

WESTERN AUSTRALIAN
STATE HOMELESSNESS STRATEGY

MONITORING COMMITTEE

REPORT

TO THE CABINET STANDING COMMITTEE ON SOCIAL
POLICY

AGAINST PERFORMANCE INDICATORS

AS AT 30 JUNE 2004

Foreword

In 2001 the Western Australian Government commissioned the State Homelessness Taskforce to investigate homelessness in Western Australia and make recommendations to address the causes and propose strategies to reduce the incidence of homelessness in the community. The Taskforce presented its report in January 2002.

The Government's response to the report was released on 9 May 2002 when the Premier, the Hon Geoff Gallop, MLA announced funding of \$32 million over four years for the *Western Australian State Homelessness Strategy* to address homelessness and social exclusion.

The Cabinet Standing Committee on Social Policy established a monitoring committee to oversee and report on the implementation of the Government's Response to the State Homelessness Taskforce Report.

State Homelessness Strategy Monitoring Committee Terms of Reference

- To monitor the implementation of the Government response to the Report of the State Homelessness Taskforce.
- To develop performance indicators to measure Government performance in responding to the Taskforce recommendations.
- To prepare an annual report to the Cabinet Standing Committee on Social Policy, against these performance indicators, with the first report due in May 2003.
- To prepare an evaluation report on the implementation of the recommendations for submission to Cabinet in December 2003.

The April 2004 meeting of the Cabinet Standing Committee on Social Policy agreed that the State Homelessness Strategy Monitoring Committee would continue until December 2005 to complete its work.

One of the tasks of the monitoring committee was to develop performance indicators to measure Government performance in responding to the Taskforce recommendations. The Monitoring Committee contracted consultants Social Systems and Evaluation to develop an outcome framework and evaluation plan, which have been used as the basis for this Performance Indicator Report.

The information presented in this report, shows how the State Homelessness Strategy and other State Government initiatives has impacted on service provision to homeless people and marginalised groups.

Measuring Homelessness in Western Australia

The aim of the State Homelessness Strategy is to reduce homelessness. The State Homelessness Taskforce identified three broadly accepted categories of homelessness:

- primary homelessness or those that are sleeping rough without a roof over their head;
- secondary homelessness or those in crisis accommodation services or staying with friends or relatives; and
- tertiary homelessness where people are living in insecure accommodation such as boarding houses, caravan parks or rooming houses.

Enumeration of the homeless population has now been attempted in two Australian Bureau of Statistics (ABS) census of population. Counts of homeless people in Western Australia¹ at the time of the 1996 and 2001 census were:

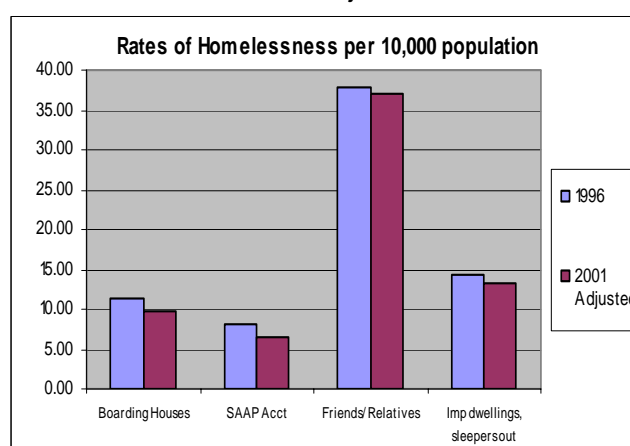
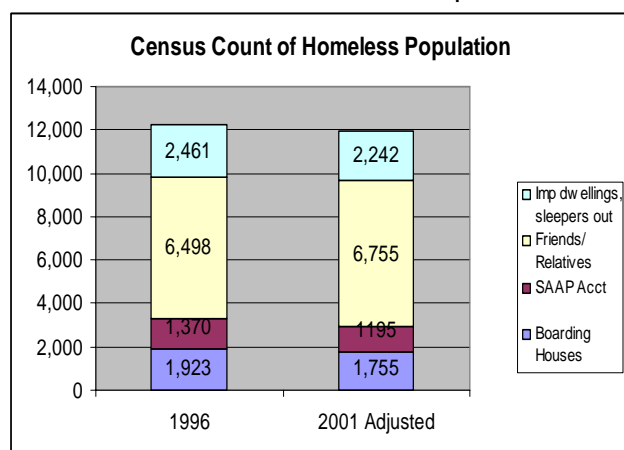
Accommodation Type	1996	2001	Difference
Boarding Houses	1,923	1,755	Decrease of 168
SAAP Accommodation	1,370	945	Decrease of 425
Friends/Relatives	6,498	6,755	Increase of 257
Improvised dwellings, sleepers out	2,461	2,242	Decrease of 219
TOTAL	12,252	11,697	Decrease of 555

However "a comparison of the SAAP figure with a Departmental count of accommodated clients in SAAP in May 2001 suggests an under count of 200-250 in the number of SAAP clients in metropolitan Perth."² Discussions have been held with the researchers to overcome this problem in the 2006 census collection. The table below shows the data adjusted for an additional 250 people in SAAP accommodation, as well as the rates per 10,000 of population in each category of homelessness.

Accommodation Type	1996		Adjusted 2001 figures	
	Number	Rate per 10,000 of population	Number	Rate per 10,000 of population
Boarding Houses	1,923	11.23	1,755	9.6
SAAP Accommodation	1,370	8.0	1195	6.54
Friends/Relatives	6,498	37.9	6,755	36.95
Improvised dwellings, sleepers out	2,461	14.37	2,242	13.26
TOTAL	12,252	71.5	11,947	65.4

Given the qualifications noted above, it is reasonable to assume that the number of homeless people in Western Australia is relatively unchanged from 1996, at around 12,000. However as the population of Western Australia has increased during this time, even with the adjusted figures, the rate of homelessness has declined slightly in all categories.

The tables below illustrate the comparison between the 1996 data and the adjusted 2001 data.



¹ * WA Figures provided by Chamberlain and McKenzie – based on Australian Bureau of Statistics (ABS) Occasional Paper 2041.0 – Counting the Homeless 1999, and Counting the Homeless WA 2001.

² Chamberlain and McKenzie Counting the Homeless WA 2001

The Chamberlain and McKenzie research has now formed the basis of an estimation of the extent of homelessness every five years. The adjusted 2001 data will be used as a baseline for future reference. Refinements to the data collection process will improve the accuracy each time.

Reporting on the State Homelessness Strategy

The State Homelessness Strategy Monitoring Committee produces quarterly progress reports to the Cabinet Standing Committee on Social Policy, which show the status of the implementation of each of the State Homelessness Strategy initiatives. These reports can be accessed via the State Homelessness Strategy website www.homeless.dhw.wa.gov.au.

