenous people who were homeless were those with no conventional accommodation (35% for Indigenous compared with 13% for non-Indigenous), while for non-Indigenous people the highest proportion was for those staying with friends or relatives (51% for non-Indigenous compared with 22% for Indigenous).
- A higher proportion of Indigenous people were using SAAP services compared to non-Indigenous people (21% compared with 13%).

There were also differences between Indigenous and non-Indigenous categories of homelessness across jurisdictions (Table 3.9).

Table 3.9: Proportion (per cent) of homeless people, by category of homelessness, by Indigenous status, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Indigenous									
No conventional accommodation	16	11	25	42	30	11	9	67	35
SAAP ^(a)	28	46	21	20	29	18	51	5	21
Friends/relatives	38	23	21	24	31	60	29	4	22
Boarding house	17	20	33	15	10	11	11	23	22
Total	100	100	100	100	100	100	100	100	100
Non-Indigenous									
No conventional accommodation	10	9	15	17	11	10	6	25	13
SAAP ^(a)	13	24	8	7	13	12	23	4	13
Friends/relatives	46	40	56	61	57	67	67	57	51
Boarding house	30	26	21	15	20	11	5	14	23
Total	100	100	100	100	100	100	100	100	100

(a) Includes only those SAAP clients who were accommodated on Census night.

Notes

1. SAAP data for Victoria do not include the Transitional Housing Management program.
2. Numbers may not add up to totals due to rounding errors.

Sources: Chamberlain & MacKenzie 2003, 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h.

- In both Victoria and the Australian Capital Territory there was a higher proportion of Indigenous people using SAAP services compared with non-Indigenous people (Table 3.9).
- A high proportion of Indigenous homeless people in the Northern Territory had no conventional accommodation (67%), whereas a significant proportion of non-Indigenous homeless people stayed with friends or relatives (57%).

Indigenous clients were over-represented in the SAAP system.

Table 3.10: Number of SAAP clients and rate per 1,000 population, by Indigenous status and state and territory, 2003–04

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. of SAAP clients									
Indigenous	4,150	1,500	3,900	3,150	1,500	400	200	1,800	15,800
Non-Indigenous	19,900	32,400	13,400	5,050	7,800	3,900	1,400	1,350	80,900
Rate per 1,000 of the population									
Indigenous	29.6	51.1	29.4	45.6	56.0	22.3	48.1	30.5	32.9
Non-Indigenous	3.0	6.6	3.6	2.7	5.2	8.5	4.3	9.6	4.1
Rate ratio^(a)									
Indigenous: non-Indigenous	9.8	7.8	8.1	17.2	10.8	2.6	11.1	3.2	8.0

(a) Ratio of the rate of Indigenous:non-Indigenous SAAP clients per 1,000 population.

Notes

1. Numbers rounded to the nearest 50. Numbers may not add to the total for Australia due to rounding and because a client may be counted in more than one jurisdiction.
2. SAAP data for Victoria do not include the Transitional Housing Management program.
3. Numbers are adjusted for agency non-participation and client non-consent.
4. Numbers excluded due to errors and omissions (weighted): 545.

Source: AIHW SAAP database.

- In 2003–04, the rate of Indigenous clients using SAAP services was 8 times that of non-Indigenous clients.
- The highest rate ratio of Indigenous to non-Indigenous use of SAAP services was in Western Australia (17), followed by the Australian Capital Territory (11) and South Australia (11).

3.6 Data development issues and gaps

There are a number of ways to estimate homelessness but the method described by Chamberlain and MacKenzie (2003) is the most widely used for counting homeless people on Census night. However, this method is likely to underestimate the number of homeless because of difficulties in locating some homeless people such as those sleeping rough or in improvised dwellings. In addition, the Chamberlain and MacKenzie method does not include people living in caravans parks among the homeless, even though this form of housing is considered to be below community standards.

The estimates of homelessness by Chamberlain and MacKenzie provide a ‘snapshot’ of the count of homeless people on Census night. However, this measure does not capture the population at risk of homelessness. The SAAP data collection on the other hand, captures information on both those who are currently homeless and those at risk of homelessness. It also provides a profile of clients using the services, the reasons for using the services and the extent of unmet need. The SAAP data collection therefore, is a very important source of information to understand pathways to homelessness in order to provide better interventions and service delivery responses to homeless people.

The SAAP National Data Collection is currently being redeveloped to improve the information collected. Some of the enhancements to the collection include a strengthening of data definitions for support periods and a revised statistical linkage key which will enable more robust longitudinal analysis and linkages to other community services programs. In addition, more work is being done to assess the full extent of unmet demand for SAAP services.

4. Overcrowding

4.1 Definition

A higher proportion of Indigenous Australians live in overcrowded conditions than other Australians. Overcrowding can put stress on facilities inside the home and lead to the spread of infectious diseases such as meningitis, tuberculosis, rheumatic fever and respiratory diseases.

Overcrowding can be a subjective measure, influenced by cultural norms. Indigenous people may have different views about what constitutes overcrowding, especially in remote areas; for a number of Indigenous people, living in large family groupings may be culturally acceptable or non-problematic (Keys Young 1998). Nevertheless, overcrowding can result in severe health and non-health problems (Waters 2001). People's capacity to make a choice about their housing situation can be constrained by low expectations and lack of choices (Keys Young 1998).

The cultural suitability of measures of overcrowding could be examined further through surveys asking Indigenous people their views on overcrowding and housing preferences; however, the Proxy Occupancy Standard and the Canadian National Occupancy Standard have been used here as they are well recognised standards to assess overcrowding.

4.2 Ways to estimate overcrowding

The Canadian National Occupancy Standard is the one mostly used in Australia. It specifies the number of bedrooms required in a dwelling based on the number, age, sex and relationships of household members. Households that require one more bedroom to meet the standard are considered to experience 'a moderate degree of overcrowding', whereas households requiring two or more bedrooms are said to experience a 'high degree of overcrowding'. The Canadian National Occupancy Standard states that:

- no more than two people shall share a bedroom
- parents or couples may share a bedroom
- children under 5 years, either of the same sex or opposite sex may share a bedroom
- children under 18 years of the same sex may share a bedroom
- a child aged 5 to 17 years should not share a bedroom with a child under 5 of the opposite sex
- single adults 18 years and over and any unpaired children require a separate bedroom.

More recently, the Proxy Occupancy Standard has been used to assess the extent of overcrowding in Australian CSHA data collections for SOMIH, public housing and community housing. Households that would require two or more bedrooms to meet the Proxy Occupancy Standard are considered overcrowded (Table 4.1).

Table 4.1: The Proxy Occupancy Standard

Household group	Dwelling size required
Single adult only	1 bedroom
Single adult (group)	1 bedroom (per adult)
Couple with no children	2 bedrooms
Sole parent or couple with 1 child	2 bedrooms
Sole parent or couple with 2 or 3 children	3 bedrooms
Sole parent or couple with 4+ children	4 bedrooms

The Proxy Occupancy Standard does not require information on the age and sex of children and is therefore easier to collect. However, it only allows for children to share bedrooms in some cases, which may lead to an overestimation of overcrowding. For example, a sole parent or couple with two or three children require three bedrooms, therefore if there are only two children they must have separate bedrooms, but if there are three children, two can share a room. Another disadvantage of the Proxy Occupancy Standard is that it does not adequately specify needs for large or multifamily households. It specifies that a sole parent or couple with four or more children require only four bedrooms, regardless of how many extra children there are. This would lead to an underestimation of overcrowding. As the 2002 NATSISS estimated that 14% of Indigenous households had six or more people, this is particularly important for Indigenous households.

Therefore, Census data have been analysed using both standards to provide a comparison. However, because the Proxy Occupancy Standard has been endorsed by SCIH, this standard has been used for the majority of the data provided.

4.3 Data sources

The Census collects data on both households and number of bedrooms so that the number of overcrowded households can be estimated.

The following CSHA data collections are also used to derive measures of overcrowding based on the Proxy Occupancy Standard:

- public rental housing
- SOMIH.

The NATSISS also collects information on household type and number of bedrooms; however, this information can only be used to assess overcrowding using the Canadian Occupancy Standard.

4.4 Estimate of overcrowding

The number and proportion of overcrowded households by tenure type and by state and territory is shown in Table 4.2. The data are based on the Canadian National Occupancy Standard and consider households which require one or more bedrooms to be overcrowded.

Table 4.2: Number and proportion of overcrowded Indigenous households, using the Canadian National Occupancy Standard, by tenure, by state and territory, 2001

	NSW & ACT	Vic	Qld	WA	SA	Tas	NT	Aust ^(a)
No. of overcrowded Indigenous households								
Home owner/ purchaser	1,290	339	901	390	204	175	192	3,491
Renter mainstream public housing/SOMIH	1,335	275	1,108	989	372	118	317	4,514
Renter Indigenous/ mainstream community housing	563	47	1,624	1,041	297	7	2,835	6,414
Private renter	1,836	386	1,922	386	157	131	187	5,005
Other	424	89	565	284	111	32	345	1,850
Total	5,448	1,136	6,120	3,090	1,141	463	3,876	21,274
Total no. of Indigenous households^(b)								
Home owner/ purchaser	17,407	4,665	11,259	4,812	2,627	3,835	1,619	46,224
Renter mainstream public housing/SOMIH	10,795	2,232	6,084	4,829	2,629	1,218	1,605	29,395
Renter Indigenous/ mainstream community housing	3,075	351	4,506	2,118	779	53	4,499	15,381
Private renter	14,495	3,253	13,546	3,446	1,758	1,678	1,065	39,244
Other	4,189	1,035	4,080	2,088	800	455	1,864	14,511
Total	49,961	11,536	39,475	17,293	8,593	7,239	10,652	144,755
Proportion of overcrowded households (per cent)								
Home owner/ purchaser	7.4	7.3	8.0	8.1	7.8	4.6	11.9	7.6
Renter mainstream public housing/SOMIH	12.4	12.3	18.2	20.5	14.1	9.7	19.8	15.4
Renter Indigenous/ mainstream community housing	18.3	13.4	36.0	49.2	38.1	13.2	63.0	41.7
Private renter	12.7	11.9	14.2	11.2	8.9	7.8	17.6	12.8
Other	10.1	8.6	13.8	13.6	13.9	7.0	18.5	12.7
Total	10.9	9.8	15.5	17.9	13.3	6.4	36.4	14.7

(a) Includes not stated state/territory.

(b) Refers to the total number of households for which household groups and dwelling details were known.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH.
2. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing.
3. 'Private renter' includes those renting privately with landlord not in same household and those renting from a real estate agent.
4. 'Other' includes households renting from relatives, employers, caravan park owners/managers and other landlords not elsewhere classified as well as those living rent-free and those in rent-buy schemes.
5. Households are considered overcrowded if one or more additional bedroom is required to satisfy the Canadian National Occupancy Standard.

Source: ABS Census 2001, customised tables.

- Analysis of overcrowding according to the Canadian National Occupancy Standard using the 2001 Census showed that 21,274 (15%) of Indigenous households were overcrowded (requiring one or more bedroom to meet the standard).
- Queensland (6,120) had the highest number of overcrowded Indigenous households, followed by New South Wales and the Australian Capital Territory combined (5,448).
- The highest number and proportion of overcrowded Indigenous households was in Indigenous/mainstream community housing in the Northern Territory (2,835 or 63%).
- The highest proportion of overcrowded Indigenous households was in the Northern Territory (36%), followed by Western Australia (18%).
- In all jurisdictions, the proportion of overcrowding was highest in Indigenous/mainstream community housing.

Table 4.3 shows the extent of overcrowding if the Canadian National Occupancy Standard is used, but only households requiring two or more bedrooms are considered overcrowded. Households requiring two or more bedrooms to meet the standard are said to experience a 'high degree of overcrowding'.

Table 4.3: Number and proportion of overcrowded Indigenous households, using the Canadian National Occupancy Standard, by tenure, by state and territory, 2001

	NSW & ACT	Vic	Qld	WA	SA	Tas	NT	Aust ^(a)
No. of overcrowded Indigenous households								
Home owner/ purchaser	273	57	223	107	36	23	68	787
Renter mainstream public housing/SOMIH	298	71	344	325	100	20	139	1,297
Renter Indigenous/ mainstream community housing	210	15	866	633	187	—	2,041	3,952
Private renter	354	80	432	97	29	18	52	1,062
Other	137	34	239	142	35	9	224	820
Total	1,272	257	2,104	1,304	387	70	2,524	7,918
Total no. of Indigenous households^(b)								
Home owner/ purchaser	17,407	4,665	11,259	4,812	2,627	3,835	1,619	46,224
Renter mainstream public housing/SOMIH	10,795	2,232	6,084	4,829	2,629	1,218	1,605	29,395
Renter Indigenous/ mainstream community housing	3,075	351	4,506	2,118	779	53	4,499	15,381
Private renter	14,495	3,253	13,546	3,446	1,758	1,678	1,065	39,244
Other	4,189	1,035	4,080	2,088	800	455	1,864	14,511
Total	49,961	11,536	39,475	17,293	8,593	7,239	10,652	144,755
Proportion of overcrowded households (per cent)								
Home owner/ purchaser	1.6	1.2	2.0	2.2	1.4	0.6	4.2	1.7
Renter mainstream public housing/SOMIH	2.8	3.2	5.7	6.7	3.8	1.6	8.7	4.4
Renter Indigenous/ mainstream community housing	6.8	4.3	19.2	29.9	24.0	—	45.4	25.7
Private renter	2.4	2.5	3.2	2.8	1.6	1.1	4.9	2.7
Other	3.3	3.3	5.9	6.8	4.4	2.0	12.0	5.7
Total	2.5	2.2	5.3	7.5	4.5	1.0	23.7	5.5

(a) Includes not stated state/territory.

(b) Refers to the total number of households for which household groups and dwelling details were known.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH.
2. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing.
3. 'Private renter' includes those renting privately with landlord not in same household and those renting from a real estate agent.
4. 'Other' includes households renting from relatives, employers, caravan park owners/managers and other landlords not elsewhere classified as well as those living rent-free and those in rent-buy schemes.
5. Households are considered overcrowded if two or more additional bedrooms are required to satisfy the Canadian National Occupancy Standard.

Source: ABS Census 2001, customised tables.

- According to the Canadian National Occupancy Standard where only households requiring two or more bedrooms are considered overcrowded, 7,918 or 6% of Indigenous households experienced a high degree of overcrowding in 2001 (Table 4.3).
- The Northern Territory (2,524) and Queensland (2,104), had the highest numbers of overcrowded Indigenous households, followed by Western Australia (1,304) and New South Wales and the Australian Capital Territory combined (1,272). Together these five jurisdictions accounted for 91% of the overcrowded Indigenous households in Australia.
- The Northern Territory had the highest proportion of overcrowded Indigenous households (24%). In the remaining jurisdictions less than 8% of the Indigenous households were overcrowded.
- The highest number and proportion of overcrowded Indigenous households was in Indigenous/mainstream community housing in the Northern Territory (2,041 or 45%), Western Australia (633 or 30%) and Queensland (866 or 19%).
- In all jurisdictions except Tasmania, the proportion of overcrowding was highest in Indigenous/mainstream community housing. In Tasmania, the proportion of overcrowding was highest in other rental households.

The numbers and proportions of overcrowded Indigenous households based on the 2001 Census data using the Proxy Occupancy Standard are different to those estimated using the Canadian National Occupancy Standard. The number of Indigenous households requiring two or more bedrooms according to Proxy Occupancy Standard is shown in Table 4.4.

Table 4.4: Number and proportion of overcrowded Indigenous households, using the Proxy Occupancy Standard, by tenure, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
No. of overcrowded Indigenous households									
Home owner/ purchaser	810	190	580	250	110	100	20	110	2,160
Renter mainstream public housing/SOMIH	660	160	690	630	210	50	30	240	2,660
Renter Indigenous/ mainstream community housing	380	30	1,260	870	240	—	—	2,530	5,320
Private and other renter	890	180	1,110	270	110	60	20	190	2,840
Total	2,810	580	3,740	2,110	690	220	60	3,160	13,380
Total no. of Indigenous households^(b)									
Home owner/ purchaser	16,730	4,640	11,220	4,790	2,610	3,830	620	1,610	46,070
Renter mainstream public housing/SOMIH	10,370	2,230	6,070	4,830	2,620	1,220	400	1,630	29,370
Renter Indigenous/ mainstream community housing	3,050	350	4,540	2,220	780	60	20	4,590	15,640
Private and other renter	16,160	3,750	15,760	4,470	2,210	1,920	500	1,670	46,430
Total	47,310	11,240	38,340	16,640	8,370	7,160	1,560	9,750	140,440
Proportion of overcrowded households (per cent)									
Home owner/ purchaser	4.8	4.0	5.2	5.2	4.1	2.5	2.6	7.0	4.7
Renter mainstream public housing/SOMIH	6.4	7.0	11.3	13.1	7.9	4.4	6.2	14.5	9.1
Renter Indigenous/ mainstream community housing	12.5	8.5	27.7	39.4	31.2	—	—	55.2	34.0
Private and other renter	5.5	4.9	7.1	6.1	4.8	3.3	3.4	11.6	6.1
Total	5.9	5.1	9.8	12.6	8.2	3.1	4.0	32.4	9.5

(a) Includes not stated state/territory.

(b) Refers to the total number of households for which household groups and dwelling details were known.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH.
2. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing.
3. 'Private and other renter' includes those renting privately with landlord not in same household and those renting from a real estate agent, relatives, employers, caravan park owners/managers and other landlords not elsewhere classified.
4. 'Total' includes households living rent-free, those in rent-buy schemes and those with tenure type not stated.
5. Households are considered overcrowded if two or more additional bedrooms are required to satisfy the Proxy Occupancy Standard.
6. Numbers are rounded to the nearest ten.

Source: ABS Census 2001, customised tables.

- When the 2001 Census is analysed according to the Proxy Occupancy Standard and households requiring two or more bedrooms are considered overcrowded, there were 13,380 (10%) overcrowded Indigenous households in Australia.
- Queensland (3,740) had the highest number of overcrowded Indigenous households, followed by the Northern Territory (3,160) and New South Wales (2,810).
- Overcrowding was highest for renters of Indigenous/mainstream community housing with 5,340 (34%) households considered overcrowded across Australia.

When the 2001 Census data are analysed according to the Proxy Occupancy Standard, there were 13,380 (10%) Indigenous households requiring two or more additional bedrooms to meet the standard. This proportion of overcrowding is lower than those obtained using the Canadian National Occupancy Standard where households requiring one or more bedroom are considered overcrowded (21,274 or 15%).

A large number of people are affected by overcrowding. The number and proportion of Indigenous people living in overcrowded households, based on Census data using the Proxy Occupancy Standard, is shown in Table 4.5.