This Performance Indicator report does not repeat the information in the progress reports, but concentrates on establishing baseline data, which can be used to measure the impact of the Strategy.

EXECUTIVE SUMMARY

The State Homelessness Strategy was released in May 2002. A Monitoring Committee was formed to oversee the implementation of initiatives. Regular reports on the implementation status of each of the recommendations from the State Homelessness Taskforce are placed on the homelessness website www.homeless.dhw.wa.gov.au. The Government is committed to making a difference through this strategy and has charged the Monitoring Committee with responsibility for developing performance indicators, providing an annual report to the Standing Committee on Social Policy and preparing an evaluation report.

This is the second report against performance indicators. The performance indicators were developed with the assistance of an independent consultant "Social Systems and Evaluation" who were contracted to develop an outcome framework and evaluation plan for the strategy. This report uses the framework to collate the data and establish baselines.

The priority outcomes for the State Homelessness Strategy are:

- People in need of accommodation are suitably accommodated
- People are assisted through important transitions
- People are able to sustain accommodation once suitably accommodated.

While it is understood that these outcomes may be influenced by factors beyond the control of the Western Australian Government, the framework was used to develop a hierarchy of indicators that can be used to assess the overall impact of the Strategy. The Table on page 8 illustrates the relationship between the outcomes and indicators reported in this document.

The hierarchy includes a set of headline indicators that provide a snapshot at any given time of the factors expected to impact on the level of homelessness in Western Australia that the State Homelessness Strategy seeks to address (these are the aggregated effects of many initiatives).

There is also a set of strategic change indicators based around the areas for action identified in the Government's Response. They have been chosen because movement in them will impact on the priority outcomes and will show-up in the headline indicators.

The data for these indicators has been provided by the Government agencies responsible for implementing the strategy. In some areas, the data has not been collected before, and reporting is not possible. In other areas, data collection has been ongoing and up to four years of completed data is provided to show trends. The year 2001-2002 has been chosen as the baseline. Movements from this time should demonstrate the impact of the State Homelessness Strategy initiatives.

This is the second annual Report against Performance Indicators for the State Homelessness Strategy. The first report as at 30 June 2003 identified a number of trends indicating that the Strategy was making a difference. This report builds on that information. For example the Headline Indicators as at 30 June 2004 show the following trends:

Headline Indicator 1 - Affordable Housing - Summary of Trends

The Headline Indicator *Affordable Housing* measures the accessibility of affordable housing or suitable alternative accommodation, for people who are homeless or marginally housed. The data provided on the following pages shows the following trends:

- **Indicator 1.1: Increase in amount of social housing stock**

The current trend for this indicator is: *the amount of social housing stock is steadily increasing. On 30 June 2004 there were 39,366 dwelling units in the social housing stock compared to the baseline of 38,981 units on 30 June 2002.*

- **Indicator 1.2: Decrease in overcrowding in social housing and in the community**

The current trend for this indicator is: *Although, based on Census data, there were more people sharing with friends or relatives in 2001 compared to 1996, the rate per 10,000 of population had declined.*

Since 1997 survey figures have indicated there are 2-3 times as many people living in Aboriginal households in remote communities than in the general non-Aboriginal population, with baseline data at 2001 indicating an average of 5.6 people per dwelling.

- **Indicator 1.3: Quicker time to allocation for those in greatest need of public housing**

The current trend for this indicator is: *Public housing has become slightly easier to acquire for those in highest need. The average time for allocation of priority housing has reduced since 1999/2000. For general priority applicants the time was reduced by 1.2 months and for Aboriginal priority applicants the time was reduced by 0.5 months. This is despite a slight increase in wait time from 2001/02 (baseline year) to 2003/04 for priority Aboriginal applicants. See page 14 for further analysis.*

- **Indicator 1.4: Decrease in unmet demand for crisis and short term supported accommodation**

The current trend for this indicator is: *It is estimated there is an unmet demand of around 30 – 50 potential SAAP clients, with 20 – 40 accompanying children, who are unable to be accommodated on an average daily basis. Due to changes in data collection methodology it is not possible to infer a trend.*

- **Indicator 1.5: Decrease in the number of people in housing stress**

- **due to overcrowding**

The current trend for this indicator is: *In the 1996 Census there were nearly 6,500 people in housing stress as indicated by living in shared accommodation. In 2001 (baseline year) the number had risen to 6,755. However, although there were more people sharing with friends or relatives in 2001 compared to 1996, the rate per 10,000 of population had declined.*

- **due to affordability**

The current trend for this indicator is: *Data on recipients of Commonwealth Rent Assistance (CRA) showed 20,000 - 22,000 people on low incomes in Western Australia living in private rental accommodation and paying more than 30% of their income in rent. There has been a slight reduction in both number and percentage of CRA recipients in housing stress from the baseline at June 2002 to June 2003*

Headline Indicator 2 - People in Transition - Summary of Trends

The Headline Indicator *People in Transition* measures the extent to which Individuals and families are assisted through important transitions. The data provided on the following pages shows the following trends:

- **Indicator 2.1: Decrease in the number of people entering crisis and short term accommodation due to evictions, substance abuse and financial problems**
The current trend for this indicator is: *Compared with the baseline year of 2001/02, in 2002/03 slightly fewer people sought accommodation in SAAP services due to drug/alcohol abuse, financial difficulty and psychiatric illness, but there was a small increase in the numbers due to eviction.*
- **Indicator 2.2: Increase in support services to individuals and families in transition**
The current trend for this indicator is: *The State Homelessness Strategy has funded new services which opened in 2003/04 to assist people leaving prison, and young people leaving care.*
- **Indicator 2.3: Number of people in hospitals because of accommodation issues**
The current trend for this indicator is: *Two snapshot surveys have now been undertaken to determine how many people could not be discharged from hospital until suitable supported accommodation was arranged. The September 2002 a snapshot counted 74 people and January 2004 counted 69. This is too early to determine if this is a trend or a natural variation.*

Headline Indicator 3 - Stability in Housing - Summary of Trends

The Headline Indicator *Stability in Housing* measures stability in housing for families and individuals in vulnerable groups. The data provided on the following pages shows these trends:

- **Indicator 3.1: Increase in housing stability for vulnerable groups**
The current trend for this indicator is: *Over the last five years the length of public housing tenancies for those properties which were vacated during the year has remained steady at around 40 months for Aboriginal tenancies and 50 months for non-Aboriginal tenants. The average length of tenancy for both non-Aboriginal tenants and Aboriginal tenants for 2003/04 reduced slightly to 51.3 months (non-Aboriginal) and 38.5 months (Aboriginal), compared to 48.1 months and 43.7 months respectively for the baseline year of 2001/02.*
- **Indicator 3.2: Decrease in terminations, evictions and abandonments of public housing properties**
The current trend for this indicator is: *since the baseline year of 2001, termination notices, court orders, vacated properties and evictions have risen, and there has also been a steady increase in restored tenancies.*

Strategic Change Indicators

There are also six *Strategic Change Indicators* incorporating 31 measures. These Indicators are based around the areas for action identified in the Government's Response to the State Homelessness Taskforce. They have been chosen because movement in them will impact on the priority outcomes and will show up in the headline indicators.