Table 4.5: Number and proportion of Indigenous people living in overcrowded households, using the Proxy Occupancy Standard, by tenure, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
No. of Indigenous people in overcrowded households									
Home owner/ purchaser	2,780	540	2,150	1,250	360	340	50	630	8,110
Renter mainstream public housing/SOMIH	3,010	680	3,930	3,710	1,160	210	120	1,680	14,500
Renter Indigenous/ mainstream community housing	2,500	130	9,260	6,780	2,110	20	10	23,210	44,040
Private and other renter	3,220	480	4,610	1,260	450	220	60	1,040	11,330
Total	11,790	1,910	20,610	13,540	4,190	800	250	27,230	80,370
Total no. of Indigenous people^(b)									
Home owner/ purchaser	35,050	8,830	23,770	11,160	5,230	8,000	1,240	3,990	97,280
Renter mainstream public housing/SOMIH	26,770	5,570	18,830	16,040	6,940	2,620	950	5,350	83,070
Renter Indigenous/ mainstream community housing	10,460	950	19,920	11,230	3,690	140	60	30,280	76,860
Private and other renter	32,990	6,510	34,600	10,190	4,320	3,760	870	4,050	97,330
Total	107,480	22,380	99,110	49,750	20,510	14,790	3,180	44,770	362,170
Proportion of people in overcrowded households (per cent)									
Home owner/ purchaser	7.9	6.1	9.1	11.2	6.9	4.2	4.3	15.7	8.3
Renter mainstream public housing/SOMIH	11.2	12.1	20.9	23.1	16.6	8.1	13.0	31.5	17.5
Renter Indigenous/ mainstream community housing	23.9	13.8	46.5	60.4	57.3	10.6	9.8	76.6	57.3
Private and other renter	9.8	7.3	13.3	12.4	10.3	5.7	6.4	25.6	11.6
Total	11.0	8.5	20.8	27.2	20.4	5.4	7.9	60.8	22.2

(a) Includes not stated state/territory.

(b) Refers to the total number of Indigenous people living in households for which household groups and dwelling details were known.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH.
2. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing.
3. 'Private and other renter' includes those renting privately with landlord not in same household and those renting from a real estate agent, relatives, employers, caravan park owners/managers and other landlords not elsewhere classified.
4. 'Total' includes households living rent-free, those in rent-buy schemes and those with tenure type not stated.
5. Households are considered overcrowded if two or more additional bedrooms are required to satisfy the Proxy Occupancy Standard.
6. Numbers are rounded to the nearest ten.
7. Data relates to the number of Indigenous people, not to the number of people living in Indigenous households.

Source: ABS Census 2001, customised tables.

- Across Australia, 80,370 or 22% of Indigenous people were living in overcrowded households.
- In the Northern Territory, 61% of Indigenous people were living in overcrowded households, followed by Western Australia (27%).
- Renters of Indigenous/mainstream community housing were most likely to be overcrowded (57%), followed by renters of mainstream public housing/SOMIH (18%).

The proportion of overcrowded households in public housing and SOMIH is shown in Table 4.6.

Table 4.6: Number and proportion of overcrowded households in State Owned and Managed Indigenous Housing (SOMIH) and public housing, using the Proxy occupancy Standard, by state and territory, 30 June 2003

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. of overcrowded households									
Public housing ^(a)	688	502	596	103	132	74	21	59	2,175
SOMIH	39	21 ^(b)	178	21	22	1	..	..	282
Total no. of households^(c)									
Public housing ^(a)	107,714	55,617	48,579	29,857	44,695	11,359	8,985	5,001	311,807
SOMIH	3,176	1,041 ^(b)	2,642	2,079	1,548	299	..	..	10,785
Proportion of overcrowded households (per cent)									
Public housing ^(a)	0.6	0.9	1.2	0.3	0.3	0.7	0.2	1.2	0.7
SOMIH	1.2	2.0 ^(b)	6.7	1.0	1.4	0.3	..	..	2.6

(a) Public housing data is for all public households (not specifically Indigenous households).

(b) In Victoria, there are a very small number of properties managed by the Aboriginal Housing Board of Victoria (AHBV) that are not owned by the Office of Housing, but for practical purposes are reported under SOMIH with other AHBV properties.

(c) Refers to the total number of households for which household groups and dwelling details were known.

Note: Overcrowding was measured according to the Proxy Occupancy Standard.

Source: AIHW CSHA national data collection.

- There were 2,175 overcrowded households in public housing in Australia at 30 June 2003 (Table 4.6).
- The proportion of overcrowded public households ranged from 0.2% in the Australian Capital Territory to 1.2% in Queensland and the Northern Territory.
- There were 282 overcrowded SOMIH households at 30 June 2003. The largest number of overcrowded households was in Queensland (178) followed by New South Wales (39).
- The proportion of overcrowded SOMIH households ranged from 0.3% in Tasmania to 7% in Queensland.

4.5 Indigenous and non-Indigenous comparison

Information on overcrowding is presented by tenure type for Indigenous and other Australian households according to the Proxy Occupancy Standard (Tables 4.7 and 4.8).

Table 4.7: Number and proportion of overcrowded households, using the Proxy Occupancy Standard, by Indigenous status, by state and territory, by tenure type, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
No. of overcrowded households									
Indigenous									
Home owner/purchaser	810	190	580	250	110	100	20	110	2,160
Renter mainstream public housing/SOMIH	660	160	690	630	210	50	30	240	2,660
Renter Indigenous/mainstream community housing	380	30	1,260	870	240	—	—	2,530	5,320
Private and other renter	890	180	1,110	270	110	60	20	190	2,840
Total	2,810	580	3,740	2,110	690	220	60	3,160	13,380
Other^(b)									
Home owner/purchaser	26,690	20,130	8,200	3,620	4,160	1,050	560	470	64,900
Renter mainstream public housing/SOMIH	2,860	1,640	730	280	470	130	170	70	6,360
Renter Indigenous/mainstream community housing	240	100	80	20	40	10	—	10	480
Private and other renter	15,810	6,790	5,070	1,420	1,060	330	170	260	30,900
Total	46,910	29,630	14,450	5,520	5,880	1,540	910	840	105,700
Proportion of overcrowded households (per cent)									
Indigenous									
Home owner/purchaser	4.8	4.0	5.2	5.2	4.1	2.5	2.6	7.0	4.7
Renter mainstream public housing/SOMIH	6.4	7.0	11.3	13.1	7.9	4.4	6.2	14.5	9.1
Renter Indigenous/mainstream community housing	12.5	8.5	27.7	39.4	31.2	—	—	55.2	34.0
Private and other renter	5.5	4.9	7.1	6.1	4.8	3.3	4.0	11.6	6.1
Total	5.9	5.1	9.8	12.6	8.2	3.1	4.1	32.4	9.5

(continued)

Table 4.7 (continued): Number and proportion of overcrowded households, using the Proxy Occupancy Standard, by Indigenous status, by state and territory, by tenure type, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
Proportion of overcrowded households (per cent)									
Other^(b)									
Home owner/purchaser	1.8	1.7	1.0	0.8	1.1	0.9	0.7	2.1	1.4
Renter mainstream public housing/SOMIH	2.8	3.2	1.8	1.2	1.1	1.3	1.8	2.0	2.2
Renter Indigenous/mainstream community housing	2.6	1.6	1.5	0.7	0.9	0.7	—	1.6	1.7
Private and other renter	3.1	2.1	1.5	1.0	1.1	1.1	0.8	1.6	2.1
Total	2.2	1.8	1.2	0.9	1.1	0.9	0.8	1.9	1.6

(a) Total for Australia includes not stated state/territory.

(b) Includes not stated Indigenous status.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH.
2. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing.
3. 'Private and other renter' includes those renting privately with landlord not in same household and those renting from a real estate agent, relatives, employers, caravan park owners/managers and other landlords not elsewhere classified.
4. 'Total' includes households living rent-free, those in rent-buy schemes and those with tenure type not stated.
5. Based on the Proxy Occupancy Standard.

Source: ABS Census 2001, customised tables.

- The proportion of overcrowded Indigenous households was higher in all jurisdictions and for all tenure types than the proportion of other households.
- The disparity was particularly evident in Indigenous/mainstream community rental housing (34% Indigenous compared with 2% other) and mainstream public housing/SOMIH (9% Indigenous compared with 2% other).

Table 4.8: Rate of overcrowding per 10,000 households, using the Proxy Occupancy Standard, by Indigenous status, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
Indigenous	594	515	976	1,265	824	313	410	3,242	953
Other ^(b)	217	181	118	87	106	92	84	193	162
Rate ratio^(c)	2.7	2.8	8.2	14.6	7.8	3.4	4.9	16.8	5.9

(a) Includes not stated state/territory.

(b) Includes not stated Indigenous status.

(c) Indigenous:other rate ratio.

Note: Based on the Proxy Occupancy Standard.

Source: ABS 2001 Census.

- Across Australia, the rate ratio of overcrowded Indigenous to other households was six. This ratio was highest in the Northern Territory (17), followed by Western Australia (15) and South Australia (8).

The proportion and rate ratios of Indigenous and other Australians living in overcrowded households is shown in Table 4.9.

Table 4.9: Proportion of people living in overcrowded households, using the Proxy Occupancy Standard, by Indigenous status^(a), by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(b)
Indigenous (per cent)	11.0	8.5	20.8	27.2	20.4	5.4	7.9	60.8	22.2
Other ^(c) (per cent)	4.5	3.8	2.5	1.9	2.4	2.1	1.8	3.8	3.5
Rate ratio^(d)	2.4	2.2	8.2	14.7	8.5	2.6	4.3	16.2	6.4

(a) Data relates to a person's Indigenous status, not to whether they live in an Indigenous household.

(b) Includes not stated state/territory.

(c) Includes not stated Indigenous status.

(d) Ratio of the proportion of Indigenous: other Australians living in overcrowded households.

Note: Based on the Proxy Occupancy Standard.

Source: ABS 2001 Census.

- Throughout Australia a higher proportion of Indigenous people lived in overcrowded households (22%) compared to other Australians (4%).
- The highest rate ratio was in the Northern Territory (16), followed by Western Australia (15), South Australia (9) and Queensland (8).

4.6 Data development issues and gaps

The estimate of overcrowding varies considerably depending on which standard is used. While the Proxy Occupancy Standard is used in housing assistance programs, it needs to be considered whether this is the most appropriate standard to assess overcrowding in Indigenous households because it does not specify needs for large households.

The Census is a good source of data on overcrowding for all tenure types by jurisdiction but the data are only available every five years. Administrative data collections are better sources of information on overcrowding in social housing – public housing, community housing, SOMIH and ICH. Data on overcrowding are currently collectable for public and SOMIH annually but overcrowding is much less of an issue for this sector.

The proportion of overcrowded households using the Proxy Occupancy Standard is an indicator in the NRF, and ICH is the sector with the highest proportion of overcrowded households. The NRF data collection for ICH includes data on household composition and number of bedrooms for each dwelling, but most jurisdictions do not collect this information. The data may therefore only become available in the longer term. The average number of people per ICH dwelling is collected as an interim measure. Concerted effort, however, is needed to collect this information accurately using administrative data in order to address housing needs related to overcrowding.

5. Affordability

5.1 Definition

'Housing affordability' refers to the capacity of households to meet housing costs while maintaining the ability to meet other basic costs of living (AHURI 2004). Affordable housing conveys the notion of reasonable housing costs in relation to income. The reason for many forms of housing assistance, such as public housing and Commonwealth Rent Assistance CRA, is to improve housing affordability for those receiving the assistance.

5.2 Ways to estimate affordability

There are many different ways that affordability can be measured, but the most common is known as the ratio approach where the housing costs of households are expressed as a percentage of incomes. The advantage of this approach is that it is straightforward and easy to measure if data on housing costs and income are available.

In 2003 HMAc endorsed this type of approach for estimating affordability need for Indigenous households. The endorsed approach was the '25/40 ratio' where households in the bottom 40% of incomes who were paying more than 25% of household income in rent or mortgage payments were regarded as being in affordability need. In the mainstream housing area, affordability need is generally assessed using a 30/40 ratio.

The main problem with these ratio approaches to measuring affordability is that they do not take into account the affordability need of larger households. For example, some large households may have incomes that are higher than the bottom 40% of incomes but still have difficulties meeting housing and other costs of living. The equivalised income methodology is used to address this issue. This methodology takes into account the size and composition of the households.

5.3 Data sources

The 2001 Census and the NATSISS included questions on income and amount paid for housing costs, and therefore can be used to estimate affordability.

The CSHA administrative data collections on public housing and SOMIH include data on assessable income and rent paid. Data on the number of households paying more than 25% of their assessable incomes in rent can be obtained from these data collections.

5.4 Estimate of affordability

Table 5.1: Number and proportion of low income^(a) Indigenous households in affordability need^(b), by tenure, by state and territory, 2001

	NSW & ACT	Vic	Qld	WA	SA	Tas	NT	Aust
No. of affordability need Indigenous households								
Home owner/purchaser	1,830	473	1,209	655	306	404	164	5,041
Renter mainstream public housing/SOMIH	3,036	770	1,370	1,311	713	261	429	7,890
Renter Indigenous/mainstream community housing	744	85	762	245	87	9	223	2,155
Private renter	5,479	1,102	5,296	1,304	736	658	325	14,900
Other	435	110	412	125	93	34	60	1,269
Total	11,524	2,540	9,049	3,640	1,935	1,366	1,201	31,255
Total no. of Indigenous households								
Home owner/purchaser	7,767	2,112	5,057	2,154	1,279	1,974	526	20,869
Renter mainstream public housing/SOMIH	9,425	1,961	5,245	4,106	2,161	1,106	1,301	25,305
Renter Indigenous/mainstream community housing	2,578	273	3,776	1,978	710	43	4,323	13,681
Private renter	7,951	1,630	8,212	2,055	1,084	1,141	411	22,484
Other	1,075	231	928	347	226	89	159	3,055
Total	28,796	6,207	23,218	10,640	5,460	4,353	6,720	85,394
Proportion of affordability need households (per cent)								
Home owner/purchaser	23.6	22.4	23.9	30.4	23.9	20.5	31.2	24.2
Renter mainstream public housing/SOMIH	32.2	39.3	26.1	31.9	33.0	23.6	33.0	31.2
Renter Indigenous/mainstream community housing	28.9	31.1	20.2	12.4	12.3	20.9	5.2	15.8
Private renter	68.9	67.6	64.5	63.5	67.9	57.7	79.1	66.3
Other	40.5	47.6	44.4	36.0	41.2	38.2	37.7	41.5
Total	40.0	40.9	39.0	34.2	35.4	31.4	17.9	36.6

(a) Includes persons within the bottom 40% of equivalised gross household income, based on national quintile boundaries from the 2002 General Social Survey (GSS).

(b) Households paying 25% or more of their household income as rent or mortgage.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Private renter' includes those renting privately with landlord not in same household and those renting from a real estate agent. 'Other' includes households renting from relatives, employers, caravan park owners/managers and other landlords not elsewhere classified as well as those living rent-free and those in rent-buy schemes.

2. Data were restricted to family and lone person households.

Source: ABS Census 2001.

This table presents data on Indigenous households in the bottom 40% of incomes that are paying more than 25% of their income in rent or mortgage payments. This was the measure endorsed by SCIH. It should be noted however that the proportion of Indigenous households in affordability need described below has not been adjusted to take account of the CRA income received by some households in the private rental market

- Of the 31,255 (37%) low income Indigenous households in affordability need in Australia, over one-third were in New South Wales and the Australian Capital Territory combined (11,524), and a further 9,049 were in Queensland.
- The proportion of affordability need households was highest in Victoria (41%), followed by New South Wales and the Australian Capital Territory combined (40%) and Queensland (39%).
- Throughout Australia, 14,900 low income private rental Indigenous households were in affordability need, followed by 7,890 mainstream public housing/SOMIH households and 5,041 home owner/purchasers.
- The proportion of Indigenous households experiencing affordability need was greatest for private renters (66%), followed by other tenure types (42%) and renters of mainstream public housing/SOMIH (31%).

While these data are for households in the bottom 40% of incomes, the ABS recommends that only those households in the bottom 10–40% of incomes should be used to assess affordability as the incomes of many of the people whose income falls in the bottom 0–10% of incomes have economic resources available to them that are not reflected in their incomes. It would therefore be inappropriate to regard this group as being in affordability need.

The following table therefore only includes those in the bottom 10–40% of incomes. The table also focuses on private renters only as this group has the biggest problem in housing affordability (Table 5.2).

Table 5.2: Number and proportion of low income private rental^(a) Indigenous households in affordability need^(b), by state and territory, 2001

	NSW & ACT	Vic	Qld	WA	SA	Tas	NT	Aust ^(c)
No. of households in affordability need	2,873	609	2,761	623	392	290	181	7,729
Total no. of households	4,959	1,049	5,314	1,268	693	689	261	14,233
Proportion of households in affordability need (per cent)	57.9	58.1	52.0	49.1	56.6	42.1	69.3	54.3

(a) Includes persons in the second to fourth deciles of equivalised gross household income, based on national quintile boundaries from the 2002 GSS. Private renter is restricted to households where landlord is defined as 'real estate agent' or 'private landlord not present in the dwelling'.

(b) Households paying 25% or more of their household income as rent or mortgage.

(c) Total for Australia includes households in other territories.

Note: Data were restricted to family and lone person households.

Source: ABS 2001 Census.

- When low income households with incomes in the bottom 10–40% of incomes are included in the analysis, there were 7,729 Indigenous private renter households across Australia in affordability need (54%).
- Approximately one-third of these were located in New South Wales and the Australian Capital Territory (2,873 or 37%) and one-third in Queensland (2,761 or 36%).

- In all jurisdictions except Tasmania and Western Australia, more than 50% of low income private rental households were in affordability need.

The distribution of private rental Indigenous households in affordability need by remoteness for both those in the bottom 40% and those in the bottom 10–40% of equivalised income is shown in tables 5.3 and 5.4 respectively.

Table 5.3: Number and proportion of low income private rental^(a) Indigenous households in affordability need^(b), by ARIA+, 2001

	Major cities	Inner regional	Outer regional	Remote	Very remote	Total
No. of households in affordability need	5,822	4,261	2,849	347	96	13,375
Total no. of households ^(c)	7,745	6,593	4,986	658	201	20,183
Proportion of households in affordability need (per cent)	75.2	64.6	57.1	52.7	47.8	66.3

(a) Includes persons within the bottom 40% of equivalised gross household income, based on national quintile boundaries from the 2002 GSS. Private renter is restricted to dwellings where landlord is defined as 'real estate agent' or 'private landlord not present in the dwelling'.

(b) Households paying more than 25% of their household income as rent or mortgage.

(c) Refers to dwellings for which the household income and rent details are known.

Note: Households for which income was negative, nil or only partly defined were excluded.

Source: ABS 2001 Census.

- The number of Indigenous households in affordability need was highest in major cities (5,822), inner regional (4,261) and outer regional areas (2,849). Together these areas contained 97% of the Indigenous households in affordability need within Australia (Table 5.3).
- The proportion of Indigenous households in affordability need decreased with increasing remoteness, ranging from 75% in major cities to 48% in very remote areas.

Table 5.4: Number and proportion of low income private rental^(a) Indigenous households in affordability need^(b), by ARIA+, 2001

	Major cities	Inner regional	Outer regional	Remote	Very remote	Total
No. of households in affordability need	3,914	2,457	1,461	160	47	8,039
Total no. of households ^(c)	5,778	4,582	3,334	411	132	14,237
Proportion of households in affordability need (per cent)	67.7	53.6	43.8	38.9	35.6	56.5

(a) Includes persons in the second to fourth deciles of equivalised gross household income, based on national quintile boundaries from the 2002 GSS. Private renter is restricted to dwellings where landlord is defined as 'real estate agent' or 'private landlord not present in the dwelling'.

(b) Households paying more than 25% of their household income as rent or mortgage.

(c) Refers to dwellings for which the household income and rent details are known.

Note: Households for which income was negative, nil or only partly defined were excluded.

Source: ABS 2001 Census.

- When the Census data were analysed using only those in the bottom 10–40% of household income, the pattern of affordability need is similar, with a higher proportion of those in need in the major cities and a lower proportion in the more remote locations.

- The proportion of Indigenous private rental households in affordability need was reduced by some 10 percentage points (Table 5.4).
- The proportion of private rental households in affordability need was, however, relatively high and was over 50% in major cities and inner regional areas.

Commonwealth rent assistance data

Data on Centrelink 'income units' who are eligible for CRA also provide useful information on low income people in the private rental market.

Table 5.5: Number and proportion of Indigenous income units receiving Commonwealth Rent Assistance, 14 June 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. Indigenous income units receiving CRA	7,033	1,167	7,291	2,007	808	591	84	850	19,999
Total Indigenous Centrelink income units	28,700	5,194	29,226	17,492	5,676	2,747	445	19,931	109,411
Proportion of Indigenous income units receiving CRA (per cent)	24.0	22.0	25.0	11.6	13.8	21.2	19.1	4.3	18.0

Source: AIHW 2004a.

- There were 19,999 Indigenous income units receiving CRA at 14 June 2002. The highest numbers of income units receiving CRA were in New South Wales (7,033) and Queensland (7,291) (Table 5.6).
- Overall 18% of Centrelink Indigenous income units were receiving CRA. This proportion varied across jurisdictions, ranging from 4% in the Northern Territory to 25% in Queensland.

Of those income units receiving CRA, a higher proportion was living outside capital cities (Table 5.6).

Table 5.6: Indigenous income units receiving Commonwealth Rent Assistance, by remoteness area, by state and territory, 11 June 2004

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
No. of income units									
Capital city	2,501	790	2,577	1,336	743	261	111	568	8,887
Rest of state	6,505	821	6,420	1,051	471	483	..	464	16,215
Total	9,006	1,611	8,997	2,387	1,214	744	n.a.	1,032	25,102
Proportion of income units (per cent)									
Capital city	28	49	29	56	61	35	n.a.	55	35
Rest of state	72	51	71	44	39	65	..	45	65
Total	100	100	100	100	100	100	n.a.	100	100

(a) Total for Australia includes postcodes that could not be classified.

Source: SCRGSP 2005.

- New South Wales (72%), Queensland (71%) and Tasmania (65%) had the highest proportion of income units receiving CRA outside the capital city.
- South Australia was the only jurisdiction where the majority (61%) of Indigenous income units receiving CRA were in the capital city.

The impact of CRA on affordability for those who are eligible for the payment is shown for income units paying more than 30% and more than 50% of income on rent in Tables 5.7 and 5.8 respectively. Some households continue to be in affordability need even after receiving the CRA.

Table 5.7: Indigenous income units receiving Commonwealth Rent Assistance: proportion spending 30 per cent or more of income on rent, with and without CRA, by ARIA+, March 2004 (per cent)

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Major cities									
With CRA	46.0	42.5	35.9	29.6	36.0	..	48.4	..	39.6
Without CRA	78.1	75.8	70.7	64.4	71.1	..	62.9	..	72.9
Inner regional									
With CRA	27.6	27.6	23.2	19.1	25.0	24.0	n.a.	..	25.6
Without CRA	62.2	69.6	57.4	51.1	60.4	57.4	n.a.	..	60.5
Outer regional									
With CRA	18.3	22.6	22.2	23.2	22.3	14.7	..	38.3	22.5
Without CRA	55.6	63.5	54.8	57.3	53.2	40.2	..	76.9	56.9
Remote									
With CRA	13.4	n.a.	13.9	27.8	16.7	n.a.	..	29.1	19.7
Without CRA	51.0	n.a.	50.2	56.7	55.6	n.a.	..	66.1	55.5
Very remote									
With CRA	15.6	..	9.5	19.7	46.1	n.a.	..	18.5	16.5
Without CRA	57.8	..	30.4	53.0	65.4	n.a.	..	46.3	43.7
Total									
With CRA	31.9	34.5	25.5	26.3	32.1	20.4	48.4	33.1	29.1
Without CRA	66.3	71.9	58.9	59.9	65.6	50.3	62.9	70.0	63.1

Source: SCRGSP 2005.

- Table 5.7 shows the impact of CRA on the proportion of income units in affordability need, defined as those paying 30% or more of income on rent.
- Receipt of CRA reduces the proportion of income units in affordability need from 63% to 29%. This effect applies across all geographic regions, though the proportions vary by region.
- The proportion of income units in affordability need was highest in the capital cities and lowest in the very remote areas. With CRA the proportion of income units in affordability need ranged from 17% in very remote areas to 40% in capital cities.
- In the states and territories, the highest proportion of income units in affordability need with CRA was in the Australian Capital Territory (48%), followed by Victoria (35%).

Table 5.8: Indigenous income units receiving Commonwealth Rent Assistance: proportion spending 50 per cent or more of income on rent, with and without CRA, by ARIA+, March 2004 (per cent)

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Major cities									
With CRA	15.2	11.2	8.8	6.2	8.5	..	16.1	..	11.1
Without CRA	40.2	38.4	30.0	28.0	31.6	..	38.7	..	34.6
Inner regional									
With CRA	5.4	5.2	3.8	4.3	4.2	3.8	n.a.	..	4.7
Without CRA	22.5	26.0	19.8	16.3	20.8	21.3	n.a.	..	21.6
Outer regional									
With CRA	2.4	4.3	4.6	4.9	1.1	1.6	..	10.1	4.3
Without CRA	16.6	22.6	19.0	20.5	20.2	13.9	..	27.8	19.2
Remote									
With CRA	1.9	n.a.	2.4	10.0	0.0	n.a.	..	6.1	4.2
Without CRA	11.5	n.a.	12.9	18.9	16.7	n.a.	..	21.8	15.9
Very remote									
With CRA	6.7	..	0.7	7.6	15.4	n.a.	..	1.8	4.1
Without CRA	11.1	..	4.7	13.6	34.6	n.a.	..	14.8	11.2
Total									
With CRA	8.4	8.2	5.4	6.1	6.7	2.9	16.1	7.9	6.8
Without CRA	27.4	31.9	21.5	23.4	27.9	18.5	38.7	24.4	24.9

Source: SCRGSP 2005.

- Income units paying more than 50% of income in rent are considered to be in extreme affordability need.
- Without the receipt of CRA, 25% of Indigenous income units would be included in this group; however, receipt of CRA reduces this proportion to 7%.
- The proportion of income units in extreme affordability need decreased with increasing remoteness from 11% in major cities to 4% in very remote areas.

5.5 Indigenous and non-Indigenous comparison

Disparities in affordability are examined by looking at differences in the proportion of Indigenous and non-Indigenous households in affordability need and in those receiving Commonwealth Rent Assistance. Overall, the proportion of households in affordability need was higher among Aboriginal and Torres Strait Islander people compared to other Australians, as shown in Table 5.9.

Table 5.9: Number and proportion of low income households^(a) in affordability need^(b), by Indigenous status, by state and territory, 2001

	NSW & ACT	Vic	Qld	WA	SA	Tas	NT	Aust
No. of households in affordability need								
Indigenous	11,524	2,540	9,049	3,640	1,935	1,366	1,201	31,255
Non-Indigenous	255,595	173,067	167,846	80,209	63,977	18,886	4,469	764,049
Total no. of households								
Indigenous	28,796	6,207	23,218	10,640	5,460	4,353	6,720	85,394
Non-Indigenous	856,554	637,201	512,978	248,103	242,946	81,445	10,439	2,589,666
Proportion of households in affordability need (per cent)								
Indigenous	40.0	40.9	39.0	34.2	35.4	31.4	17.9	36.6
Non-Indigenous	29.8	27.2	32.7	32.3	26.3	23.2	42.8	29.5

(a) Includes persons within the bottom 40% of equivalised gross household income, based on national quintile boundaries from the 2002 GSS.

(b) Households paying 25% or more of their household income as rent or mortgage.

Note: Data were restricted to family and lone person households.

Source: ABS 2001 Census.

- Throughout Australia, 37% of Indigenous households are in affordability need compared with 30% of non-Indigenous households.
- In all jurisdictions except for the Northern Territory, a higher proportion of Indigenous households were in affordability need compared to non-Indigenous households. In the Northern Territory, the lower proportion of Indigenous households in affordability need probably reflects the higher proportion of Indigenous households who live in social housing where rents are subsidised. In addition, in the Northern Territory, a higher proportion of Indigenous people live in remote areas where rents are lower.

A comparison of affordability need for Indigenous and non-Indigenous private renters is shown in Table 5.10.

Table 5.10: Proportion of low income private rental households^(a) in affordability need^(b), by Indigenous status, by state and territory, 2001

	NSW & ACT	Vic	Qld	WA	SA	Tas	NT	Aust
Indigenous	68.9	67.6	64.5	63.5	67.9	57.7	79.1	66.3
Non-Indigenous	82.3	77.0	77.5	77.7	75.7	68.7	85.8	78.7

(a) Includes persons within the bottom 40% of equivalised gross household income, based on national quintile boundaries from the 2002 GSS. Excludes persons for whom household income and/or housing costs were not stated. Private renter is restricted to dwellings where landlord is defined as 'real estate agent' or 'private landlord not present in the dwelling'.

(b) Households paying 25% or more of their household income as rent or mortgage.

Note: Data were restricted to family and lone person households.

Source: ABS 2001 Census.

- Across Australia, the proportion of low income private rental households paying greater than 25% of their income in rent was higher for non-Indigenous households (79%) than for Indigenous households (66%). These proportions have not been adjusted to take account of the CRA received by some private renters.
- This was the case in all jurisdictions, with the largest difference in Western Australia, where 64% of Indigenous households were in affordability need compared with 78% of non-Indigenous households.

While it is estimated that in 2001, between 8,000 and 15,000 (54% to 66%) of Indigenous households in the private rental market are in affordability need, it is not easy to relate this number to those receiving CRA. In 2004, it was estimated that about 25,000 income units are in receipt of CRA. However, the number of households in affordability need, derived from the Census, can not be compared with the number of those receiving CRA, derived from the FaCS Housing Data Set. This is because the two different data sources use different definitions. The Census estimate is based on 'households' while the estimate of those receiving CRA is based on 'income units' where one household can have more than one income unit.

Table 5.11 shows number and proportion of income units receiving CRA as a proportion of all Centrelink clients.

Table 5.11: Centrelink income units: proportion receiving Commonwealth Rent Assistance, by Indigenous status, 14 June 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Total no. Centrelink income units									
Indigenous	28,700	5,194	29,226	17,492	5,676	2,747	445	19,931	109,411
Non-Indigenous	1,270,341	970,198	752,651	350,502	344,110	118,196	42,478	17,895	3,866,371
Total	1,299,041	975,392	781,877	367,994	349,786	120,943	42,923	37,826	3,975,782
Proportion receiving CRA (per cent)									
Indigenous	24.0	22.0	25.0	11.6	13.8	21.2	19.1	4.3	18.0
Non-Indigenous	23.5	19.9	29.3	23.3	17.8	18.0	17.8	26.3	23.0
Total	23.5	19.9	29.1	22.7	17.8	18.1	17.8	14.7	22.9

Source: AIHW 2004a.

- In June 2002, 18% of Indigenous Centrelink clients received CRA, compared to 23% of non-Indigenous clients (Table 5.11).
- There was a lower proportion of Indigenous income units receiving CRA compared with non-Indigenous income units in Queensland, Western Australia, South Australia and the Northern Territory, and a higher proportion in the other jurisdictions.
- The difference between Indigenous and non-Indigenous Centrelink clients was most pronounced in the Northern Territory, with only 4% of Indigenous Centrelink income units receiving CRA, compared to 26% of non-Indigenous income units.

5.6 Data development issues and gaps

The Census is a good source of data on affordability for all tenure types, in particular for private renters. The data are available every five years.

Administrative data collections are better sources of information on those in social housing but affordability is much less of an issue for this group. Where affordability is an issue – households in the private rental market – the FaCS Housing Data Set provides administrative data on those receiving CRA. Further work on alignment of definitions of households in the Census and income units in the FaCS Housing Data Set would allow better comparability between these data sources.

It is proposed that the NRF data collection for ICH will collect data on household income and rent paid in the future. A number of jurisdictions have indicated that they currently do not collect this information. The data may therefore only become available in the longer term. But affordability is less of an issue for ICH since rents are generally low and therefore the data development to assess affordability is of lower priority than for overcrowding.

6. Dwelling conditions

6.1 Definition

The condition of dwellings is an important dimension for assessing Indigenous housing needs. Some dwellings can be in such a state of disrepair that they need major repairs or replacement. Recently, considerable attention has focused on expenditure to maintain the existing housing stock and ways to improve the life cycle of dwellings rather than to only build new stock. As this has not always been the case, a high proportion of current permanent dwellings, especially ICH, is in need of major repairs or replacement. Therefore, the cost of providing these repairs (to bring the dwellings up to national standards) or replacing the dwellings needs to be part of any assessment of Indigenous housing needs.

6.2 Ways to assess dwelling conditions

There are a number of ways that dwelling conditions can be assessed in survey and administrative data collections. A common approach is to collect information on the amount of money required to improve the condition of a dwelling. This is the approach used in CHINS, where the amount required to repair permanent dwellings is used to determine whether the dwelling is in need of major repair or replacement.

More objective information on dwelling conditions can be obtained where an assessment is made of the cost of repairs for each dwelling. In Queensland, ICH data are collected on the actual dollars required to repair each dwelling. This information could be aggregated according to the definition. The Northern Territory also uses this approach. New South Wales undertakes an assessment of dwelling conditions on a sample of properties to determine the costs of upgrading all properties.

Another approach is to ask households to report on the condition of the dwelling in which they live. This is the approach used in the Australian Housing Survey and the NATSISS, where households were asked if their dwelling had structural problems, and in the case of the Australia Housing Survey, if there was a need for internal or external repairs.

The National Social Housing Surveys for public and community housing tenants have also asked tenants if they are satisfied with the condition of their home and with items inside the home.

6.3 Data sources

The 2001 CHINS is the only available source of national data on discrete Indigenous communities. One of the major limitations of the CHINS data in relation to dwelling conditions is that the measures are reported by key community informants and are not objective measures of dwelling conditions.

The CHINS data collection specifies a cost for major repairs or replacements based on the concept of low, medium and high cost areas. Dwellings that required repairs of between

\$20,000 and \$60,000 in low-cost areas, between \$27,000 and \$80,000 in medium-cost areas and between \$33,000 and \$100,000 in high-cost areas were considered to be in need of major repairs. Dwellings that required repairs of more than \$60,000 in low-cost areas, \$80,000 in medium-cost areas or \$100,000 in high-cost areas were considered to be in need of replacement.

The 1999 Australian Housing Survey asked respondents if their home had major structural problems or if there was a need for internal or external repairs. Among Indigenous Australian households, 23% reported a need for internal repairs and 30% reported a need for external repair.

The 2002 NATSISS asked households some detailed questions on dwelling conditions. Households were asked whether the dwelling in which they lived had structural problems such as rising damp, major cracks in walls/floors, sinking/moving foundations, sagging floors, walls and windows out of plumb, wood rot/termite damage, major electrical problems, major plumbing problems or major roof defect.

The survey also asked whether repairs or maintenance had been carried out in the last 12 months and, if so, the type of repairs. The advantage of this survey over the CHINS is that the data on dwelling conditions are available for all tenure types. The limitations of the data are that the measures are self-reported by households and are not objective measures of dwelling condition, and there is no assessment of costs for repairs.

6.4 Estimate of dwelling conditions

The distribution of Indigenous households in dwellings with structural problems is shown in Table 6.1.

Table 6.1: Number and proportion of Indigenous households in dwellings with structural problems, by tenure type, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	NT	Aust ^(a)
No. of households in dwellings with structural problems							
Home owner/ purchaser	4,700	1,100	2,700	900 *	700	300 *	11,300
Renters ^(b)	14,700	3,100	11,500	6,100	2,800	4,900	44,800
Other ^(c)	700 *	300	200 *	300 *	100 *	300 *	2,000
Total tenures	20,200	4,500	14,400	7,300	3,600	5,500	58,100
Total no. of households							
Home owner/ purchaser	17,900	4,500	13,400	4,900	2,800	1,700	50,400
Renters ^(b)	35,700	7,400	29,900	14,700	6,600	10,200	109,100
Other ^(c)	2,300	400	900	1,300	200	700	6,200
Total tenures	55,900	12,300	44,200	20,900	9,600	12,600	165,700
Proportion of households in dwellings with structural problems (per cent)							
Home owner/ purchaser	26.4	23.4	20.0	19.0 *	26.0	17.6 *	22.3
Renters ^(b)	41.2	42.5	38.4	41.3	41.8	47.9	41.1
Other ^(c)	31.3 *	63.9	22.0 *	22.9 *	56.1 *	47.1 *	33.3
Total tenures	36.1	36.3	32.5	34.9	37.5	43.9	35.1

* Estimates with a relative standard error between 25% and 50% should be used with caution.

(a) Includes Tasmania and the Australian Capital Territory. Relative standard errors for Tasmania and the Australian Capital Territory were high and therefore these jurisdictions were not reported separately.

(b) Includes renter households in public housing, SOMIH, mainstream and Indigenous Community Housing, private renters and all other renters.

(c) Includes those living rent-free and in rent-buy schemes.

Note: Numbers are rounded to the nearest hundred.

Source: ABS 2002 NATSISS.

- From the 2002 NATSISS, it was estimated that 58,100 or 35% of Indigenous households in Australia lived in dwellings with structural problems (Table 6.1).
- Approximately one-third of the 58,100 Indigenous households who lived in dwellings with structural problems were in New South Wales (35%), and one-quarter in Queensland (25%).
- The proportion of Indigenous households in dwellings with structural problems was highest in the Northern Territory (44%), whereas in the remaining jurisdictions the proportion of Indigenous households living in dwellings with structural problems was between 33% in Queensland and 38% in South Australia.
- The number of Indigenous households who reported structural problems was highest for renters in New South Wales (14,700), Queensland (11,500) and Western Australia (6,100).

- There were higher proportions of renters reporting major structural problems in New South Wales (41%), Queensland (38%) and Western Australia (41%). Structural problems were more frequently reported by other tenure types in Victoria (64%) and South Australia (56%).

Table 6.2: Number and proportion of Indigenous households living in dwellings with structural problems, by tenure type, 2002

	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Other	Total
No. of households in dwellings with structural problems	11,300	15,700	13,400	13,700	3,900	58,100
Total no. of households	50,400	37,700	24,500	40,700	12,200	165,700
Proportion of households in dwellings with structural problems (per cent)	22.3	41.8	54.9	33.7	32.0	35.1

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Other' includes households renting from relatives, employers, caravan park owners/managers and other landlords, as well as those living rent-free and those in rent-buy schemes.

2. Numbers are rounded to the nearest hundred.

Source: ABS 2002 NATSISS.

- Based on the 2002 NATSISS, the highest number of Indigenous households in dwellings with structural problems were those in state or territory rental houses (15,700) followed by private rental houses (13,700) (Table 6.2).
- There were high proportions of households in Indigenous/community rental houses (55%) and state or territory rental houses (42%) with structural problems.

According to the 2001 CHINS, a lower proportion of dwellings are in need of major repairs or replacement (5,814 or 27%) (Table 6.3). The two surveys, however, are not comparable in terms of either definition or coverage. An assessment of the proportion of dwellings requiring major structural repairs would be more useful in this context and needs to be undertaken.