The six Strategic Change Indicators are:

Indicator 4 - Social Housing

The level of Commonwealth and State funding has a direct impact on the construction or purchase of social housing. The Government response, for example, makes reference to seeking increased funding from the Commonwealth (to be matched by the State) to increase the amount of social housing that is affordable for low-income households.

Indicator 5. Aboriginal Housing and Infrastructure

Housing is a high priority for Aboriginal Australians. These indicators reflect the level of funding available for Aboriginal housing, the extent of Aboriginal control and the quality of housing. Funding and durability of housing, including the need for major upgrades, directly impacts the construction or purchase of additional Aboriginal housing.

Indicator 6. Supported Accommodation

The role of short and long-term supported accommodation is important in addressing homelessness among vulnerable groups.

Indicator 7. Private Rental Market

Access to affordable housing in the private rental market is an important adjunct to publicly funded social housing.

Indicator 8. Support and Advocacy

The impact on homelessness of support and advocacy services to access and sustain accommodation is critical. The availability of support to access suitable accommodation will impact on the demand for emergency accommodation. The availability of support to sustain accommodation will impact on the rate of repeat admissions to short-term and emergency accommodation and to the avoidance of adverse consequences that result in homelessness.

Indicator 9. Specialist Services

People who are at risk of homelessness, are currently homeless or have been homeless frequently have high support needs and may require specialist services to maintain their health and well being.

Indicator 10. Co-operation and collaboration

Very few of the initiatives in the Government's Response involve just one agency; many require two or more agencies to collaborate for implementation to be effective.

Data relating to these indicators is contained in the following report.

HIERARCHY OF INDICATORS³

Priority Outcomes

- People in need of accommodation suitably accommodated
- People assisted through important transitions
- People able to sustain accommodation once suitably accommodated

Headline Indicators

Headline Indicators provide a snapshot at any given time of the factors expected to impact on the level of homelessness in Western Australia which the State Homelessness Taskforce and the Government's Response have set out to address. (aggregated effects of many initiatives)

1. Affordable Housing 1.1 Increase in amount of social housing stock. 1.2 Decrease in overcrowding in social housing and in the community. 1.3 Quicker time to allocation for those in greatest need of public housing. 1.4 Decrease in unmet demand for crisis and short term supported accommodation. 1.5 Decrease in the number of people in housing stress.	2. People in Transition 2.1 Decrease in the number of people entering crisis and short term accommodation due to evictions, substance abuse and financial problems. 2.2 Increase in support services to individuals and families in transition. 2.3 Number of people in hospitals because of accommodation issues.	3. Stability in Housing 3.1 Increase in housing stability for vulnerable groups. 3.2 Decrease in terminations, evictions and abandonments of public housing properties.
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Strategic Change Indicators

The Strategic Change Indicators are based around the areas for action identified in the Government's Response. They have been chosen because movement in them will impact on the priority outcomes and will show-up in the headline indicators.

4. Social Housing 4.1 Increase in the level of public housing funding by the State. 4.2 Increase in the level of public housing funding by the Commonwealth. 4.3 Decrease in the number of people on priority and general waiting lists for public housing.	5. Aboriginal Housing and Infrastructure 5.1 Increase in the level of State funding for Aboriginal housing. 5.2 Increase in the level of Commonwealth funding for Aboriginal housing. 5.3 Increase in Aboriginal management of Community Housing properties. 5.4 Increase in Aboriginal occupancy of Community Housing properties. 5.5 Increase of major upgrades of Aboriginal housing stock. 5.6 Increase in Aboriginal people at community level involved in decision-making process. 5.7 Increase in tenant satisfaction with habitability and cultural appropriateness of housing.	6. Supported Accommodation 6.1 Increase in availability of appropriately located short and long term supported accommodation for vulnerable groups 6.2 Decrease in waiting time from application to allocation for long term supported accommodation. 6.3 Decrease in unmet demand and supply of crisis and short term supported accommodation.
7. Private Rental Market 7.1 Increase in the number of vulnerable people accessing private rental by an increase in bond loans issued. 7.2 Numbers in receipt of Commonwealth Rent Assistance.	8. Support and Advocacy 8.1 Decrease in the length of stay in supported accommodation. 8.2 Decrease in repeat admissions to supported accommodation. 8.3 Increase in number of people remaining connected to utilities, remaining housed. 8.4 Reduction in number of people with housing related debt. 8.5 Increase in use of services by people who are homeless or at risk of homelessness.	9. Specialist Services 9.1 Increase in the availability of sobering up shelters in areas of high need. 9.2 Increase in use of mobile medical services. 9.3 Increase in support services for children of homeless parents.
10. Co-operation and Co-ordination 10.1 Evidence of cooperation and collaboration on homelessness issues at policy and operational levels of across participating agencies.		

³ This table has been modelled on the "Hierarchy of Intended Outcomes" table developed by consultants Social Systems and Evaluation in their unpublished report *Western Australian State Homelessness Strategy – Outcome Framework and Evaluation Plan*.

Headline Indicators

The headline indicators provide a snapshot at any given time of the factors expected to impact on the level of homelessness in Western Australia which the State Homelessness Taskforce and the Government's response have set out to address.

1. Affordable Housing - Summary of Trends

Measuring the accessibility of affordable housing or suitable alternative accommodation for people who are homeless or marginally housed. The data provided on the following pages shows these trends:

- **Indicator 1.1: Increase in amount of social housing stock**
The current trend for this indicator is: The amount of social housing stock is steadily increasing. On 30 June 2004 there were 39,366 dwelling units in the social housing stock compared to the baseline of 38,981 units on 30 June 2002.
- **Indicator 1.2: Decrease in overcrowding in social housing and in the community**
The current trend for this indicator is: Although, based on Census data, there were more people sharing with friends or relatives in 2001 compared to 1996, the rate per 10,000 of population had declined. Since 1997 survey figures have indicated there are 2-3 times as many people living in Aboriginal households in remote communities than in the general non-Aboriginal population, with baseline data at 2001 indicating an average of 5.6 people per dwelling.
- **Indicator 1.3: Quicker time to allocation for those in greatest need of public housing**
The current trend for this indicator is: Public housing has become slightly easier to acquire for those in highest need. The average time for allocation of priority housing has reduced since 1999/2000. For general priority applicants the time was reduced by 1.2 months and for Aboriginal priority applicants the time was reduced by 0.5 months. This is despite a slight increase in wait time from 2001/02 (baseline year) to 2003/04 for priority Aboriginal applicants. See page 14 for further analysis.
- **Indicator 1.4: Decrease in unmet demand for crisis and short term supported accommodation**
The current trend for this indicator is: It is estimated there is an unmet demand of around 30 – 50 potential SAAP clients, with 20 – 40 accompanying children, who are unable to be accommodated on an average daily basis. Due to changes in data collection methodology it is not possible to infer a trend.
- **Indicator 1.5: Decrease in the number of people in housing stress**
 - **due to overcrowding** *The current trend for this indicator is: In the 1996 Census there were nearly 6,500 people in housing stress as indicated by living in shared accommodation. In 2001 (baseline year) the number had risen to 6,755. However, although there were more people sharing with friends or relatives in 2001 compared to 1996, the rate per 10,000 of population had declined.*
 - **due to affordability** *The current trend for this indicator is: Data on recipients of Commonwealth Rent Assistance (CRA) showed 20,000 - 22,000 people on low incomes in Western Australia living in private rental accommodation and paying more than 30% of their income in rent. There has been a slight reduction in both number and percentage of CRA recipients in housing stress from the baseline at June 2002 to June 2003*

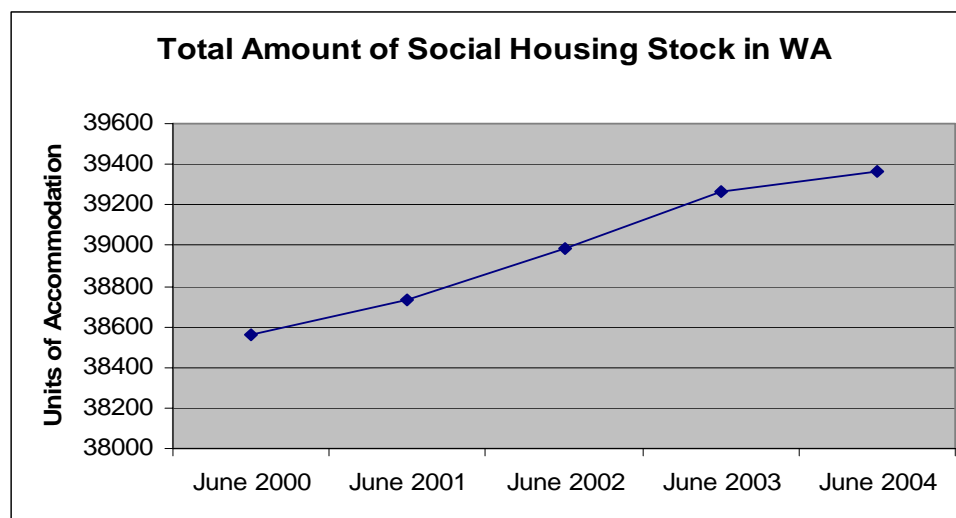
Indicator 1.1 – Increase in amount of social housing stock

The State Homelessness Strategy aims to increase in the available social housing stock. The table below shows the amount of social housing stock continues to steadily increase.

Amount of social housing stock - units of accommodation

	As at 30 June 2000	As at 30 June 2001	As at 30 June 2002 Baseline	As at 30 June 2003	As at 30 June 2004
Public housing	32,669	32,611	32,558	32,515	32,536
Public Housing – Joint Venture – Resident Funded Retirees	N/A	N/A	109	119	119
Community Housing Program (CHP)	599	667	734	843	828
Community Housing Joint Venture Properties	1,440	1,556	1,614	1,708	1,752
Aboriginal housing and Communities	2,518	2,500	2,510	2,510	2,502
	997	1,023	1,062	1,115	1,182
Crisis accommodation Program (CAP)	333	373	394	453	447
Total	38,556	38,730	38,981	39,263	39,366

Source: Department of Housing and Works Annual Reports



Indicator 1.2 - Decrease in overcrowding in social housing and in the community

An aim of the State Homelessness Strategy is to achieve a decline in housing stress related to overcrowding.

1.2.1 Overcrowding in the community - shared accommodation

The data below shows that although there were more people sharing with friends or relatives in 2001 compared to 1996, the rate per 10,000 of population had declined. As the State Homelessness Strategy was implemented in May 2002, the 2001 figures set a benchmark (or baseline) against which to measure progress in this area for future years.

	1996 ABS Census Data Western Australia	2001 ABS Census Data Western Australia Baseline
Number of people living in shared accommodation, with friends or relatives because they had no usual address	6,498	6,755
Rate per 10,000 of population	37.9	36.95

Source: Chamberlain and McKenzie – based on Australian Bureau of Statistics (ABS) Occasional Paper 2041.0 – Counting the Homeless 1999
Chamberlain and McKenzie - Counting the Homeless WA - 2001

1.2.2 Average number of people per dwelling in the general community

	1996 ABS Census Data Western Australia	2001 ABS Census Data Western Australia Baseline
Number of people in private dwellings	1,659,055	1,786,222
Number of private dwellings	620,345	659,664
Average number of people per dwelling	2.67	2.71

Source: Australian Bureau of Statistics

1.2.3 Average number of people per dwelling in Aboriginal communities

The data below shows there are 2-3 times as many people living in Aboriginal households in remote communities than in the general non-Aboriginal population.

Note: Average persons per WA household in 1999 was 2.5 (Source Australian Social Trends 2002, 4102.0 page 167.)

		1997	1999	2001 Baseline	2003
Environmental Health Needs Survey (DIA)	Total usual population	15,696	No Data Collection	No Data Collection	16,719
	Total number of permanent dwellings	2,119			2,388
	Average Number of People per dwelling	7.4			7.0
Community Housing and Infrastructure Needs Survey (ATSIC)	Total usual population	No Data Collection	17,161	16,558	No Data Collection
	Total number of permanent dwellings		3,074	2,978	
	Average Number of People per dwelling		5.6	5.6	

Note: The Community Housing and Infrastructure Needs Survey (CHINS) data is not reliable and effectively there has been no major change from 1999-01. EHNS data will give a far more accurate figure as a proper count is being done on each household. This is a WA survey only and not a national survey. It should be noted that approximately 40 communities either did not want to participate in the survey or did not return survey forms.

Source: Department of Housing and Works, Aboriginal Housing and Infrastructure Directorate, Policy Unit

Indicator 1.3 – Quicker time to allocation for those in greatest need of public housing

An aim of the State Homelessness Strategy is to reduce the time to allocation of public housing for those in greatest need. The data below shows that over the last five years since 1999/2000, public housing has become slightly easier to acquire for those in highest need. The average time for allocation of priority housing has reduced since 1999/2000. For general priority applicants the time was reduced by 1.2 months and for Aboriginal priority applicants the time was reduced by 0.5 months. This is despite a slight increase in wait time from 2001/02 (baseline year) to 2003/04 for priority Aboriginal applicants. See comment below.