Table 6.3: Number and proportion of permanent dwellings managed by Indigenous housing organisations requiring major repair or replacement, by state or territory, 2001

	NSW & ACT ^(a)	Vic	Qld	WA	SA	Tas	NT	Aust
No. requiring major repair or replacement	833	80	1,816	1,063	296	34	1,692	5,814
Total no. of dwellings	4,088	416	5,673	3,273	1,004	118	6,715	21,287
Proportion requiring major repair or replacement (per cent)	20.4	19.2	32.0	32.5	29.5	28.8	25.2	27.3

(a) Data for New South Wales and the Australian Capital Territory were combined for confidentiality reasons.

Source: CHINS 2001 (ABS 2002a).

- It was estimated from the 2001 CHINS that 5,814 dwellings, representing 27% of total ICHO-managed dwellings, require major repair or replacement (Table 6.3).

- Of the total 5,814 dwellings requiring major repair or replacement, approximately one-third were located in Queensland (31%), 29% in the Northern Territory and 18% in Western Australia. The number of dwellings in poor condition was also high in New South Wales and the Australian Capital Territory (14%). Victoria, South Australia and Tasmania made up the remaining 7%.

Table 6.4: Number and proportion of dwellings managed by Indigenous housing organisations requiring major repairs or replacement, by ARIA+, 2001

	Major cities	Inner regional	Outer regional	Remote	Very remote	Total
No. of dwellings requiring major repair or replacement	140	411	888	938	3,437	5,814
Total no. of dwellings	818	1,828	3,649	2,658	12,334	21,287
Proportion of dwellings requiring major repair or replacement (per cent)	17.1	22.5	24.3	35.3	27.9	27.3

Source: ATSIC CHINS 2001.

- Approximately 75% of dwellings requiring major repair or replacement are located in remote and very remote regions; the remaining 25% are located in major cities, inner regional and outer regional areas (Table 6.4).
- As a proportion of total ICHO-managed dwellings in these areas, dwellings requiring major repair or replacement in remote regions represented 35% of dwellings in remote areas and approximately 28% in very remote regions.

6.5 Indigenous and non-Indigenous comparison

A higher proportion of Indigenous households reported that their dwelling was in need of external and internal repairs (Table 6.5).

Table 6.5: Proportion of households in need of exterior and interior repairs, 2001

	All households	Indigenous households
Need for interior repairs ^(a) (per cent)	16.1	22.9
Need for exterior repairs ^(a) (per cent)	17.0	30.5
Estimated no. of households	7,216,900	145,000

(a) Excludes 'Desirable but low need'.

Note: Numbers are rounded to the nearest hundred.

Source: 1999 Australian Housing Survey.

- The proportion of Indigenous households whose dwellings need interior or exterior repairs was higher than the proportion for all households (Table 6.5).
- The proportion of Indigenous households whose dwellings were in need of external repairs was almost twice that for all Australian households.

6.6 Data development issues and gaps

In the future, administrative data on dwelling conditions for SOMIH and ICH will be collected through the CSHA and NRF data collections, as there are two indicators in the NRF for which this information is required. These are: proportion of dwellings needing major repair, and proportion of dwellings needing replacement. The CHINS survey planned for 2006 will provide some comparability with the 2001 CHINS estimates of dwelling conditions. This requires the development of appropriate definitions for dwelling conditions.

Assessment of dwelling conditions is an important area for data development for the NRF. Nationally consistent definitions on dwelling conditions to assess costs associated with dwelling repair and/or replacement need to be developed for ICH and SOMIH. This would capture dwelling conditions for the social housing programs, which is probably the area where this information is most relevant. In addition, it is recommended that better alignment between the national definitions on dwelling condition and those currently collected by the NATSISS be sought in order to collect comparable data across all housing tenures. This is important because NATSISS data shows that the condition of dwellings is also a significant problem for private renters.

7. Connection to essential services

7.1 Definition

Most Indigenous households in Australia live in dwellings that are connected to essential services such as water, sewerage and electricity. However, there are a minority of households on discrete Indigenous communities, that are not connected to these essential services. Lack of connection to essential services has a severe negative impact on health and quality of life.

7.2 Ways to estimate connection to essential services

Connection to essential services can be measured through surveys of households or other informants, or through a direct assessment of individual dwellings. The CHINS, for example, asks a key informant about the number of permanent dwellings in a community that are not connected to services.

7.3 Data sources

The 2001 CHINS collected data on the number of permanent dwellings in communities not connected to water, sewerage or electricity. A limitation with this data is that it is not collected at the dwelling level, only at the community level and can only be reported separately. Therefore, it is not possible to assess the proportion of communities not connected to all three services.

While 'not connected' was defined in CHINS as permanent dwellings in discrete Indigenous communities not connected to any organised supply, the quality of the organised services can vary considerably and is particularly an issue in relation to sewerage. For example, the types of sewerage systems regarded as an 'organised supply' are:

- town system
- community water borne system
- septic tanks
- pit and pan toilets.

An 'organised water supply' includes:

- town supply
- bore water
- rain water tank(s)
- river or reservoir
- well or spring.

An 'organised electricity supply' includes:

- state grid/transmitted supply
- community or domestic generators
- solar or solar hybrid.

The NATSISS asked households a number of questions about the household facilities and whether they were in working order. The questions do not cover water, sewerage and electricity but there are some questions relevant to this measure. These are whether the household has a:

- working bath or shower
- working toilet
- working stove/oven/other cooking facility.

Data on the number of dwellings not connected to water, sewerage and electricity for ICH were collected in the 2003–04 NRF data collection to report on the following indicators: proportion of dwellings not connected to water, sewerage, electricity and proportion of communities not connected to water, sewerage or electricity. The data definitions used were the same as those used in CHINS.

7.4 Estimate of connection of essential services

The proportion of Indigenous households with working sewerage facilities is shown by jurisdiction and by tenure type in tables 7.1 and 7.2 respectively.

Table 7.1: Proportion of Indigenous households living in dwellings that have working sewerage facilities, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Proportion with working sewerage facilities (per cent)	99.5	n.p.	99.1	99.1	99.6	n.p.	n.p.	92.7	98.8
Total no. of households	55,900	12,300	44,200	20,900	9,600	8,200	1,900	12,600	165,700

Note: Numbers are rounded to the nearest hundred.

Source: ABS NATSISS 2002.

- Based on the data from the 2002 NATSISS, 99% of the 165,700 Indigenous households in Australia had working sewerage facilities (Table 7.1).
- The proportion of Indigenous households with working sewerage facilities was above 99% for all jurisdictions except for the Northern Territory, where 93% had working sewerage facilities.

Table 7.2: Number and proportion of Indigenous households living in dwellings that have working sewerage facilities, by tenure type, 2002

	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Other	Total
No. of households in dwellings with working sewerage facilities	50,300	37,400	23,800	40,500	11,600	163,700
Total no. of households	50,400	37,700	24,500	40,700	12,200	165,700
Proportion (per cent)^(a)	99.8	99.2	97.1	99.4	95.1	98.8

(a) Number of households living in dwellings with working sewerage facilities expressed as a percentage of the total number of households of the relevant tenure type.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Other' includes households renting from relatives, employers, caravan park owners/managers and other landlords not elsewhere classified as well as those living rent-free and those in rent-buy schemes.
2. Numbers are rounded to the nearest hundred.

Source: ABS NATSISS 2002.

- The lowest proportions of Indigenous households that had working sewerage facilities were recorded by the other tenure types category (95%), followed by renters of Indigenous or community housing (97%).

The proportion of Indigenous households with working sewerage facilities also varied by ARIA+ (Table 7.3).

Table 7.3: Proportion of Indigenous households living in dwellings that have working sewerage facilities, by ARIA+, 2002

	Major cities	Inner regional	Outer regional	Remote	Very remote	Total
Proportion with working sewerage facilities (per cent)	99.6	n.p.	99.6	98.0	92.7	98.8
Total no. of households	59,000	37,800	39,700	12,100	17,000	165,700

Note: Numbers are rounded to the nearest hundred.

Source: ABS NATSISS 2002.

- The proportion of Indigenous households with working sewerage facilities ranged from 93% in very remote areas to 99.6% in major cities and outer regional areas.

CHINS data on the number and proportion of dwellings not connected to water, electricity and sewerage are shown in Table 7.4.

Table 7.4: Number and proportion of permanent dwellings on discrete Indigenous communities not connected to a water, electricity or sewerage system, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. of dwellings not connected									
Water	—	—	18	20	7	—	—	102	147
Electricity	—	—	10	30	22	—	—	195	257
Sewerage	—	—	9	31	—	—	—	261	301
Total no. of permanent dwellings on discrete Indigenous communities									
Dwellings	1,325	42	4,030	2,978	1,071	30	—	7,173	16,649
Proportion of dwellings not connected^(a) (per cent)									
Water	—	—	0.4	0.7	0.7	—	—	1.4	0.9
Electricity	—	—	0.2	1.0	2.1	—	—	2.7	1.5
Sewerage	—	—	0.2	1.0	—	—	—	3.6	1.8

(a) Number of permanent dwellings on discrete Indigenous communities not connected to a water, electricity or sewerage system expressed as a percentage of the total number of permanent dwellings on discrete Indigenous communities in the relevant jurisdiction.

Source: CHINS 2001 (ABS 2002a).

- According to the 2001 CHINS, there were 147 or 0.9% of dwellings not connected to water, 257 or 1.5% not connected to electricity and 301 or 1.8% not connected to a sewerage system (Table 7.4).
- In the Northern Territory, 1.4%, 2.7% and 3.6% of permanent Indigenous dwellings were not connected to water, electricity and sewerage facilities respectively.

Data reported from the CHINS and the NATSISS are not strictly comparable as the CHINS only estimates connection to services while in the NATSISS the functionality of service is reported.

The distribution of dwellings in discrete Indigenous communities not connected to essential services by ARIA+ is shown in Table 7.5.

Table 7.5: Number of dwellings in discrete Indigenous communities not connected to water, electricity or sewerage supply, by ARIA+ region, 2001

	Outer regional	Remote	Very remote	Aust
Water	3	43	101	147
Electricity	9	43	205	257
Sewerage	31	4	266	301

Source: ATSISS CHINS 2001.

- All Indigenous dwellings not connected to essential services were located in outer regional, remote and very remote areas, with the highest numbers in very remote areas (Table 7.5). In very remote areas 101 dwellings were not connected to a water supply, 205 were not connected to an electricity supply and 266 were not connected to a sewerage system.

The AIHW data collection for the NRF on Indigenous housing shows a higher number of dwellings not connected to services compared with the CHINS (Table 7.6). For the Northern Territory the NRF data are likely to be an overestimation of the number of dwellings not connected to services, as the definitions used differed from those used in the CHINS.

Table 7.6: Number and proportion of Indigenous Community Housing dwellings not connected to water, sewerage or electricity, by state and territory, 30 June 2004

	NSW	Vic	Qld	WA ^(a)	SA ^(b)	Tas	ACT	NT ^(c)	Aust
No. of dwellings not connected									
Water	n.a.	1	28	190	31	—	—	94	344
Electricity	n.a.	1	54	151	31	—	—	143	380
Sewerage	n.a.	—	73	236	31	3	—	1,275	1,618
Total no. of permanent dwellings									
	4,616	476	6,034	2,490	1,092	128	32	6,064	20,932
Proportion of dwellings not connected (per cent)									
Water	n.a.	0.2	0.5	7.6	2.8	—	—	1.6	1.6
Electricity	n.a.	0.2	0.9	6.1	2.8	—	—	2.4	1.8
Sewerage	n.a.	—	1.2	9.5	2.8	2.3	—	21.0	7.7

(a) Data for Western Australia relate to all Indigenous Community Housing dwellings in the state and not just those managed by funded or registered Indigenous Community Housing Organisations.

(b) Data for South Australia relate to the number of permanent dwellings on communities that are not connected to these services.

(c) Data for the Northern Territory are likely to overestimate the number of dwellings not connected to organised utilities and should not be compared to the other jurisdictions.

Note: These data relate to Indigenous Community Housing dwellings provided by Indigenous housing organisations that are funded or registered with either the state governments or the Australian Government Department of Family and Community Services.

Source: AIHW NRF data collection 2005.

- Across Australia there were 344 ICH permanent dwellings not connected to water, 380 not connected to electricity and 1,618 not connected to sewerage.
- Western Australia (8%) had the highest proportion of dwellings not connected to an organised water supply; however, it should be noted that the state ICH data collection varies across the jurisdictions. Western Australia reports on all ICH in their jurisdiction, whereas New South Wales, Queensland, South Australia, the Australian Capital Territory and the Northern Territory only report on ICH that is managed by ICHOs that are funded or registered with the state government.
- Western Australia (6%) had the highest proportion of dwellings not connected to an organised electricity supply.
- The Northern Territory (21%) had the highest proportion of dwellings not connected to an organised sewerage system.

7.5 Indigenous and non-Indigenous comparison

A comparison between Indigenous and non-Indigenous communities/dwellings connection to essential services is not applicable as this dimension of housing needs mainly applies to Indigenous ICH.

7.6 Data development issues and gaps

This dimension mainly applies to ICH and is currently collected as part of the NRF using the definition used in the CHINS. It is worth considering whether these definitions are the most appropriate to collect these data for the NRF. The main limitation of the CHINS data is that the survey is only carried out every five years, with the next survey scheduled for 2006.

Another limitation of the survey is that data were collected separately for each of the three services so that the number of dwellings not connected to all three types of essential services cannot be reported.

8. Appropriateness of housing

8.1 Definition

Appropriateness can be defined as the ability of a residential dwelling and situation to permit a reasonable quality of life and reasonable access to work, social contacts and services.

8.2 Ways to estimate appropriateness of housing

There is no work currently underway regarding measurement of this dimension of need.

The housing adequacy model developed by Statistics New Zealand has a measure called suitability, which is a relatively complex measure that incorporates the concept of appropriateness. In this model, housing suitability relates to the ability of households to access:

- housing which is appropriate to their current needs
- housing which is sufficiently flexible to cater for future requirements and long-term goals
- preferred tenure and dwelling type
- local opportunity (such as employment and education)
- local infrastructure and public amenities (Statistics New Zealand 2003:10).

The New Zealand measure is complex but some simplified elements of this measure could be used to measure appropriateness.

Appropriateness could be measured through asking householders whether they are satisfied with their housing in relation to a number of factors. The National Social Housing Survey is a satisfaction survey for public and community housing tenants, and asks tenants whether they are satisfied with a number of different aspects of their housing including interior and exterior condition of the home, privacy, the design and layout of their home, and security, as well as the location and amenity of their home.

The National Social Housing Survey captures most of the elements in the New Zealand model, including housing that is appropriate to current needs, preferred dwelling type, local opportunity, and local infrastructure and public amenities.

Consideration needs to be given to whether the survey captures the elements of appropriateness that could be used in the multi-measure needs model or whether additional measures are required. In addition, it needs to be considered whether appropriateness measures are required for other tenure types such as home owners and private renters. If so, simpler measures of appropriateness could be developed and collected through the ABS social surveys.

8.3 Data sources

The National Social Housing Survey collects detailed information related to appropriateness. In relation to amenity the 2005 survey asked whether the following features were important to the household and whether their home met their needs in respect of each feature: size of dwelling, modifications for special needs, easy access and entry, car parking, yard space, privacy of home, and safety and security of neighbourhood. In relation to location, tenants were asked whether being located close to the following facilities or services was important and whether their home met their needs in respect to how near it was to this facility or service: being close to shops and banking facilities; public transport; parks and recreational facilities; emergency services, medical services/hospitals; child care facilities; education and training facilities; employment/place of work; community and support services; and family and friends.

The NATSISS has some data related to appropriateness. The data of some relevance are related to questions about moving house over the last 12 months and the main reason for last move. The reasons include wanted a bigger/better home, to be near services and to be near education facilities. These data could be analysed by tenure type and used to demonstrate dissatisfaction with previous housing arrangements. The CHINS has some data related to access to the nearest school and health services in terms of distance.

8.4 Estimate of appropriateness

There are a number of reasons why people move house including being close to other family members and friends, improving job or schooling opportunities, and needing better and more appropriate housing. Therefore a proportion of people who move and the reason for moving can be used as a proxy measure to estimate appropriateness of housing. The number and proportion of Indigenous people who moved in the last 12 months by state or territory are shown in Table 8.1.

Table 8.1: Indigenous persons aged 15 and over by whether moved house, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Total persons moved	27,100	5,800	26,400	13,300	4,600	2,400	900	6,600	87,100
Persons who did not move	56,700	11,600	49,600	26,300	11,200	8,500	1,700	29,600	195,100
Total	83,800	17,400	76,000	39,600	15,800	10,900	2,600	36,200	282,200
	Proportion (per cent)								
Total persons moved	32.3	33.3	34.7	33.6	29.1	22.0	34.6	18.2	30.9
Persons who did not move	67.7	66.3	65.2	66.4	70.9	78.3	67.4	81.7	69.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Note: Numbers are rounded to the nearest hundred. Due to rounding errors, numbers may not add up to totals.

Source: ABS 2002 NATSISS.

- Across Australia, just over 30% of Indigenous persons had moved house in the last 12 months. The proportion of persons who had moved was highest in Queensland (35%) and the Australian Capital Territory (35%), and lowest in the Northern Territory (18%).

The reasons for Indigenous people moving by ARIA+ are shown in Table 8.2.

Table 8.2: Indigenous persons aged 18 and over who moved, by reason for move, by remoteness, 2002

	Major cities	Inner regional	Outer regional	Remote	Very remote	Aust
	Number					
Housing reasons ^(a)	7,800	6,800	6,900	2,500	3,800	27,700
Employment reasons ^(b)	3,400 *	1,500 *	1,300 *	900	1,300 *	8,400
Accessibility reasons ^(c)	300 *	600 *	700	100 *	500 *	2,300
Family reasons ^(d)	8,400	6,000	6,100	2,100	5,000	27,600
Other ^(e)	3,900	2,700	2,300	700	1,300 *	10,800
Total moved	23,700	17,700	17,300	6,300	12,000	77,000
	Proportion (per cent)					
Housing reasons ^(a)	32.9	38.4	39.9	39.7	31.7	36.0
Employment reasons ^(b)	14.3 *	8.5 *	7.5 *	14.3	10.8 *	10.9
Accessibility reasons ^(c)	1.3 *	3.4 *	4.0	1.6 *	4.2 *	3.0
Family reasons ^(d)	35.4	33.9	35.3	33.3	41.7	35.8
Other ^(e)	16.5	15.3	13.3	11.1	10.8 *	14.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

* Relative standard error between 25% and 50%.

(a) 'Housing reasons' includes: wanted bigger/better home, reduce rent/mortgage, notice given by landlord (non-remote only), allocated housing (e.g. public housing), overcrowded.

(b) 'Employment reasons' includes: closer to work (collected in non-remote only), lost job, got job, improve employment prospects (collected in non-remote areas only).

(c) 'Accessibility reasons' includes: to be near services (shops, doctor, sports ground, etc.), to be near education facilities (school, TAFE, university, etc.), to live on/be close to Homelands.

(d) 'Family reasons' includes: moved with family, be close to family/friends, family conflict, be independent, get married/live with partner, breakdown of marriage/relationship, sorry business.

(e) Other reasons include: don't know and not stated.

Note: Numbers are rounded to the nearest hundred.

Source: ABS 2002 NATSISS.

- Housing reasons were the most frequent reasons for moving for Indigenous persons in outer regional (40%), remote (40%) and inner regional areas (38%) (Table 8.2).
- In major cities (35%) and very remote areas (42%), the most common reasons for moving were family reasons.

The reasons for Indigenous people moving by state or territory are shown in Table 8.3.

Table 8.3: Indigenous persons aged 15 and over who moved in the last 12 months, by reason for moving, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Housing reasons ^(a)	7,600	2,100	9,500	4,800	1,600	1,000	300	2,300	29,200
Family reasons ^(b)	10,900	2,000	10,200	4,700	1,500	800	300	2,900	33,100
Other reasons ^(c)	8,600	1,800	6,800	3,800	1,500	600	200	1,400 *	24,600
Total persons moved	27,100	5,800	26,400	13,300	4,600	2,400	900	6,600	87,100
	Proportion (per cent)								
Housing reasons ^(a)	28.0	36.2	36.0	36.1	34.8	41.7	33.3	34.8	33.5
Family reasons ^(b)	40.2	34.5	38.6	35.3	32.6	33.3	33.3	43.9	38.0
Other reasons ^(c)	31.7	31.0	25.8	28.6	32.6	25.0	22.2	21.2 *	28.2
Total persons moved	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

* Estimates with a relative standard error between 25% and 50% should be used with caution.

(a) 'Housing reasons' includes: wanted bigger/better home, reduce rent/mortgage, notice given by landlord (non-remote only), allocated housing (e.g. public housing), overcrowded.

(b) 'Family reasons' includes: moved with family, be close to family/friends, family conflict, be independent, get married/live with partner, breakdown of marriage/relationship, sorry business.

(c) Includes employment, accessibility and other reasons.

Employment reasons include: closer to work (collected in non-remote only), lost job, got job, improve employment prospects (collected in non-remote areas only).

Accessibility reasons include: to be near services (shops, doctor, sports ground, etc.), to be near education facilities (school, TAFE, university, etc.), to live on/be close to Homelands.

Other reasons include: don't know and not stated.

Note: Numbers are rounded to the nearest hundred. Due to rounding errors the number of people moving for each reason may not equal the total.

Source: ABS 2002 NATSISS.

- Among those who had moved, housing reasons were the most frequent reason given for moving in Tasmania (42%), Western Australia (36%), Victoria (36%) and South Australia (35%) (Table 8.3). This includes people wanting to move to a better or less overcrowded home, people wanting to reduce their rent or mortgage, those given notice by their landlord and those allocated public housing.
- In the Northern Territory (44%), New South Wales (40%) and Queensland (39%), family reasons were the most frequent reasons for moving. Family reasons include people moving with their family, to get married, to be close to family and friends, or to be independent. The move may also be a result of family conflict, a breakdown of a marriage or relationship, or sorry business.

Reasons for Indigenous people moving also varied by tenure type (Table 8.4).

Table 8.4: Reasons for Indigenous persons 15 years or over moving, by tenure type, 2002

Reasons for moving	Owners with/without a mortgage	Renter mainstream public housing/SOMIH	Other renters ^(a)	Total tenures ^(b)
		Number		
Housing reasons ^(c)	4,700	13,000	10,800	29,200
Family reasons ^(d)	3,900	14,800	12,900	33,100
Other reasons ^(e)	5,800	8,200	9,600	24,600
Total moved	14,400	36,000	33,400	87,100
Reasons for moving	Owners with/without a mortgage	Proportion (per cent)	Other renters ^(a)	Total tenures ^(b)
		Number		
Housing reasons ^(c)	32.6	36.1	32.3	33.5
Family reasons ^(d)	27.1	41.1	38.6	38.0
Other reasons ^(e)	40.3	22.8	28.7	28.2
Total moved	100.0	100.0	100.0	100.0

(a) Includes real estate agent, persons not in same dwelling, persons in same dwelling, owner or manager of caravan park, employer, other landlord.

(b) Total includes persons for whom specific information could not be shown.

(c) 'Housing reasons' includes: wanted bigger/better home, reduce rent/mortgage, notice given by landlord (non-remote only), allocated housing (e.g. public housing), overcrowded.

(d) 'Family reasons' includes: moved with family, be close to family/friends, family conflict, be independent, get married/live with partner, breakdown of marriage/relationship, sorry business.

(e) Includes employment, accessibility and other reasons.

Employment reasons include: closer to work (collected in non-remote only), lost job, got job, improve employment prospects (collected in non-remote areas only).

Accessibility reasons include: to be near services (shops, doctor, sports ground, etc.), to be near education facilities (school, TAFE, university, etc.), to live on/be close to Homelands.

Other reasons include: don't know and not stated.

Note: Numbers are rounded to the nearest hundred.

Source: ABS 2002 NATSISS.

- For renters of mainstream public housing/SOMIH (41%) and other renters (39%), family reasons were the most common reasons for moving.

People might move house to be located closer to job opportunities or schooling. Data from the CHINS provide some indication of the distance to the nearest primary or secondary school (Table 8.5).

Table 8.5: Number of communities and reported usual population, by distance to nearest school, 2001

	Primary school		Secondary school			
			Up to Year 10		Up to Year 12	
	Communities	Population	Communities	Population	Communities	Population
Distance to nearest school						
Located within the community	249	77,039	67	34,992	17	5,905
Less than 10 km	227	17,429	160	18,005	128	16,624
10–24 km	191	5,073	125	6,352	75	5,863
25–49 km	184	2,979	150	6,165	77	8,515
50–99 km	195	3,037	164	9,039	98	12,323
100–249 km	125	1,832	233	14,603	277	18,219
250 km or more	31	414	301	18,486	534	40,304
Total communities^(a)	1,216	108,085	1,216	108,085	1,216	108,085

(a) Includes 'distance to nearest school' not stated.

Source: 2001 CHINS (ABS 2002a).

- The distance to the nearest primary school was over 100 km for 156 communities with a combined population of 2,246.
- For 534 communities the closest secondary school (up to Year 10) was over 100 km away. The total population of these communities was 33,089.
- The nearest secondary school (up to Year 12) was over 100 km away for 811 communities, with 534 of these being more than 250 km away. The total population more than 100 km away from the nearest secondary school was 58,523.

The distance to the nearest health facility is shown in Table 8.6.

Table 8.6: Number of communities and reported usual population, by distance to nearest health facility, 2001

	Hospital		Community health centre	
	Communities	Population	Communities	Population
Distance to nearest health facility				
Located within the community	9	15,800	183	59,902
Less than 10 km	118	13,894	98	2,616
10–24 km	76	6,232	200	4,283
25–49 km	68	5,019	207	4,095
50–99 km	102	9,909	225	4,231
100–249 km	298	19,464	135	2,657
250 km or more	543	37,758	39	598
Total communities^(a)	1,216	108,085	1,216^(b)	108,085^(b)

(a) Includes 'distance to nearest health facility' not stated.

(b) Includes communities located within 10 kilometres of a hospital.

Source: 2001 CHINS (ABS 2002a).

- Only 9 communities (less than 1%) had a hospital located within the community.
- There were 841 or 69% of communities, comprising a population of 57,222, located more than 100 km from the nearest hospital.
- The distance to the nearest community health centre was over 100 km for 174 communities, with a total population of 3,255.

8.5 Indigenous and non-Indigenous comparison

Data on this dimension are likely to be collected through the National Social Housing Surveys for public housing and SOMIH. Both are expected to be completed by the end of 2005.

8.6 Data development issues and gaps

There are currently no data sources to collect information on appropriateness. However, the National Social Housing Survey for SOMIH dwellings, carried out in 2005, will allow some estimate of appropriateness.

The main limitation with the National Social Housing Surveys is that they only cover public housing, community housing and SOMIH tenants. In the future they may cover ICH tenants. Other sources of data will be required if a measure of appropriateness for other tenure types is needed. Incorporating some measures of appropriateness in future NATSISS, carried out every six years, would allow some estimation of appropriateness across all housing tenures.

While this dimension is not required for resource allocation, it is important in the delivery of better housing services to Indigenous people.

9. Security of tenure

9.1 Definition

Security of tenure refers to the degree to which occupants have the right to continue tenure in that dwelling. There are two main components to security of tenure – the length of leases and whether tenants moved voluntarily or not. While the length of stay in a dwelling does not directly measure security of tenure, continuity of tenure can reflect a tenant's level of security. This measure is related to the previous measure, appropriateness of housing, since inappropriate housing may force occupants to move to more appropriate accommodation.

Statistics New Zealand has a simple model for security of tenure based on tenure type. Under this model, owning a home without a mortgage is considered to be the most secure form of tenure and chronic homelessness the least secure (Table 9.1).

Table 9.1: Statistics New Zealand model of tenure security

-
1. Dwelling owned without a mortgage
 2. Dwelling owned with a mortgage
 3. Dwelling provided rent-free
 4. Dwelling rented (state)
 5. Dwelling rented (private)
 6. Transitionally and episodically homeless
 7. Chronically homeless
-

People living in social housing would not be regarded as being in need according to this measure as they have relatively secure tenure. That would leave the bottom three tenure types as being in need in relation to security of tenure – private renters and the two groups of homeless (AIHW 2003). As those who are homeless are captured by the homelessness dimension of need, the focus of this measure is on private renters and those living in caravan parks, which could be included in the homeless category.

9.2 Ways to estimate security of tenure

To capture data on private renters, information on measures such as length of leases, number of dwellings lived in over a specified time and reasons for moving can be used. These could be collected through surveys such as the Australian Housing Survey and the NATSISS, from the Census or through administrative data for those in social housing. Information on those living in caravan parks can be collected from the Census.

9.3 Data sources

The 1999 Australian Housing Survey provided relevant data, which could be used to measure security of tenure for renters. These data included type of lease, whether tenants

had indefinite tenure, whether tenants were satisfied with their security of tenure, and length of time in current dwelling. All persons in the survey were also asked whether they had moved in the last eight years, how many times they had moved in the last five years, reason for move and length of time lived in current dwelling.

The NATSISS provides the most recent survey data that could be used to measure security of tenure for Indigenous people. It has data on tenure type, landlord type and two questions about mobility – number of dwellings lived in the last 12 months and main reason for last move (including housing reasons such as notice given by landlord). Private renters who moved frequently and involuntarily could be identified from this survey.

The Census provides information on mobility by looking at those in the private rental market who moved one year and five years ago. Information on those living in caravan parks can also be collected from the Census.

The first component of this measure, the length of leases, could be collected through administrative data. As social housing is a relatively secure form of tenure these data may not be very useful in relation to the needs model. The community housing survey, for example, found that 44% of respondents said that security of tenure was the reason that they moved to community housing.

9.4 Estimate of security of tenure

Security of tenure is a major problem for homeless people. In 2001, the number of homeless people was estimated to range from 7,526 to 10,471 (Chapter 3). Another group of people for whom security of tenure can also be an issue are those living in caravan parks (Table 9.2).

Table 9.2: Number of Indigenous people living in a caravan^(a), 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. Indigenous people living in caravan	554	141	796	177	59	13	10	37	1,787
Total Indigenous population	124,773	25,949	116,967	62,149	24,028	16,376	3,647	54,170	428,059
Proportion (per cent) ^(b)	0.4	0.5	0.7	0.3	0.2	0.1	0.3	0.1	0.4

(a) Data relate to marginal residents of caravan parks only. This includes people who were renting a caravan, had no other usual address, and no-one living in the caravan had full-time employment.

(b) Number of Indigenous people living in a caravan expressed as a percentage of the total Indigenous population in the relevant jurisdiction.

Sources: Chamberlain & MacKenzie 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h.

- The number of Indigenous people living in a caravan was small, 1,787 or 0.4% of the Indigenous population in Australia. Most of these were in Queensland (796) or New South Wales (554).
- If the number of those living in caravan parks is included in the estimate of homelessness, the total number of people with no security of tenure would range from 9,313 to 12,258.

Households in the private rental market also generally have less security of tenure than other tenure types. NATSISS data is presented in Chapter 8 on the reasons for Indigenous people moving in the last 12 months. People given notice by their landlord are included in housing reasons but it is not possible to separate out this group.

Table 9.3 compares the security of tenure in private landlord and state housing authority households.

Table 9.3: Proportion of renter households with various characteristics, by landlord type, 1999 (per cent)

	Private landlord	State housing authority
Had a fixed-term lease	47.6	5.9
Had a month-by-month lease	25.1	6.6
Had indefinite tenure	22.5	82.6
Satisfied with security of tenure	86.0	94.4
Satisfied with service provided by landlord	76.0	72.0
Change to household composition in previous year	33.6	14.5
Had lived in current dwelling for less than 1 year	47.7	15.9
Had lived in current dwelling for 5 years or more	12.4	51.7
Tenure of previous dwelling same as current dwelling	59.4	35.8

Source: ABS Australian Housing Survey 1999.

- Renters from a state housing authority had the most security of tenure, with 83% having indefinite tenure, compared to 23% of renters from a private landlord.
- The majority of renters were satisfied with their security of tenure (86% private landlord and 94% state housing authority).
- Whereas 52% of renters from state housing authorities had lived in their current dwelling for five years or more, only 12% of private renters had lived in their dwelling for that period of time.

The NATSISS collected information on the number of dwellings Indigenous people have lived in over the past 12 months. This data is presented by tenure type in Table 9.4.

Table 9.4: Number and proportion of Indigenous persons^(a) having lived in one, two, three or more dwellings over last 12 months, by tenure type, 2002

	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent-free/ other	Total
Number						
One dwelling	53,800	37,700	45,700	25,100	12,000	174,400
Two dwellings	10,100	11,000	11,500	19,800	4,100	56,500
Three or more dwellings	2,800	4,500	3,600	7,600	2,000 *	20,500
Total	66,700	53,200	60,800	52,500	18,100	251,400
Proportion (per cent)						
One dwelling	80.7	70.9	75.2	47.8	66.3	69.4
Two dwellings	15.1	20.7	18.9	37.7	22.7	22.5
Three or more dwellings	4.2	8.5	5.9	14.5	11.0 *	8.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

* Relative standard error between 25% and 50%. Estimate should be used with caution.

(a) Persons aged 18 and over.

Note: 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Rent-free/other' includes households renting from relatives, employers, caravan park owners/managers and other landlords not elsewhere classified as well as those living rent-free and those in rent-buy schemes.

Source: ABS 2002 NATSISS.

- Private renters were most likely to have moved (52%), with 38% having lived in two dwellings and 15% having lived in three dwellings or more in the previous 12 months. Some of this mobility may be an outcome of lack of security of tenure.
- Home owner/purchasers were least likely to have lived in two or more dwellings in the last 12 months (19%), followed by renters of Indigenous/mainstream community housing (25%).

Whether households have moved in the last one or five years, gives some indication of the security of tenure. This is shown for Indigenous private rental households and for Indigenous people living in private rental accommodation in Tables 9.5 and 9.6.

Table 9.5: Number and proportion of Indigenous private rental households living at a different address^(a), by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(b)
No. of households									
Living at different address from last year	6,103	1,367	6,160	1,658	861	798	219	577	17,746
Living at different address from 5 years ago	10,845	2,489	10,667	2,769	1,441	1,363	383	890	30,855
Total private rental households^(c)	14,135	3,296	13,643	3,481	1,787	1,704	458	1,087	39,604
Proportion of private rental households (per cent)									
Living at different address from last year	43.2	41.5	45.2	47.6	48.2	46.8	47.8	53.1	44.8
Living at different address from 5 years ago	76.7	75.5	78.2	79.5	80.6	80.0	83.6	81.9	77.9

(a) Households are considered to be at a different address if all residents changed address.

(b) Includes other territories.

(c) Includes households for which address one or five years ago was not stated or not applicable.

Source: ABS Census 2001.

- Across Australia, 17,746 (45%) Indigenous private rental households were living at a different address from one year ago and 30,855 (78%) were living at a different address from five years ago.
- Households in the Northern Territory were most likely to be living at a different address from last year, (53%), whereas households in the Australian Capital Territory were most likely to be living at a different address to five years ago (84%).

Table 9.6: Number and proportion of Indigenous private renters living at a different address, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. of people									
Living at different address from last year	13,051	2,563	14,453	4,130	1,720	1,619	420	1,406	39,362
Living at different address from 5 years ago	19,515	3,923	20,927	5,620	2,378	2,360	638	1,845	57,206
Total private renters^(a)	29,655	5,840	30,880	8,119	3,463	3,442	858	2,485	84,742
Proportion of private renters (per cent)									
Living at different address from last year	44.0	43.9	46.8	50.9	49.7	47.0	49.0	56.6	46.4
Living at different address from 5 years ago	65.8	67.2	67.8	69.2	68.7	68.6	74.4	74.2	67.5

(a) Includes persons for whom address one or five years ago was not stated or not applicable.

Source: ABS Census 2001.

- Of the 84,742 Indigenous private renters across Australia, 39,362 (46%) were living at a different address from one year ago and 57,206 (68%) were living at a different address from five years ago.
- The highest proportion of people who were living at a different address from one year ago was in the Northern territory (57%), followed by Western Australia (51%) and South Australia (50%).
- In the Australian Capital Territory and the Northern Territory, 74% of Indigenous people were living at a different address from five years ago.

9.5 Indigenous and non-Indigenous comparison

The length of time Indigenous households stayed in current dwellings, by tenure type compared to the total Australian population, is shown in tables 9.7 and 9.8 respectively.

Table 9.7: Proportion of Indigenous households, housing history of reference person, by tenure type, 1999 (per cent)

	Owners without mortgage	Owners with mortgage	Public renter ^(a)	Private renter	Total ^(b)
Years in current dwelling					
One or less	24.0 *	35.6	49.2	68.8	52.5
Two	18.3 **	13.5 *	9.5 *	12.0 *	12.1
Three	10.5 **	8.8 *	7.7 *	6.8 *	8.7
Four or more	47.2 *	42.0	33.6	12.4 *	26.6
Total	100.0 *	100.0	100.0	100.0	100.0
No. of times moved in the last 5 years					
None	45.5 *	33.0	23.2	10.7 *	20.6
Once	34.4 *	31.7	19.2 *	10.1 *	21.2
Twice	7.9 **	15.3 *	17.4 *	14.6 *	14.4
Three or more	8.7 **	16.0 *	38.5	60.9	40.7
Total ^(c)	100.0 *	100.0	100.0	100.0	100.0
Estimated no. of households	5,300 *	30,500	26,700	38,800	115,300

* Estimate has a relative standard error of 25% to 50%. These numbers should be used with caution.

** Estimate has a relative standard error greater than 50%. These numbers are too unreliable for general use.

(a) Includes Renter mainstream public housing/SOMIH and Renter Indigenous/community housing.

(b) Includes rent-free and other tenure types.

(c) Includes number of times not known.

Source: Australian Housing Survey 1999.

Table 9.8: Proportion of all households^(a), housing history of reference person, by tenure type, 1999 (per cent)

	Owners without mortgage	Owners with mortgage	Renter mainstream public housing/ SOMIH	Private renter	Total ^(b)
Years in current dwelling					
One or less	24.9	30.3	38.6	67.8	42.7
Two	11.1	14.7	12.9	12.2	13.0
Three	10.3	11.5	10.5	6.6	9.5
Four or more	53.7	43.4	38.0	13.3	34.8
Total	100.0	100.0	100.0	100.0	100.0
No. of times moved in the last 5 years					
None	44.1	33.5	29.1	8.7	26.7
Once	35.6	31.0	26.2	22.4	28.9
Twice	9.6	13.3	14.1	16.7	13.7
Three or more	9.1	20.3	28.9	49.4	28.7
Total^(c)	100.0	100.0	100.0	100.0	100.0

(a) Households that have lived in current dwelling less than nine years as indicated by reference person's length of time in current dwelling.