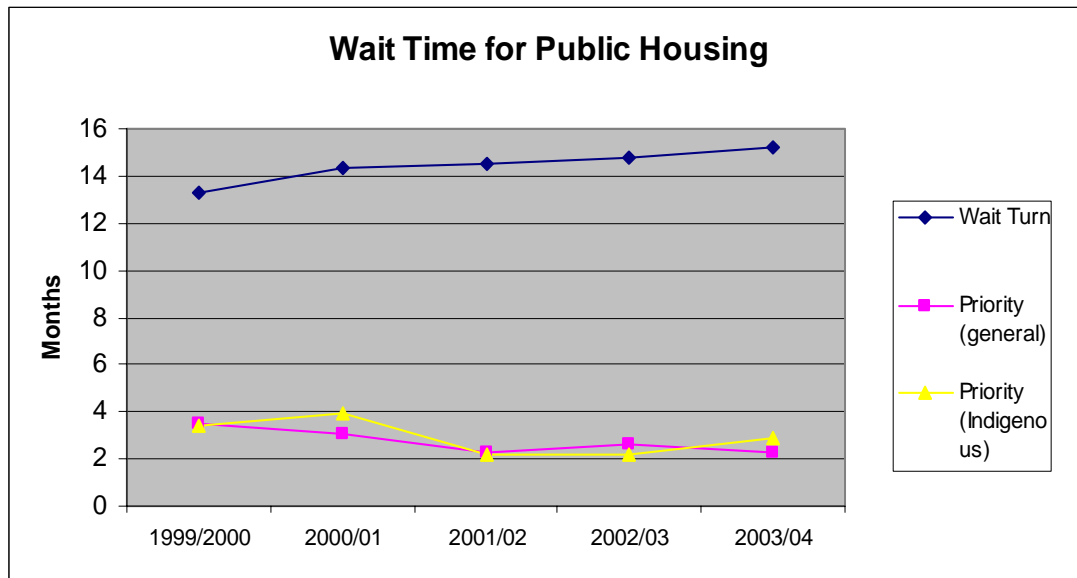
Time to allocation – public housing – months

	1999/2000	2000/2001	2001/2002 Baseline	2002/03	2003/04
Average time to allocation of public housing (general) - Wait Turn (Note 1)	13.25	14.33	14.5	14.76	15.2
Average time to allocation of public housing (general) - Priority (Note 2)	3.5	3.1	2.3	2.6	2.3
Average time to allocations of public housing (Aboriginal) - Priority (Note 3)	3.4	3.9	2.2	2.2	2.9

Source: Department of Housing and Works - Annual Reports

Note 1: Wait Turn -Time is calculated from the date application is lodged.

Note 2 & 3: Priority -Time is calculated from the date the application assessed as priority.



Comment

Average time to allocation of public housing (general) has increased due to the focus of the Department to provide priority housing to special need clients such as people who are homeless, people with disabilities and those who meet the priority policy.

Priority waiting times are higher for Aboriginal priority applicants because of their need in many instances for special considerations such as larger houses in specific areas, disability and medical needs and the need to be in certain locations for family and cultural reasons.

Indicator 1.4 – Decrease in unmet demand for crisis and short-term supported accommodation

An aim of the State Homelessness Strategy is to improve the overall service system response to homelessness. In the SAAP system an increase in the met-demand for SAAP accommodation would be an indicator of such an improvement. The data below (Table 1.4.1.) shows a slight decrease in demand for SAAP accommodation by existing SAAP clients over the two years 2000/01 to 2002/03 while the percentage of met requests remained stable. Table 1.4.2 (see next page) shows that the average number of people per day staying in SAAP accommodation increased in 2002/03 compared with earlier years.

1.4.1 Housing/Accommodation requested by Supported Accommodation Assistance Program (SAAP) clients

	1999/2000	2000/01	2001/02 – Base line	2002/03
Housing /accommodation services requested in closed support periods. (Note 1)	Comparable data not available	15,450 requests for housing/ accommodation. Total accommodation provided 14,276 (92.4%) Of these 13,519 (87.5%) were provided with accommodation only and 757 (4.9%) provided with accommodation and also referred elsewhere.	15,000 requests for housing /accommodation. Total accommodation provided 14,101 (93.6%) Of these 13,320 (88.8%) were provided with accommodation only and 690 (4.6%) provided with accommodation and also and referred elsewhere.	14,050 requests for housing /accommodation. Total accommodation provided 13,123 (93.4%) Of these 12,645 (90%) were provided with accommodation only and 478 (3.4%) provided with accommodation and also and referred elsewhere.

Source: Australian Institute of Health and Welfare (AIHW) National Data Collection (NDC) Annual Report for the Supported Accommodation Assistance Program (SAAP) 2000/01 Table 5.1b, 2001/02 and 2002/03 Table 7.1b.

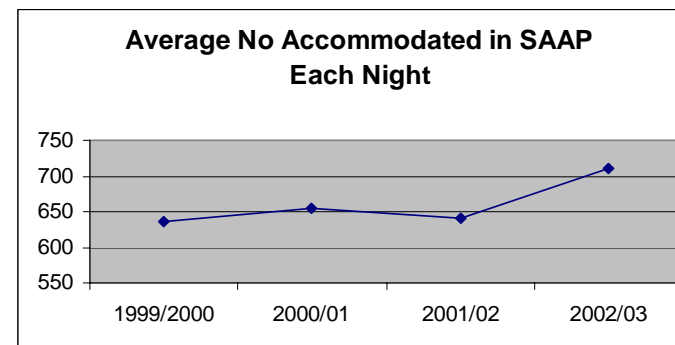
Note 1: A support period is an occasion of support provided to a client. It may last hours or many months, depending on the type of support provided and includes accommodation support.

1.4.2 Daily Accommodation

Accommodation Supplied

The data below shows that the number of people accommodated each night in Supported Accommodation Assistance Program (SAAP) services increased between the baseline year of 2001/02 and 2002/03.

	1999/2000	2000/2001	2001/2002 Baseline	2002/03
Average number of people accommodated each night in SAAP services (does not include accompanying children)	635	655	640	710



Source: Australian Institute of Health and Welfare (AIHW) National Data Collection Agency (NDCA) Client Collection⁴ for the Supported Accommodation Assistance Program (SAAP)

Unmet Demand - Daily average number of potential clients with valid unmet requests for SAAP accommodation

Collecting reliable data about unmet demand for services is problematic and fraught with risks of misinterpretation when it is collected. For these reasons the SAAP Unmet Demand Collection has changed significantly each year since 1999 in an attempt to obtain reliable data. It should be noted, therefore, that the table below shows data that has been collected using different methodologies in each of the years. Notwithstanding this, it does appear that the level of unmet demand for SAAP accommodation on any one day ranges from 30-50 adults and 20-40 accompanying children. It is not possible to reliably infer any trends over the 3 years shown.

	2000/2001	2001/2002 – Baseline	2002/03
Estimated Potential Clients ⁵	47.5	44.3	30.0
Estimated Accompanying children ⁶	34.7	37.9	22.9

Source: Australian Institute of Health and Welfare (AIHW) National Data Collection Agency (NDCA) Unmet Demand Collection⁷ for the Supported Accommodation Assistance Program (SAAP)

⁴ The Client Collection is a 12 month collection

⁵ It should be noted that the methodology used to estimate potential client and accompanying children has changed each year from 2000/01 to 2002/03.

⁶ Due to limitations inherent in the Unmet Demand Collection, it is possible that these estimates either over-estimate or under-estimate the true extent of unmet demand for accommodation in SAAP.

⁷ In 2000/01 and 2001/02 the collection was called the “Unmet Demand Collection”. From 2002/03 it is the “Demand Collection”. Data for these collections was collected over a 2 week period

Indicator 1.5 – Decrease in the number of people in housing stress

An aim of the State Homelessness Strategy initiatives is to reduce housing stress that is due to overcrowding and financial stress.

The data below shows that although there were more people sharing with friends or relatives in 2001 compared to 1996, the rate per 10,000 of population had declined. As the State Homelessness Strategy was implemented in May 2002, the 2001 figures set a benchmark or baseline against which to measure progress in this area for future years.

1.5.1 Stress from overcrowding - sharing accommodation

	1996 ABS Census Data Western Australia	2001 ABS Census Data Western Australia Baseline
Number of people living in shared accommodation, with friends or relatives because they had no usual address	6,498	6,755
Rate per 10,000 of population	37.9	36.95

Source: Chamberlain and McKenzie – based on Australian Bureau of Statistics (ABS) Occasional Paper 2041.0 – Counting the Homeless 1999
Chamberlain and McKenzie - Counting the Homeless WA - 2001

1.5.2 Affordability (financial stress) - people receiving Commonwealth Rent Assistance (CRA) who are paying more than 30% of income for private rental accommodation (Note 1)

The table below indicates that while the exact numbers fluctuate from year to year, between 20,000 - 22,000 households are in financial stress due to rent at any one time.

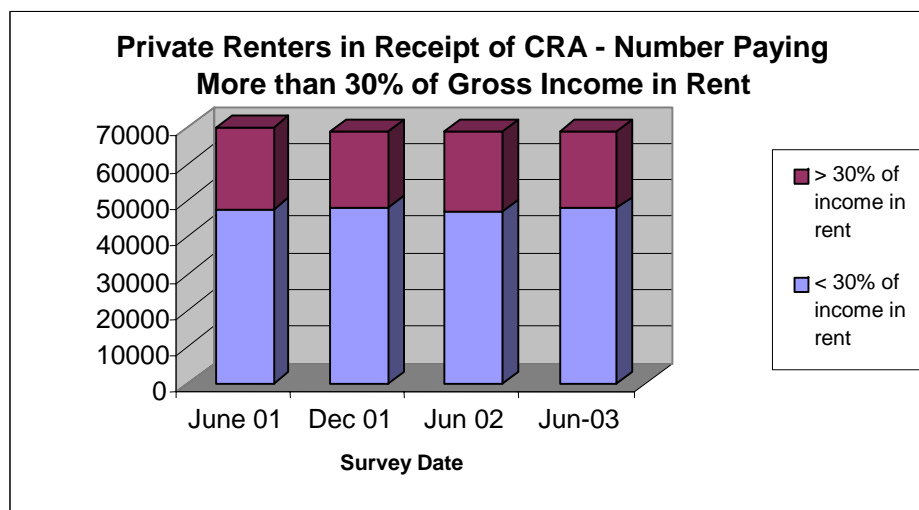
	June 2001	Dec 2001	June 2002 – Baseline	June 2003
Total number of CRA recipients in private rental (Note 2)	69,725	68,816	68,692	69,026 (13 June)
Number of CRA recipients in private rental paying more than 30% of income in rent	22,358 (32.1%)	20,557 (29.9%)	21,663 (31.5%)	21,190 (13 June) (30.7%) (Note 3)

Source: Commonwealth Housing data set, Department of Family and Community Services.

Note 1: The data is derived from a constructed unit record file and may not be representative of, nor correspond with, official Commonwealth figures.

Note 2: this figure excludes those in retirement villages, in caravan parks paying site fees, etc.

Note 3: The data for 2003 is a calculated figure based on information available on 67,259 recipients for which income data was known on 13 June 2004 which showed that 30.7% of CRA recipients in private rental were paying more than 30% of their income in rent.



Comment

Since the National Housing Strategy was published in 1991 the figure of 30% of income has become the generally accepted upper level of affordability of housing costs. 25% is the maximum amount that a Homeswest tenant will pay for rent in public housing.

People on low incomes who are renting privately are eligible for Commonwealth Rent Assistance. To be eligible for CRA they must by definition be already experiencing financial stress. That 30% of these people are also paying more than 30% of their income in rent indicates further stress.

2. People in Transition

Measuring the extent to which Individuals and families are assisted through important transitions

The data provided on the following pages shows the following trends:

- **Indicator 2.1: Decrease in the number of people entering crisis and short term accommodation due to evictions, substance abuse and financial problems**
The current trend for this indicator is: *Compared with the baseline year of 2001/02, in 2002/03 slightly fewer people sought accommodation in SAAP services due to drug/alcohol abuse, financial difficulty and psychiatric illness, but there was a small increase in the numbers due to eviction.*
- **Indicator 2.2: Increase in support services to individuals and families in transition**
The current trend for this indicator is: *The State Homelessness Strategy has funded new services which opened in 2003/04 to assist people leaving prison, and young people leaving care.*
- **Indicator 2.3: Number of people in hospitals because of accommodation issues**
The current trend for this indicator is: *Two snapshot surveys have now been undertaken to determine how many people could not be discharged from hospital until suitable supported accommodation was arranged. The September 2002 snapshot counted 74 people and January 2004 counted 69. This is too early to determine if this is a trend or a natural variation.*

Indicator 2.1 Decrease in the number of people entering crisis and short term accommodation due to evictions, substance abuse and financial or psychiatric problems

The State Homelessness Strategy aims to achieve a decline in people seeking SAAP services as a result of drug/alcohol abuse, eviction, financial difficulty, psychiatric illness, or where people have recently left institutions. Compared with the baseline years of 2001/02, the 2002/03 data shows small decreases in accommodation sought in SAAP services due to drug/alcohol abuse, financial difficulty and psychiatric illness, but there was a small increase in the numbers due to eviction. The table below shows that domestic violence continues to be the single highest reason given when seeking assistance from Supported Accommodation Assistance Program (SAAP) services. This may reflect that 34 of the 92 SAAP accommodation services in Western Australia are specifically for women escaping domestic violence.