(b) Includes rent-free and other tenure types.

(c) Includes number of times not known.

Source: Australian Housing Survey 1999.

- Indigenous Australians (53%) were more likely than all Australians (43%) to have lived in their current dwelling for one year or less. While 35% of all Australians had lived in their current dwelling for four or more years, only 27% of Indigenous people had lived in their current dwelling for a period this long.
- Indigenous Australians (41%) were more likely to have moved three or more times in the last five years than all Australians (29%).

Table 9.9 compares the number of Indigenous and non-Indigenous private rental households who were living at a different address from 12 months ago. This is the group most affected by security of tenure.

Table 9.9: Number and proportion of private rental households living at a different address from 12 months ago^(a), by Indigenous status, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(b)
Number									
Indigenous									
Living at different address from last year	6,103	1,367	6,160	1,658	861	798	219	577	17,746
Total private rental households^(c)	14,135	3,296	13,643	3,481	1,787	1,704	458	1,087	39,604
Total households^(c)	48,311	11,536	39,473	17,276	8,595	7,238	1,591	10,644	144,731
Non-Indigenous									
Living at different address from last year	177,591	112,383	127,766	51,456	33,085	11,429	8,749	4,825	527,303
Total private rental households^(c)	463,130	294,637	294,710	117,406	83,774	26,804	19,367	9,593	1,309,480
Total households^(c)	2,153,280	1,628,931	1,218,726	634,607	550,511	165,437	108,002	43,968	6,504,135
Proportion of private rental households living at different address from last year (per cent)									
Indigenous	43.2	41.5	45.2	47.6	48.2	46.8	47.8	53.1	44.8
Non-Indigenous	38.3	38.1	43.4	43.8	39.5	42.6	45.2	50.3	40.3
Proportion of total households living at different address from last year (per cent)									
Indigenous	12.6	11.8	15.6	9.6	10.0	11.0	13.8	5.4	12.3
Non-Indigenous	8.2	6.9	10.5	8.1	6.0	6.9	8.1	11.0	8.1

(a) Households are considered to be at a different address if all residents changed address.

(b) Includes other territories.

(c) Includes households for which address one year ago was not stated or not applicable.

Source: ABS Census 2001.

- The proportion of Indigenous private rental households who were living at a different address from one year ago was higher (45%) than for non-Indigenous private rental households (40%). This trend was apparent in each of the jurisdictions.
- When the number of private rental households who were living at a different address from one year ago was expressed as a proportion of the total number of households, a higher proportion of Indigenous households had moved (12%), compared with non-Indigenous households (8%).

9.6 Data development issues and gaps

The NATSISS, Australian Housing Survey and Census data can be used to assess security of tenure, especially for those in the private rental market. The Census can also be used to count the number of people living in caravan parks. The information collected on security of tenure, particularly for those in the private rental market, can inform policy and programs for the delivery of better housing services to Indigenous people.

10. Emerging needs

10.1 Definition

This is not a dimension of current need. It is a measure of the extent of future housing need in the various dimensions already discussed: homelessness, overcrowding, affordability need, dwelling conditions and connection to services. In addition, the implications of security of tenure and the appropriateness of dwellings to emerging housing needs of Indigenous people need to be considered.

10.2 Ways to estimate emerging needs

For the first three of the above-mentioned five measures, homelessness, overcrowding and affordability, the rate of growth in the number of households based on the growth in the total population is central to any assessment of future housing needs. For the remaining two measures, dwelling conditions and connection to essential services, the life cycle of existing housing stock is important to assess.

The extent of future need will be influenced by current policies and programs but is likely to be affected by the different assumptions regarding expected changes to current dimensions of housing needs.

10.3 Data sources

ABS Census data

ABS Indigenous population projections are the main data source for estimating population growth. The projections are for persons by age group and sex. Projections of the number of Indigenous households by different geographic categories would help in the estimation of emerging need for the affordability and overcrowding measures. An estimate of the growth in new housing stock and the life cycle of existing and new dwellings would help in estimating the measures related to dwelling conditions.

10.4 Estimate of population growth

Table 10.1 shows the projected numbers of the Indigenous and non-Indigenous populations up to 2009 based on the 2001 Census estimates.

Table 10.1: Estimated population numbers by state and territory, by Indigenous status, 2001–2009

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
Indigenous									
2001	134,888	27,846	125,910	65,931	25,544	17,384	3,909	56,875	458,520
2002	137,061	28,435	128,606	67,162	26,046	17,614	4,008	57,758	466,925
2003	139,280	29,050	131,302	68,403	26,551	17,848	4,107	58,634	475,412
2004	141,533	29,683	134,013	69,665	27,060	18,087	4,204	59,508	483,992
2005	143,824	30,329	136,754	70,945	27,578	18,333	4,300	60,373	492,677
2006	146,159	30,988	139,527	72,243	28,105	18,586	4,396	61,232	501,479
2007	148,542	31,660	142,333	73,563	28,641	18,846	4,490	62,085	510,405
2008	150,971	32,345	145,174	74,903	29,185	19,115	4,586	62,932	519,459
2009	153,454	33,045	148,055	76,264	29,736	19,387	4,680	63,775	528,645
Non-Indigenous									
2001	6,440,329	4,776,880	3,503,036	1,835,228	1,486,184	454,411	315,408	140,893	18,954,720
2002	6,503,294	4,844,103	3,578,569	1,860,160	1,494,196	455,111	317,811	140,255	19,195,856
2003	6,563,543	4,906,083	3,658,872	1,886,648	1,501,103	456,439	320,621	140,108	19,435,794
2004	6,627,521	4,962,857	3,735,378	1,914,491	1,507,161	457,164	323,364	140,867	19,671,199
2005	6,694,526	5,013,840	3,806,444	1,943,480	1,512,801	457,774	326,028	142,557	19,899,864
2006	6,759,779	5,063,683	3,877,476	1,971,999	1,518,101	458,277	328,624	144,213	20,124,583
2007	6,824,439	5,112,960	3,948,280	2,000,348	1,523,147	458,669	331,173	145,856	20,347,320
2008	6,888,493	5,161,675	4,018,846	2,028,536	1,527,950	458,953	333,671	147,485	20,568,073
2009	6,951,941	5,209,849	4,089,164	2,056,555	1,532,521	459,139	336,123	149,100	20,786,874

(a) Includes other territories.

Sources: Experimental estimates and projections, Aboriginal and Torres Strait Islander Australians (ABS 2004); Australian Demographic Statistics Catalogue (ABS); Population Projections 2002 to 2101 (ABS 2003b).

The growth of the Indigenous population between 2001 and 2009 by jurisdiction is shown in Table 10.2.

Table 10.2: Estimated percentage change^(a) in population numbers by state and territory, by Indigenous status, 2001–2009 (per cent)

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(b)
Indigenous	13.8	18.7	17.6	15.7	16.4	11.5	19.7	12.1	15.3
Non-Indigenous	7.9	9.1	16.7	12.1	3.1	1.0	6.6	5.8	9.7

(a) Percentage change was calculated as the population in 2009 minus the population in 2001 as a proportion of the population in 2001.

(b) Includes other territories.

Sources: Experimental estimates and projections, Aboriginal and Torres Strait Islander Australians (ABS 2004); Australian Demographic Statistics Catalogue (ABS); Population Projections 2002 to 2101 (ABS 2003b).

- It is estimated that the Indigenous population will increase in all the states and territories. The absolute rise in population numbers is expected to be highest for Queensland (22,145), followed by New South Wales (18,566).
- It is predicted that the percentage increase in the Indigenous population from 2001 to 2009 will be greatest in the Australian Capital Territory (20%), followed by Victoria (19%).
- In all jurisdictions, the Indigenous population is expected to rise by a higher percentage than the non-Indigenous population.

The Indigenous population is a growing population. The high fertility rate and the young age profile of the current and projected Indigenous population indicates a high growth rate, which means that the current demand on housing is likely to increase in the future.

Table 10.3: Indigenous population, by ATSI region, 2001

ATSI Region	Indigenous population	Indigenous people in the region as a per cent of the total Indigenous population^(a)	Total population	Indigenous people in the region as a per cent of the total population^(b)
Queanbeyan	10,951	2.7	600,321	1.8
Bourke	7,298	1.8	51,969	14.0
Coffs Harbour	32,122	7.8	1,295,520	2.5
Sydney	37,557	9.2	3,921,836	1.0
Tamworth	12,690	3.1	195,170	6.5
Wagga Wagga	20,966	5.1	514,274	4.1
Wangaratta	11,890	2.9	2,666,184	0.4
Ballarat	12,689	3.1	1,959,542	0.6
Brisbane	34,809	8.5	2,293,492	1.5
Cairns	16,515	4.0	181,138	9.1
Mount Isa	7,147	1.7	30,390	23.5
Cooktown	6,224	1.5	12,432	50.1
Rockhampton	12,679	3.1	362,463	3.5
Roma	10,568	2.6	284,580	3.7
Torres Strait Area	6,214	1.5	8,093	76.8
Townsville	16,248	4.0	309,352	5.3
Perth	20,506	5.0	1,394,398	1.5
Broome	4,024	1.0	12,301	32.7
Kununurra	4,597	1.1	9,831	46.8
Warburton	2,760	0.7	7,229	38.2
Narrogin	6,960	1.7	237,679	2.9
South Headland	4,662	1.1	32,792	14.2
Derby	4,618	1.1	8,208	56.3
Kalgoorlie	3,317	0.8	48,088	6.9
Geraldton	5,516	1.3	54,310	10.2
Adelaide	14,520	3.5	1,344,149	1.1
Ceduna	1,890	0.5	332,720	5.8
Port Augusta	6,280	1.5	77,877	8.1
Hobart	15,609	3.8	454,347	3.4

(continued)

Table 10.3 (continued): Indigenous population, by ATSIC region, 2001

ATSIC Region	Indigenous population	Indigenous people in the region as a per cent of the total Indigenous population ^(a)	Total population	Indigenous people in the region as a per cent of the total population ^(b)
Alice Springs	4,673	1.1	25,482	18.3
Jabiru	8,583	2.1	11,401	75.3
Katherine	7,791	1.9	16,260	47.9
Apatula	7,975	1.9	10,621	75.1
Nhulunbuy	7,925	1.9	12,739	62.2
Tennant Creek	3,186	0.8	5,445	58.5
Darwin	9,691	2.4	101,163	9.6
Usual residence inadequately described	8,087	2.0	180,941	4.5
Australia^(c)	410,003	100.0	18,769,249	2.2

(a) The Indigenous population in each ATSIC region expressed as a percentage of the total Indigenous population.

(b) The Indigenous population in each ATSIC region expressed as a percentage of the total population in the relevant ATSIC region.

(c) Includes Cocos (Keeling) Islands and Christmas Island.

Source: ABS Census 2001 (ABS 2002b).

- The distribution of the Indigenous population varied across ATSIC regions. The highest proportion of the total Indigenous population lived in Sydney (9%), followed by Brisbane (9%), Coffs Harbour (8%), Wagga Wagga (5%) and Perth (5%).
- Within ATSIC regions the proportion of the population who were Indigenous was highest in the Torres Strait Area (77%), followed by Jabiru (75%), Apatula (75%), Nhulunbuy (62%), Tennant Creek (59%), Derby (56%), Cooktown (50%), Katherine (48%), Kununurra (47%), Warburton (38%) and Broome (33%).

10.5 Data development issues and gaps

The population projections could be used to estimate the number of dwellings required in the future, by using trends in the change in household size over time, for Indigenous and non-Indigenous people in each jurisdiction and by remoteness categories. In Census data, the number of households is equal to the number of occupied dwellings, since one Census form is completed by each household from which dwelling information is obtained. Based on Census data, the average Australian household size has decreased from 2.632 in 1997 to 2.589 in 2001 (ABS 2005). If this trend continues, the demand for housing would be expected to increase in the future.

11. Summary and conclusions

11.1 Data sources and issues

The purpose of this report has been to assess, using a multi-measure needs model:

- the extent of Indigenous housing needs using administrative data
- the feasibility of including another three dimensions in the needs model.

Resource allocation at the state and regional level has been decided using a multi-measure needs model, based on a number of dimensions. This technique has also been used for regional planning and program delivery, as well as for tracking changes in housing needs. The measures that jurisdictions select depend on their particular circumstances of housing need. The object of the approach is to combine a number of dimensions of housing need into a single measure. This single measure is then used to allocate resources.

However, using a multi-measure model to decide on resource allocation is not straightforward. One serious obstacle is that the different dimensions of need use different 'units' of measurement. For example, homelessness is derived from counts of people; overcrowding and affordability from counts of households; and dwelling condition and connection to services from counts of dwellings. These are then converted to a single measure in order to assess the extent of need across all dimensions.

For example, the Northern Territory uses 'bedroom need' as the single measure, based on measures of overcrowding, homelessness and stock condition. Overcrowding and homelessness count the number of additional bedrooms needed (against a standard of 1.8 persons per bedroom) and the number of temporary or improvised bedrooms that need to be replaced. Stock condition counts the number of existing bedrooms that need to be replaced or repaired due to poor condition.

Neutze, Sanders & Jones (2000) used three dimensions of housing need (homelessness, overcrowding and affordability). They concluded that the only way to make the needs measures comparable was to express all three component measures of need in terms of the cost required to overcome the housing needs (Neutze, Sanders & Jones 2000:8). The costs included annual costs for the affordability dimension and annualised capital costs for the homelessness and overcrowding dimension.

Another problem is that the component measures of need are not independent of each other. For example, it is likely that a high proportion of *dwellings* that need major repair or replacement are lived in by *households* that are overcrowded. Such a lack of independence in the data makes it difficult to arrive at a composite estimate of need that can be readily interpreted. The NATSISS and CHINS surveys show that overcrowding and poor dwelling condition are highest in ICH. ICH is the housing sector with the highest proportion of dwellings in need of repair or replacement and the highest proportion of households that are overcrowded.

The approach here has been to investigate each dimension of need separately by housing tenure rather than to restrict the analysis to the social housing programs only. This allows a more comprehensive picture of need to emerge. Comparisons between Indigenous and non-

Indigenous Australians have been included so that the extent of disparity in housing outcomes can be judged.

Table 11.1 summarises the data sources by housing tenure for each dimension of need. It also shows the frequency of each data collection. Administrative data on the first five endorsed dimensions come from different data collections. These include: the CSHA for public and community housing and SOMIH; the NRF for Indigenous Community Housing; and the CRA data from Centrelink, which administers the income support payments.

Of the five endorsed dimensions – homelessness, overcrowding, affordability, dwelling condition and connection to essential services – four could be drawn from administrative data sources for the social housing programs. The estimation of homelessness relies on both administrative data (SAAP) and the Census. Data for some of the dimensions of need across all tenure types are also available from the Census and/or the NATSISS, which are conducted every five and six years respectively.

Table 11.1: Sources of data for each dimension of need, by housing tenure types

Dimension	Home owner/ purchasers	Private renters	Public renters	SOMIH	ICH	Frequency
1. Homelessness	..	..	..	..	..	Census 5-yearly SAAP annual
2. Overcrowding	Census NATSISS	Census NATSISS	Census ^(a) NATSISS ^(a) CSHA admin.	Census ^(a) NATSISS ^(a) CSHA admin.	Census ^(b) NATSISS ^(b) NRF admin.*	Census 5-yearly NATSISS 6-yearly Admin. annual
3. Affordability	Census NATSISS	Census NATSISS CRA admin.	Census ^(a) NATSISS ^(a) CSHA admin.	Census ^(a) NATSISS ^(a) CSHA admin.	NATSISS ^(b) NRF admin.*	Census 5-yearly NATSISS 6-yearly Admin. annual
4. Repairs or replacement	NATSISS	NATSISS	NATSISS ^(a) CSHA admin.*	NATSISS ^(a) NRF admin.*	CHINS NRF admin.* NATSISS ^(b)	CHINS 5-yearly Admin. annual NATSISS 6-yearly
5. Connection to services	..	..	..	..	CHINS NRF admin.	CHINS 5-yearly Admin. annual
6. <i>Appropriateness</i> ^(c)	..	..	<i>NSHS</i>	<i>NSHS</i>	<i>NSHS</i>	<i>NSHS 2-yearly</i>
7. <i>Security of tenure</i> ^(d)	..	<i>NATSISS</i>	..	..	..	<i>NATSISS 6-yearly</i>

* Data require further development.

(a) Renters of public housing and SOMIH are not identified separately in the Census or NATSISS.

(b) Renters of Indigenous and mainstream community housing are not identified separately in the Census or NATSISS.

(c) Mainly refers to social housing tenants.

(d) Mainly refers to private renters.

Notes

1. Dark grey shaded areas are indicative of tenure types where the dimension of need is most problematic.

2. Italics is used for dimensions of need that are not to be used for resource allocation.

Homelessness

Estimation of the number of homeless people requires data from the SAAP collection (available annually) and Census data (available every five years) to be combined. While not all homeless people access SAAP services, the SAAP data is a useful collection to understand the pathway to homelessness, those at risk of homelessness and unmet needs among homeless people. But Census data must be used to fully measure homelessness.

Overcrowding

Administrative data on overcrowding are currently collected for public housing and SOMIH but only a few jurisdictions can provide this for the ICH sector. In view of the extent of overcrowding in the ICH sector, this is a priority area for data development to support the NRF. Information on overcrowding in privately rented accommodation can be obtained only from the Census and special surveys.

Affordability

Administrative data on affordability are currently collected for public housing and SOMIH housing, but not for the ICH sector, where affordability is not a major problem. The CRA component of the FaCS Housing Data Set provides administrative data for those in the private rental market where affordability is a major problem.

Dwelling conditions

Currently there is no national administrative data on dwelling condition for any of the social housing programs, as national definitions are yet to be developed. This is currently being progressed jointly with the National Housing Agreement Data Management and NIHIIC through the National Data Development Committee. There is also a need for alignment between the national definitions relating to dwelling condition (under development) and information currently collected on structural problems of dwellings through the NATSISS. The administrative data will not include the condition of privately owned or rented dwellings, which will only be available from special purpose surveys such as the NATSISS.

Connection to services

This measure is only applicable to ICH. Information on connection to services is currently collected – based on definitions adapted from the CHINS – as part of the NRF administrative data collection. These definitions need to be refined because they currently overestimate the level of connection to services.

Appropriateness

Appropriateness of housing is not measured in any administrative data collection. This measure is applicable mainly in the social housing programs. Data to assess this dimension will be captured through the National Social Housing Surveys conducted for SOMIH in 2005 and proposed for ICH in 2006–07. These surveys are repeated every two years. At present, data collected on this dimension of need will not be used for resource allocation in a multi-

measure needs model but this information will be important to inform policy and assist in the delivery of better housing services to Indigenous peoples.

Security of tenure

Insecurity of tenure is mainly a problem for those in the private rental market and those living in caravan parks. Currently, Census data can be used to capture the numbers of people living in caravan parks and those living in private rentals who moved one and five years ago. While the NATSISS currently collect information on mobility, which can be used to assess the situation of those in the private rental market, this information is currently collected at the person level. Additional information on security of tenure at the household level can be captured through the NATSISS, using similar questions to those asked in the 1999 Australian Housing Survey. Data collected on this dimension of need will be important to inform policy and assist in the delivery of better housing services to Indigenous peoples.