Main reasons for using supported accommodation (SAAP) services (Note 1)

	1999/2000 Number	1999/2000 Percentage	2000/2001 Number	2000/2001 Percentage	2001/2002 Number Baseline	2001/2002 Percentage Baseline	2002/03 Number	2002/2003 Percentage
Domestic Violence	2,695	28.0%	3,400	29.2%	3,000	26.7%	2,958	26.2%
Drug/alcohol/substance abuse	1545	16.1%	1,480	12.7%	1,300	11.6%	1,174	10.4%
Usual accomm unavailable	830	8.6%	1,185	10.2%	1,400	12.5%	1,271	11.3%
Financial difficulty	785	8.2%	1,230	10.6%	1,075	9.6%	928	8.2%
Relationship/family breakdown	700	7.3%	715	6.1%	725	6.5%	740	6.6%
Eviction/previous accom ended	630	6.5%	750	6.4%	775	6.9%	856	7.6%
Time out from family	580	6.0%	630	5.4%	720	6.4%	825	7.3%
Recent arrival/ no support	505	5.2%	575	4.9%	635	5.7%	766	6.8%
Physical/emotional abuse	395	4.1%	565	4.8%	400	3.6%	473	4.2%
Interpersonal conflict	230	2.4%	195	1.7%	260	2.3%	315	2.8%
Itinerant	210	2.2%	250	2.1%	275	2.4%	341	3.0%
Psychiatric illness	150	1.6%	100	0.9%	100	0.9%	86	0.8%
Recently left institution	130	1.4%	155	1.3%	195	1.7%	163	1.4%
Emergency accomm ended	70	0.7%	85	0.7%	165	1.5%	115	1.0%
Other	165	1.7%	340	2.9%	210	1.9%	276	2.4%
Total	9,620		11,655		11,235		11,287	

Source: Australian Institute of Health and Welfare (AIHW) National Data Collection (NDC) for the Supported Accommodation Assistance Program (SAAP) unpublished data, weighted.

Note 1. This data is for “presenting reasons” as given by clients when seeking accommodation. It does not represent the incidence of these issues within the SAAP client population. For example it is well documented that mental health problems and drug/alcohol problems affect many other clients.⁸

⁸ SAAP NDCA Client Collection 2001/02 Table 6.3 – In 6.9% of support periods clients needed psychiatric or psychological services and 13.4% required drug/alcohol support or intervention.

Indicator 2.2 Increase in support services for individuals and families in transition

New initiatives in the State Homelessness Strategy aim to reduce the effect of important transitions on vulnerable populations. People who are leaving the justice system for example may benefit from support to transition to mainstream accommodation. Similarly young people who have been in the care of the State are more vulnerable to homelessness and may require assistance to make the transition to independent living.

Transitional accommodation support to people exiting prisons and juvenile detention

Inability to obtain and/or maintain suitable accommodation has been shown to contribute to recidivism among newly released prisoners. Prior to the State Homelessness Strategy the Department of Justice funded one service to provide short-term accommodation for prisoners leaving custody. At the baseline date of 30 June 2002 this service could accommodate 39 people at a time. (Also see Indicator 6.1.3). Since then a service model has been developed jointly between the Department of Justice and the Department of Housing and Works for project to provide transitional accommodation support for up to 6 months to people exiting custody. The Department of Housing and Works is undertaking the property and tenancy management and maintenance of the housing allocated. Support has been contracted to service providers in the metropolitan area, Geraldton, Bunbury and Albany, and further services are planned for the Goldfields, Kimberley, and Pilbara.

Source: Department of Justice

Preparation for leaving and aftercare services for young people who have been in care

Prior to the State Homelessness Strategy the Department for Community Development (DCD) funded one service to provide a transitional support service to young people who are leaving long term periods of supported accommodation and care. As part of the State Homelessness Strategy the State Government has provided \$2.4 million over four years (\$600,000 pa) to establish three additional services to assist in the transition of young people from State care to independent living. In providing this funding as part of the State Homelessness Strategy the Government recognised that young people who have been in the care of the Department for Community Development face multiple jeopardies in their transition from childhood to independence. They experience a greater risk of homelessness, unemployment, drug and alcohol abuse, mental health problems, early parenting, loneliness, poverty and involvement with the justice system. In the longer term, the new services for young people leaving State care aim to reduce the incidence of these young people becoming homeless.

Three new services have been funded to assist young people throughout the state. The services began operating in the second half of 2003 and have spent much of that period developing the services. There are particular challenges establishing services in rural and remote areas. Data for the period 1 July 2003 to 31 December 2003 shows support was provided to 44 young people who were referred to the services and assessed and that 17 ongoing case work cases were established. Individual support and group sessions were offered and young people assisted with issues such as personal development and support, training in independent living skills, training and employment advice, and informal counselling. Data for the period 1 January 2004 to 30 June 2004 will be available in November 2004.

In the longer term, it is anticipated there will be a reduction in the incidence of these young people becoming homeless.

Source: Department for Community Development

Indicator 2.3 Number of people in hospitals because of accommodation issues

Annual “snapshots “ are now being collected about the numbers awaiting discharge from Mental Health Hospitals to suitably supported options. The first one day snapshot was done in September 2002 and showed there were 74 in hospital who could not be discharged until a suitable supported placement was arranged. A second snapshot in January 2004 found there were 69 people in this category.

	September 2002 Baseline	January 2004
Hospitals (Mental Health)	74	69

Source: Department of Health, Office of Mental Health

3. Stability in Housing

Measuring stability in housing for families and individuals

The data provided on the following pages shows the following trends:

- **Indicator 3.1: Increase in housing stability for vulnerable groups**

The current trend for this indicator is: *Over the last five years the length of public housing tenancies for those properties which were vacated during the year has remained steady at around 40 months for Aboriginal tenancies and 50 months for non Aboriginal tenants. The average length of tenancy for both non-Aboriginal tenants and Aboriginal tenants for 2003/04 reduced slightly to 51.3 months (non-Aboriginal) and 38.5 months (Aboriginal), compared to 48.1 months and 43.7 months respectively for the baseline year of 2001/02.*

- **Indicator 3.2: Decrease in terminations, evictions and abandonments of public housing properties**

The current trend for this indicator is: *since the baseline year of 2001, termination notices, court orders, vacated properties and evictions have risen and there has also been a steady increase in restored tenancies.*