Emerging need

This is an assessment of future housing needs using the five endorsed dimensions based on projected growth in the Indigenous population. Work could be carried out to assess the extent of future housing need based on existing tenure types and projected population growth. Estimation of the extent of future need is an important part of planning for future housing demand.

Summary

In summary, administrative data sources are currently available for three out of the five endorsed dimensions of need. The remaining two dimensions – appropriateness and security of tenure cannot yet be used to measure housing needs. Data collected on these two dimensions of need will be important to inform policy and assist in the delivery of better housing services to Indigenous peoples.

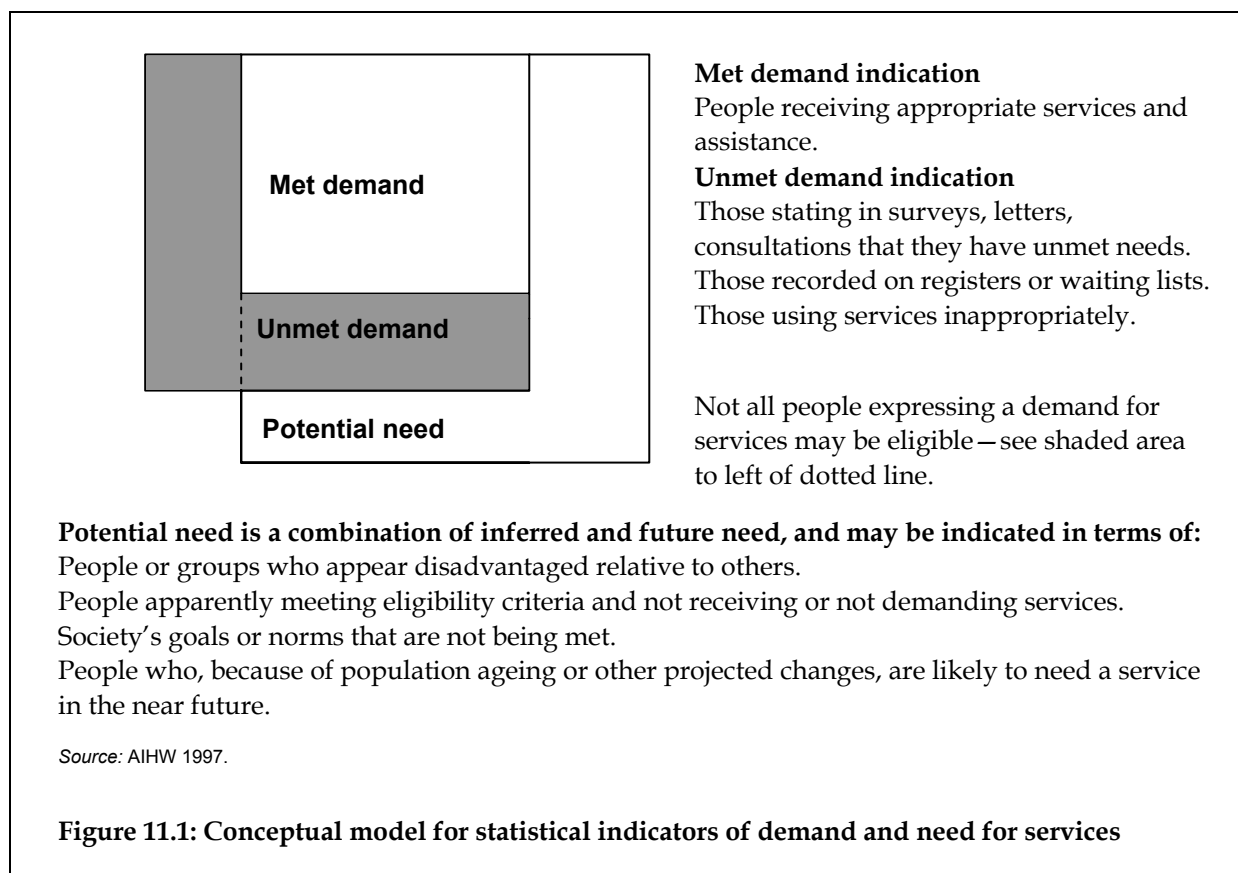
There is a need for coordinated administrative data development efforts for some of the dimensions and a greater focus on data development efforts to accurately capture dwelling conditions and overcrowding in the ICH sector. In addition, national surveys should be adjusted to capture appropriateness and security of tenure by those tenures to which these dimensions are applicable.

It is therefore important that administrative data sets are developed that are based on unit records, where the household is the unit of measurement. In this way the association between the various measures would be better understood, and households with multiple housing needs could be identified and given priority.

11.2 The extent of Indigenous housing need

One way to assess Indigenous housing needs would be to estimate unmet housing need. The AIHW has developed a conceptual framework to assess the need and demand for services or assistance that has been applied across a number of areas, including disability services (AIHW 1997). This model, which is illustrated in Figure 11.1, shows the relationship between

met demand, unmet demand and potential need, and suggests approaches to the statistical indicators of each of these.



Met demand would be those people already in some form of housing services or housing assistance, or those who do not require services, such as homeowners. However, some people receiving housing services may be receiving an inadequate level of service or an inappropriate service.

Unmet demand is indicated by numbers expressing a need or desire for a service, but not receiving the service, or receiving an inadequate or an inappropriate service. Not all of this group would be eligible for housing services, and this group is represented in the shaded area to the left of the dotted line in Figure 11.1. This would include homeless people not receiving a service, those in overcrowded dwellings, those in dwellings of poor condition or those in dwellings not connected to essential services. It would include those in affordability need because they are receiving an inadequate level of assistance. In addition, those in inappropriate dwellings or those with insecure tenure could be regarded as either not receiving a service or receiving an inappropriate service.

The term **potential need** incorporates two elements:

- a level of need inferred by comparing the characteristics of people receiving services or demanding services with those apparently in similar circumstances but not demanding services
- the prediction of those who in the near future may need a service.

This category would include emerging need and those who are in need in terms of their economic situation but who are not demanding and therefore not receiving these services.

Because of the limitations of the data sources used to assess the extent of need, the approach taken here is to assess the extent of unmet need but not that of potential need.

Below is a summary of the most important findings by state and territory for each dimension of need, and a comparative assessment of the disparities between Indigenous and non-Indigenous Australians in relation to housing needs. Comparative data, however, is only available for three of the five dimensions of need – homelessness, overcrowding and affordability. There are no comparative data for dwelling condition or connection to services, as these measures are only available for ICH (and are mainly applicable only to the ICH).

For each measure of need, findings are summarised at the jurisdiction level and, where possible, by tenure type within jurisdictions. Where housing need is described by type of tenure for each jurisdiction, only the 2001 Census data and the 2001 CHINS data can be used. This is because NATSISS is a national sample survey, and it is not possible to produce numbers for overcrowding and affordability by tenure type at the jurisdiction level. In addition, the NATSISS data on dwellings with structural problems do not give any indication of whether these problems are serious enough to warrant major repair or require replacement (the definition used in the multi-measure needs model). The findings outlined here are summarised in Tables 11.2 and 11.3.

Homelessness

The most recent information is from the SAAP and the 2001 National Census. The largest number of people classed as homeless were in Queensland (almost 2,000), with a further 1,864 in the Northern Territory, 1,376 in New South Wales and 1,054 in Western Australia. In the Northern Territory, 3% of the Indigenous populations were homeless, but homeless people were 2% or less of the Indigenous populations in all other jurisdictions.

In all jurisdictions, the rate of homelessness was significantly higher in the Indigenous population than in the non-Indigenous population. The disparity was highest in Victoria, where the rate of Indigenous homelessness was 5.1 times that of non-Indigenous homelessness, and in South Australia, where the rate of Indigenous homelessness was 4.7 times as high. The differences between Indigenous and non-Indigenous homelessness rates were lowest in the Northern Territory, where the rate ratio was 1.3.

Overcrowding

In 2001, 10% of Indigenous households were considered overcrowded using the Proxy Occupancy Standard. Census data showed overcrowding to be proportionately higher in the Northern Territory (3,160 or 32% of Indigenous households) than elsewhere. In Queensland (3,740, 10%), New South Wales (2,810, 6%) and Western Australia (2,110, 13%) the proportions of households that were overcrowded were lower, but the number of overcrowded households remained significant. The numbers were high in jurisdictions with a significant proportion of their social housing in the form of ICH (where overcrowding is highest).

In New South Wales, the number of overcrowded households was highest in private and other rental households, whereas in Victoria overcrowding was highest in home owner/purchaser households. Overcrowding was highest in Indigenous/community rental households in Queensland, Western Australia, South Australia and the Northern Territory.

Rates of overcrowding were also significantly higher for Indigenous households compared with non-Indigenous households. The rate ratio was highest in the Northern Territory, where the rate of overcrowded Indigenous households was 17 times the rate for non-Indigenous households, and Western Australia, where the rate for Indigenous households was 15 times higher. The rate ratio was lowest in New South Wales, where the rate for Indigenous households was three times the rate for non-Indigenous households.

Affordability

The 2001 Census shows that more than 14,900 out of 22,484, or 66%, of Indigenous Australian privately renting households, in the bottom 40% of all Australian gross household incomes, were paying more than 25% of total household income in rent. Affordability need is highest for private renters which make up around one-half (48%) of low income Indigenous households. Over two-thirds of these (72%) were in New South Wales and the Australian Capital Territory and Queensland, 9% in Western Australia, and 7% in Victoria, while less than 5% were in the remaining jurisdictions.

According to the 2002 CRA data, around 20,000 Indigenous 'income units' are receiving Commonwealth Rent Assistance. However, this data is not directly comparable to those collected at the household level.

For the private rental market, in all jurisdictions the proportion of Indigenous people in affordability need was lower than for the non-Indigenous population. The difference was greatest in Western Australia, where 64% of Indigenous people were in affordability need compared to 78% of the non-Indigenous population.

Condition of dwellings

More than one-third, or 58,100, of the permanent houses accommodating all Australian Indigenous households have structural problems. Most of these houses are in New South Wales, Queensland and Western Australia. However, in the Northern Territory, the proportion of houses with structural problems was 44% of all houses occupied by Indigenous people. In the other jurisdictions, this proportion ranged from 33% to 38%. Dwelling condition is not good across all tenure types, and not just in the ICH sector, although, based on the CHINS data, ICH is likely to be in significantly worse condition. The CHINS, however, is the only source of data on dwellings in need of repair or replacement. In 2001, 5,814 dwellings were in need of major repair or replacement. Most of these (79%) were in Queensland (1,816, 31%), the Northern Territory (1,692, 29%) and Western Australia (1,063, 18%).

Based on the NATSISS, rental dwellings are the most likely to have structural problems, with 55% of ICH dwellings, 42% of state/territory rental dwellings and 34% of privately rented dwellings being affected. The proportion of other dwellings (32%) and home owner/purchaser dwellings (22%) with structural problems is also high.

Connection to services

The number of houses occupied by Indigenous people that were not connected to essential services was relatively low: 147 not connected to water; 257 not connected to electricity; and 301 not connected to sewerage. In total, these houses were less than 2% of all houses occupied by Indigenous households. Most of these houses were in the Northern Territory.

According to the NATSISS, the highest proportion of dwellings not connected to working sewerage facilities were 'other tenure types' (5%), followed by ICH dwellings (3%). In all other tenure types, less than 1% of dwellings were not connected to sewerage facilities.

Summary

In summary, a significant level of housing need has been demonstrated using a multi-measure needs model, in particular, overcrowding and poor dwelling conditions. The report also shows that great disparities exist between Indigenous and non-Indigenous households in relation to many housing outcomes for which comparable data are available.

Table 11.2: Multi-measure needs model: national summary by state and territory

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Indigenous homeless people	1,376	564	1,918	1,054	544	151	55	1,864	7,526
Overcrowded Indigenous households	2,810	580	3,740	2,110	690	220	60	3,160	13,380
Indigenous households in affordability need ^(b)	5,479 ^(a)	1,102	5,296	1,304	736	658	^(a)	325	14,900
Dwelling in need of repair or replacement	833 ^(a)	80	1,816	1,063	296	34	^(a)	1,692	5,814
Dwellings not connected to essential services									
Water	—	—	18	20	7	—	—	102	147
Electricity	—	—	10	30	22	—	—	195	257
Sewerage	—	—	9	31	—	—	—	261	301
	Proportion (per cent)								
Indigenous homeless people	1.1	2.2	1.6	1.7	2.3	0.9	1.5	3.4	1.8
Overcrowded Indigenous households	5.9	5.1	9.8	12.6	8.2	3.1	4.1	32.4	9.5
Indigenous households in affordability need ^(b)	68.9 ^(a)	67.6	64.5	63.5	67.9	57.7	^(a)	79.1	66.3
Dwelling in need of repair or replacement	20.4 ^(a)	19.2	32.0	32.5	29.5	28.8	^(a)	25.2	27.3
Dwellings not connected to essential services									
Water	—	—	0.4	0.7	0.7	—	—	1.4	0.9
Electricity	—	—	0.2	1.0	2.1	—	—	2.7	1.5
Sewerage	—	—	0.2	1.0	—	—	—	3.6	1.8

(a) Data for ACT and NSW were combined.

(b) Includes private rental households within the bottom 40% of equivalised gross household income, based on national quintile boundaries from the 2002 GSS, paying more than 25% of their incomes in rent. Private renter is restricted to dwellings where landlord is defined as 'real estate agent' or 'private landlord not present in the dwelling'.

Sources: Chamberlain & MacKenzie 2003, 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h; 2001 Census; 2001 CHINS (ABS 2002a).

Table 11.3: Number of Indigenous dwellings, households or people, by each dimension of need, state and territory, by tenure type, 2001

Dimension of need	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent free/ other	Total
New South Wales						
Homeless people	..	..	..	..	..	1,376
Overcrowded households	810	660	380	890 ^(a)	n.p.	2,810
Households in affordability need	1,830	3,036	744	5,479	435	11,524
Dwellings needing repair or replacement	No data	No data	833	No data	No data	833
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—
Victoria						
Homeless people	..	..	..	..	..	564
Overcrowded households	190	160	30	180 ^(a)	n.p.	580
Households in affordability need	473	770	85	1,102	110	2,540
Dwellings needing repair or replacement	No data	No data	80	No data	No data	80
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—
Queensland						
Homeless people	..	..	..	..	..	1,918
Overcrowded households	580	690	1,260	1,110 ^(a)	n.p.	3,740
Households in affordability need	1,209	1,370	762	5,296	412	9,049
Dwellings needing repair or replacement	No data	No data	1,816	No data	No data	1,816
Dwellings not connected to:						
Water	..	..	18	..	..	18
Electricity	..	..	10	..	..	10
Sewerage	..	..	9	..	..	9

(continued)

Table 11.3 (continued): Number of Indigenous households by each dimension of need by tenure type, 2001

Dimension of need	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent free/other	Total
Western Australia						
Homeless people	..	..	..	..	..	1,054
Overcrowded households	250	630	870	270 ^(a)	n.p.	2,110
Households in affordability need	655	1,311	245	1,304	125	3,640
Dwellings needing repair or replacement	No data	No data	1,063	No data	No data	1,063
Dwellings not connected to:						
Water	..	..	20	..	..	20
Electricity	..	..	30	..	..	30
Sewerage	..	..	31	..	..	31
South Australia						
Homeless people	..	..	..	..	..	544
Overcrowded households	110	210	240	110 ^(a)	n.p.	690
Households in affordability need	306	713	87	736	93	1,935
Dwellings needing repair or replacement	No data	No data	296	No data	No data	296
Dwellings not connected to:						
Water	..	..	7	..	..	7
Electricity	..	..	22	..	..	22
Sewerage	..	..	—	..	..	—
Tasmania						
Homeless people	..	..	..	..	..	151
Overcrowded households	100	50	—	60 ^(a)	n.p.	220
Households in affordability need	404	261	9	658	34	1,366
Dwellings needing repair or replacement	No data	No data	34	No data	No data	34
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—

(continued)

Table 11.3 (continued): Number of Indigenous households by each dimension of need by tenure type, 2001

Dimension of need	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent free/ other	Total
Australian Capital Territory						
Homeless people	..	..	..	..	..	55
Overcrowded households	20	30	—	20 ^(a)	n.p.	60
Households in affordability need	(b)	(b)	(b)	(b)	(b)	(b)
Dwellings needing repair or replacement	No data	No data	(b)	No data	No data	(b)
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—
Northern Territory						
Homeless people	..	..	..	..	..	1,864
Overcrowded households	110	240	2,530	190 ^(a)	n.p.	3,160
Households in affordability need	164	429	223	325	60	1,269
Dwellings needing repair or replacement	No data	No data	1,692	No data	No data	1,692
Dwellings not connected to:						
Water	..	..	102	..	..	102
Electricity	..	..	195	..	..	195
Sewerage	..	..	261	..	..	261
Australia						
Homeless people	..	..	..	..	..	7,526
Overcrowded households	2,160	2,660	5,320	2,840 ^(a)	n.p.	13,380
Households in affordability need	5,041	7,890	2,155	14,900	1,269	31,255
Dwellings needing repair or replacement	No data	No data	5,814	No data	No data	5,814
Dwellings not connected to:						
Water	..	..	147	..	..	147
Electricity	..	..	257	..	..	257
Sewerage	..	..	301	..	..	301

n.p. Not published.

(a) Includes 'other renters'.

(b) Data for the Australian Capital Territory are included with New South Wales.

Sources: Chamberlain & MacKenzie 2003, 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h; 2001 Census; 2001 CHINS (ABS 2002a).

References

- ABS (Australian Bureau of Statistics). Australian demographic statistics. Cat. No. 3101.0. Canberra: ABS.
- ABS 2001. ABS views on remoteness 2001. Cat. No. 1244.0. Canberra: ABS.
- ABS 2002a. Housing and infrastructure in Aboriginal and Torres Strait Islander communities. Cat. No. 4710.0. Canberra: ABS.
- ABS 2002b. Population distribution, Aboriginal and Torres Strait Islander Australians 2001. Cat. No. 4705.0. Canberra: ABS.
- ABS 2003a. ASCG remoteness classification: purpose and use. Census paper 03/01. Canberra: ABS.
- ABS 2003b. Population projections, Australia 2002 to 2101. Cat. No. 3222.0. Canberra: ABS.
- ABS 2004. Experimental estimates and projections, Aboriginal and Torres Strait Islander Australians. Cat. No. 3238.0. Canberra: ABS.
- ABS 2005. Australian demographic statistics. December quarter 2004. Cat. No. 3101.0. Canberra: ABS.
- ABS & AIHW (Australian Institute of Health and Welfare) 2005. The health and welfare of Australia's Aboriginal and Torres Strait Islander peoples 2005. Canberra: ABS & AIHW.
- AHURI (Australian Housing and Urban Research Institute) 2004. Measuring housing affordability. Research and Policy Bulletin 45.
- AIHW (Australian Institute of Health and Welfare) 1997. Demand for disability support services in Australia: size cost and growth. Cat. No. DIS 8. Canberra: AIHW.
- AIHW 2003. Australia's welfare 2003. Cat. No. AUS 41. Canberra: AIHW.
- AIHW 2004a. Commonwealth rent assistance, June 2002. A profile of recipients. Bulletin no. 14. Cat. No. AUS 45. Canberra: AIHW.
- AIHW 2004b. Demand for SAAP assistance by homeless people 2002–03: a report from the SAAP National Data Collection. Cat. No. HOU 110. Canberra: AIHW.
- ATSIS (Aboriginal and Torres Strait Islander Services) 2003. Multi measure modelling of Indigenous housing need. Report to HMAc. Brisbane: Standing Committee on Indigenous Housing.
- Chamberlain C & MacKenzie D 2003. Australian Census analytic program. Counting the homeless. Canberra: ABS.
- Chamberlain C & MacKenzie D 2004a. Counting the homeless 2001: Australian Capital Territory. Melbourne: Swinburne & RMIT.
- Chamberlain C & MacKenzie D 2004b. Counting the homeless 2001: New South Wales. Melbourne: Swinburne & RMIT.
- Chamberlain C & MacKenzie D 2004c. Counting the homeless 2001: Northern Territory. Melbourne: Swinburne & RMIT.
- Chamberlain C & MacKenzie D 2004d. Counting the homeless 2001: Queensland. Melbourne: Swinburne & RMIT.
- Chamberlain C & MacKenzie D 2004e. Counting the homeless 2001: South Australia. Melbourne: Swinburne & RMIT.

Chamberlain C & MacKenzie D 2004f. Counting the homeless 2001: Tasmania. Melbourne: Swinburne & RMIT.

Chamberlain C & MacKenzie D 2004g. Counting the homeless 2001: Victoria. Melbourne: Swinburne & RMIT.

Chamberlain C & MacKenzie D 2004h. Counting the homeless 2001: Western Australia. Melbourne: Swinburne & RMIT.

FaCS (Australian Government Department of Family and Community Services) 1999. National evaluation of the supported accommodation assistance program (SAAP 111). Canberra: FaCS.

HMC (Housing Ministers' Conference) 2001. Australian housing ministers' ten year statement of new directions in Indigenous housing: building a better future: Indigenous housing to 2010.

Keys Young 1998. Homelessness in the Aboriginal and Torres Strait Islander context and its possible implications for the Supported Accommodation Assistance Program (SAAP). Sydney: FaCS.

Memmott P 2002. Responses to Indigenous people living in public places. Parity 15(1):11-13.

Neutze M, Sanders W & Jones R 2000. Estimating Indigenous housing need for public funding allocation: a multi-measure approach. Technical report discussion paper no. 197. Canberra: Centre for Aboriginal Economic Policy Research, The Australian National University.

SCIH (Standing Committee on Indigenous Housing) 2004. Multi-measure modelling of Indigenous housing need. Brisbane: SCIH.

SCRGSP (Steering Committee for the Report on Government Services Provision) 2005. Report on Government Services 2005. Canberra: Productivity Commission.

Statistics New Zealand 2003. Housing statistics strategy. Wellington: Statistics New Zealand Te Tari Tatau. Viewed 1 June 2005, <<http://www2.stats.govt.nz/default.htm>>.

Waters A 2001. Do housing conditions impact on health inequalities between Australia's rich and poor? A positioning paper for AHURI. Viewed 1 June 2005, <<http://www.ahuri.edu.au/general/content/index.cfm>>.

Appendix 1 Data for the five endorsed dimensions of Indigenous housing need

Table A1: Multi-measure needs model summary, by state and territory, by tenure type

Dimension of need	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Homeless Indigenous people^(a)									
No conventional accommodation	227	62	486	442	162	16	5	1,257	2,657
SAAP	391	260	395	210	158	27	28	97	1,566
Friends/relatives	518	127	406	249	171	91	16	82	1,660
Boarding house	240	115	631	153	53	17	6	428	1,643
Total	1,376	564	1,918	1,054	544	151	55	1,864	7,526
Overcrowded Indigenous households									
Home owner/ purchaser	810	190	580	250	110	100	20	110	2,160
Renter mainstream public housing/SOMIH	660	160	690	630	210	50	30	240	2,660
Renter Indigenous/ mainstream community housing	380	30	1,260	870	240	—	—	2,530	5,320
Private and other renter	890	180	1,110	270	110	60	20	190	2,840
Total	2,810	580	3,740	2,110	690	220	60	3,160	13,380

(continued)

Table A1 (continued): Multi-measure needs model summary, by state and territory, by tenure type

Dimension of need	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Indigenous dwellings with households in affordability need ^(c)									
Home owner/ purchaser	1,830 ^(b)	473	1,209	655	306	404	^(b)	164	5,041
Renter mainstream public housing/SOMIH	3,036 ^(b)	770	1,370	1,311	713	261	^(b)	429	7,890
Renter Indigenous/ mainstream community housing	744 ^(b)	85	762	245	87	9	^(b)	223	2,155
Private renters	5,479 ^(b)	1,102	5,296	1,304	736	658	^(b)	325	14,900
Other	435 ^(b)	110	412	125	93	34	^(b)	60	1,269
Total	11,524 ^(b)	2,540	9,049	3,640	1,935	1,366	^(b)	1,201	31,255
Indigenous households with structural problems									
Home owners	4,700	1,100	2,700	900 *	700	^(d)	^(d)	300 *	11,300 ^(d)
Renters	14,700	3,100	11,500	6,100	2,800	^(d)	^(d)	4,900	44,800 ^(d)
Other	700 *	300	200 *	300 *	100 *	^(d)	^(d)	300 *	2,000 ^(d)
Total tenures	20,200	4,500	14,400	7,300	3,600	^(d)	^(d)	5,500	58,100 ^(d)
Dwellings in discrete Indigenous communities requiring major repair or replacement									
Total	833 ^(b)	80	1,816	1,063	296	34	^(b)	1,692	5,814
Permanent Indigenous dwellings not connected to:									
Water	—	—	18	20	7	—	—	102	147
Electricity	—	—	10	30	22	—	—	195	257
Sewerage	—	—	9	31	—	—	—	261	301

(continued)

Table A1 (continued): Multi-measure needs model summary, by state and territory, by tenure type

Dimension of need	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Proportion (per cent)									
Homeless Indigenous people^{(a) (e)}									
No conventional accommodation	0.2	0.2	0.4	0.7	0.7	0.1	0.1	2.3	0.6
SAAP	0.3	1.0	0.3	0.3	0.7	0.2	0.8	0.2	0.4
Friends/relatives	0.4	0.5	0.3	0.4	0.7	0.6	0.4	0.2	0.4
Boarding house	0.2	0.4	0.5	0.2	0.2	0.1	0.2	0.8	0.4
Total	1.1	2.2	1.6	1.7	2.3	0.9	1.5	3.4	1.8
Overcrowded Indigenous households^(f)									
Home owner/ purchaser	4.8	4.0	5.2	5.2	4.1	2.5	2.6	7.0	4.7
Renter mainstream public housing/SOMIH	6.4	7.0	11.3	13.1	7.9	4.4	6.2	14.5	9.1
Renter Indigenous/ mainstream community housing	12.5	8.5	27.7	39.4	31.2	—	—	55.2	34.0
Private and other renter	5.5	4.9	7.1	6.1	4.8	3.3	4.0	11.6	6.1
Total	5.9	5.1	9.8	12.6	8.2	3.1	4.1	32.4	9.5
Indigenous dwellings with households in affordability need^{(c) (g)}									
Home owner/ purchaser	23.6 ^(b)	22.4	23.9	30.4	23.9	20.5	^(b)	31.2	24.2
Renter mainstream public housing/SOMIH	32.2 ^(b)	39.3	26.1	31.9	33.0	23.6	^(b)	33.0	31.2
Renter Indigenous/ mainstream community housing	28.9 ^(b)	31.1	20.2	12.4	12.3	20.9	^(b)	5.2	15.8
Private renters	68.9 ^(b)	67.6	64.5	63.5	67.9	57.7	^(b)	79.1	66.3
Other	40.5 ^(b)	47.6	44.4	36.0	41.2	38.2	^(b)	37.7	41.5
Total	40.0^(b)	40.9	39.0	34.2	35.4	31.4	^(b)	17.9	36.6

(continued)

Table A1 (continued): Multi-measure needs model summary, by state and territory, by tenure type

Dimension of need	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Proportion (per cent)									
Indigenous households with structural problems ^(h)									
Home owners	26.4	23.4	20.0	19.0 *	26.0	(d)	(d)	17.6 *	22.3 ^(d)
Renters	41.2	42.5	38.4	41.3	41.8	(d)	(d)	47.9	41.1 ^(d)
Other	31.3 *	63.9	22.0 *	22.9 *	56.1 *	(d)	(d)	47.1 *	33.3 ^(d)
Total tenures	36.1	36.3	32.5	34.9	37.5	(d)	(d)	43.9	35.1 ^(d)
Dwellings in discrete Indigenous communities requiring major repair or replacement ⁽ⁱ⁾									
Total	20.4 ^(b)	19.2	32.0	32.5	29.5	28.8	^(b)	25.2	27.3
Permanent Indigenous dwellings not connected to: ^(j)									
Water	—	—	0.4	0.7	0.7	—	—	1.4	0.9
Electricity	—	—	0.2	1.0	2.1	—	—	2.7	1.5
Sewerage	—	—	0.2	1.0	—	—	—	3.6	1.8

* Estimates with a relative standard error between 25% and 50% should be used with caution.

(a) Broad definition of homelessness.

(b) Data for NSW and ACT were combined.

(c) Includes households in the bottom 40% of equivalised gross household income paying more than 25% of their incomes in rent.

(d) Data for Tasmania and ACT were included in the total for Australia.

(e) Number of homeless Indigenous people expressed as a percentage of the total population in the relevant jurisdiction and accommodation type.

(f) Number of overcrowded Indigenous households expressed as a percentage of the total number of Indigenous households in the relevant jurisdiction and tenure type.

(g) Number of Indigenous households in affordability need expressed as a percentage of the total number of Indigenous households in the relevant jurisdiction and tenure type.

(h) Number of Indigenous households with structural problems expressed as a percentage of the total number of Indigenous households in the relevant jurisdiction and tenure type.

(i) Number of dwellings on discrete Indigenous communities requiring major repair or replacement expressed as a percentage of the total number of dwellings on discrete Indigenous communities in the relevant jurisdiction.

(j) Number Indigenous dwellings not connected to services expressed as a percentage of the total number of permanent Indigenous dwellings in the relevant jurisdiction.

Sources: Chamberlain & MacKenzie 2003, 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h; 2001 Census; 2001 CHINS (ABS 2002a); 2002 NATSISS.

Appendix 2 Data sources

Survey data

ABS Census 2001

The Census collects data from all persons on selected characteristics of Australia's population and housing arrangements. Data are collected for all tenure types – home owners/purchasers, private renters and social housing. As they include all persons and households, data can be used at the small geographic area and for small population groups, for example Indigenous people.

The main limitation of this data is that they are only available every five years. Also, the Census data cannot split SOMIH from public housing or ICH from mainstream community housing.

ABS National Aboriginal and Torres Strait Islander Social Survey (NATSISS) 2002

The NATSISS was a large survey of the Indigenous population conducted in 2002. The information was collected from 12,000 Indigenous people on health, housing, education, employment, and social and cultural wellbeing. Some comparative data are available from a similar survey conducted in 1994. The survey has information on housing by tenure type. People who rent their houses from Indigenous housing organisations can be identified in the survey. As the NATSISS is a sample survey, the data cannot be broken down to small geographic areas.

ABS Community Housing and Infrastructure Needs Survey (CHINS)

CHINS collects data from all Aboriginal and Torres Strait Islander housing organisations and discrete Aboriginal and Torres Strait Islander communities in Australia. The survey is funded by FaCS and conducted by the ABS. It was first conducted in 1999, with a second survey undertaken in 2001 and a third survey planned for 2006.

Information collected in the survey includes:

- details on the current housing stock, management practices and financial arrangements of Indigenous organisations that provide housing to Aboriginal and Torres Strait Islanders
- details on housing and related infrastructure available in discrete Aboriginal communities. This includes water, power and sewerage systems, as well as education and health services.

In 2001 information was collected on 616 Indigenous organisations which managed a total of 21,287 permanent dwellings. Information was also collected on 1,216 discrete Indigenous

communities with a combined population of 109,000. Most of these communities were in very remote regions of Australia, with 73% having a population of less than 50 people.

The main limitation of the CHINS is that the survey only covers ICH and relies on key informants to obtain the data. The CHINS is conducted every five years.

ABS Australian Housing Survey

The Australian Housing Survey was conducted in 1999 and included 909 Indigenous households and 1,414 Indigenous persons living in private dwellings. It does not include households in sparsely settled or remote areas. Data were collected:

- at the household level on tenure, physical characteristics of dwellings, financial aspects of the dwelling, renter households, household income, income support, assets and liabilities
- at the person level on demographics, tenure, education, labour force, satisfaction, household transitions, housing history, income, assets and liabilities, and travel.

The survey provides very useful housing data but there are no plans for another survey in the future.

National Social Housing Survey

National Social Housing Surveys have been conducted nationally for public and community housing tenants, while some jurisdictions have also surveyed SOMIH tenants. The survey originated from the client satisfaction surveys of public housing tenants that have been conducted since 1996 and managed by FaCS.

The survey questionnaire includes questions on housing assistance outcomes as well as questions on whether tenants' needs for amenities and location were being met.

Surveys of public housing tenants were undertaken in 2000, 2001 and 2003, and surveys of community housing tenants in 2001 and 2002. In 2003 SOMIH tenants were surveyed at the same time as public housing tenants in Tasmania and South Australia. In 2005 the National Social Housing Survey will be conducted for both public and community housing tenants. In August 2004 HMAAC approved funding for a national survey of SOMIH tenants and this survey will also be conducted in 2005. The feasibility of extending the survey to ICH tenants will also be considered in 2006. All 2005 surveys are being managed by the AIHW.

Administrative data

Commonwealth–State Housing Agreement (CSHA) (public housing, community housing, SOMIH)

CSHA administrative data are collected nationally each year by the AIHW. These CSHA data collections cover the main forms of social housing in Australia, with the exception of ICH, and provide a more accurate estimates for those in social housing than the Census.

The major advantages of the administrative data collection is that data can be collected each year, and information is collected at the dwelling level, household level and person level.

The under-identification of Indigenous tenants in the public housing data collection is the main limitation of the data.

National Reporting Framework (NRF)

The first NRF administrative data collection was undertaken in 2003 with data collected for the 2002–03 financial year. The AIHW took over the administrative data collection in 2004 with the collection of administrative data for the 2003–04 financial year.

The data collection included data items for ICH that was managed by the states and territories and by FaCS, as well as SOMIH data items that were additional to the existing national CSHA SOMIH data collection.

The scope of the ICH data collection includes those dwellings and households residing in dwellings targeted to Indigenous people that are managed by funded or registered ICHOs. These data were collected by the AIHW from the states and territories through the NRF data manual, which included national specifications and definitions. The FaCS data were collected through a special questionnaire sent to either regional managers or directly to the ICHO.

Supported Accommodation Assistance Program (SAAP)

The SAAP National Data Collection is an ongoing Census which counts the number of people who are homeless or who are at risk of homelessness for any given time period such as one day to one year. The SAAP data collection includes non-government, community or local government organisations that were funded under the SAAP program. These organisations range from small stand-alone agencies with single outlets to larger auspice bodies with multiple outlets. They provide accommodation and support services to a range of groups: families, single men, single women, young people and women and children escaping domestic violence.

There are four separate SAAP collections:

- The Client Collection – basic sociodemographic information on clients and the services required and provided to clients. Also information about a client’s situation before and after assistance.
- The Administrative Data Collection – general information about the agencies providing accommodation and support services to people who are homeless or in crisis. Includes client target group, principal activity, funding and staffing.
- The Unmet Demand Collection – conducted over a two-week period. It collects data on the number of requests for accommodation from SAAP agencies that are not met.
- The Casual Client Collection – conducted over a two-week period to elicit information about short-term or one-off assistance provided to homeless people.

The SAAP data collection has a large number of Indigenous clients and agencies and identification of Indigenous status is relatively complete, with around 2% of clients with unknown Indigenous status. There are, however, a number of Indigenous SAAP agencies across Australia that do not participate in the data collection, so the number of Indigenous clients using SAAP is understated. The numbers do not include people who do not access or seek to access SAAP services.

FaCS housing data set

CRA is paid to eligible social security income support customers who rent in the private rental market. Data on recipients and their characteristics are held by FaCS, but AIHW also has a data set on all Centrelink clients, which can be used for the analyses of data on CRA recipients. The data are collected at the income unit level and are not directly comparable to survey data collected at the household level.

Glossary

Accessibility Remoteness Index of Australia (ARIA+)	The Accessibility Remoteness Index of Australia was developed to provide a standard measure of the relative degree of remoteness of all parts of Australia. The index measures remoteness in terms of distance by road from population centres offering a range of services, such as education and health services. The population of the service is used as an indicator for the availability of services, while the distance from service centres is used as a proxy for the degree of remoteness from those centres. Areas are grouped into five categories: major cities, inner regional, outer regional, remote and very remote.
Commonwealth Rent Assistance (CRA) – Income unit	A CRA income unit is defined as either a single person or a couple with or without dependants. Children over 16 years of age are not regarded as dependent unless they are full-time secondary students aged under 18 years and do not receive social security payments.
Discrete Indigenous community	A geographical location with a physical or legal boundary that is inhabited or intended to be inhabited predominantly (more than 50%) by Indigenous people, with housing and infrastructure that is either owned or managed on a community basis.
Equivalised gross household income	Equivalence scales are used to adjust the actual incomes of households in a way that enables the analysis of the relative economic wellbeing of people living in households of different size and composition. For example, it would be expected that a household comprising two people would normally need more income than a lone person household if all of the people in the two households are to enjoy the same material standard of living. Adopting a per capita analysis would address one aspect of household size difference, but would address neither compositional difference (i.e. the numbers of adults compared with the numbers of children) nor the economies derived from living together. When household income is adjusted according to an equivalence scale, the equivalised income can be viewed as an indicator of the economic resources available to a standardised household. For a lone person household, it is equal to income received. For a household comprising more than one person, equivalised income is an indicator of the household income that would be required by a lone person household in order to enjoy the same level of economic wellbeing as the household in question.

Household	<p>A household is defined as:</p> <ul style="list-style-type: none"> • a group of two or more related or unrelated people who usually reside in the same dwelling, who regard themselves as a household, and who make common provision for food or other essentials for living, or, • a person living in a dwelling who makes provision for his/her own food and other essentials for living, without combining with any other person (that is, a lone-person household).
Indigenous	Person who self-identified as being of Aboriginal and/or Torres Strait Islander origin.
Indigenous household	An Indigenous household is defined as a household where any person in the household identifies as Indigenous.
Overcrowded household	<p>Overcrowding can be measured using either the Proxy Occupancy Standard or the Canadian National Occupancy Standard.</p> <p>Households requiring two or more additional bedrooms to meet the Proxy Occupancy Standard are considered overcrowded.</p> <p>Households requiring one or more additional bedrooms to meet the Canadian National Occupancy Standard are considered overcrowded.</p>



Indigenous Housing Needs 2005: A Multi-measure Needs Model

is the Institute's first report to assess Indigenous housing needs using a multi-measure needs model. It presents data on the five endorsed dimensions of need—homelessness, overcrowding, affordability, dwelling conditions and connection to essential services— and also assesses the feasibility of including an additional three dimensions in the model.

The report also compares housing outcomes of Indigenous and non-Indigenous households for all the relevant dimensions. It demonstrates a significant level of housing need among Indigenous households for most of the dimensions examined. The report also shows that serious disparities exist between Indigenous and non-Indigenous housing in Australia.