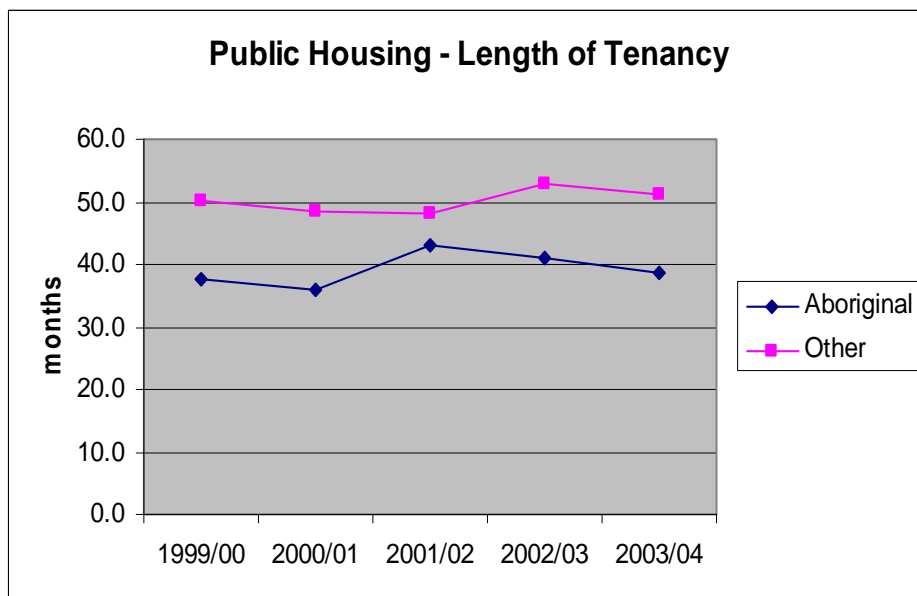
Indicator 3.1 Increase in housing stability for vulnerable groups

The State Homelessness Strategy has provided additional funds to the support people who are at risk of losing their tenancies. One of the aims of these State Homelessness Strategy initiatives is to increase the length of tenancies. When these programs are fully operational, data will be available. Currently the only data collected in relation to length of tenancy is for Homeswest tenants. .

3.1.1 Length of time in tenancy - public housing – months

	1999/2000	2000/2001	2001/2002 Baseline	2002/03	2003/04
Aboriginal	37.6	35.9	43.7	41.1	38.5
Other	50	48.6	48.1	52.9	51.3

Source: Department of Housing and Works



Comment

People leave public housing tenancies for a number of reasons. They may purchase their own home, move into private rental accommodation, abandon their property or be evicted. Homeswest has programs in place to support tenants who are at risk of losing their tenancies. See table below for data on Supported Housing Assistance Program (SHAP) services.

The length of a tenancy is a measure of stability. The above figures are for those tenancies that have ended during each year. There are many more tenancies that are ongoing and many people have occupied Homeswest properties for long periods.

Over the last five years the length of public housing tenancies for those properties which were vacated during the year has remained steady at around 40 months for Aboriginal tenancies and 50 months for non-Aboriginal tenants.

The average length of tenancy for both non-Aboriginal tenants and Aboriginal tenants for 2003/04 reduced slightly from the baseline year to 51.3 months (non Aboriginal) and 38.5 months (Aboriginal), compared to 48.1 months and 43.7 months respectively for the baseline year of 2001/02.

3.1.2 Additional Indicator - support to maintain accommodation

The Department of Housing and Works, Supported Housing Assistance Program (SHAP), and Aboriginal Tenancy Support Service (ATSS) support people in public housing, and Aboriginal communities who are at risk of losing their tenancies. The measures below provide information about the level of program funding, numbers of people assisted and outcomes achieved.

Supported Housing Assistance Program (SHAP⁹)

The Government has increased funds to the SHAP program as part of the State Homelessness Strategy. An additional \$500,000 per year was provided in 2002/03 rising to \$1million in 2003/04. The increasing availability of SHAP services funded through the State Homelessness Strategy is reflected in greater number of clients maintaining accommodation. This program is also expected to increase the length of tenancies.

	1999/2000	2000/2001	2001/2002 Baseline	2002/2003	2003/2004
SHAP Funding	\$887,557	\$1,045,640	\$1,068,925	\$1,603,368	\$2,002,427
Number of SHAP Workers	15	15	15	22	28.5
Number of Clients Referred plus those in the program at commencement of the recording period	240 (Jan to June)	365	425	422	427
Successful completion of program – accommodation issue resolved and tenancy maintained	77 (Jan to June)	73	118	98	129
Ongoing participants	129 (Jan to June)	157	224	264	271
Support not continued	34 (Jan to June)	135	83	79	97

Source: Department of Housing and Works

In addition to the Supported Housing Assistance Program (SHAP) support is also provided to Aboriginal people through the Aboriginal Tenancy Support Service (ATSS), and by local Homeswest Customer Service Officers where ATSS is not available.

⁹ The Supported Housing Assistance Program provides funding to non Government organisations to support identified Homeswest families who are at risk of losing their tenancies.

Indicator 3.2 Decrease in number of terminations, evictions and abandonments of public housing properties

The major objective in increasing the funding for tenancy support services, such as the Supported Housing Assistance Program, was to reduce the number of evictions.

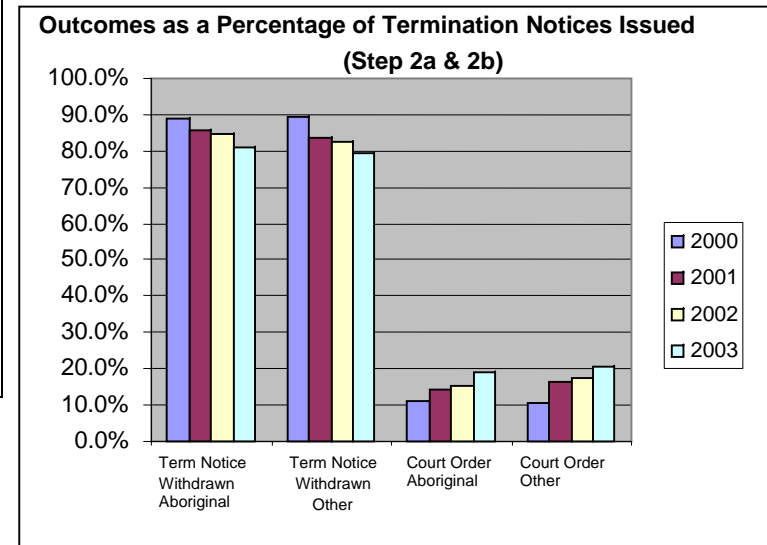
The Public Tenancy Eviction Process

The first step undertaken by DHW in managing a tenancy that incurs a breach is for a termination notice (1) to be issued. A termination notice can be withdrawn when the tenant satisfactorily resolves the breach within a specific timeframe (Step 2a). The table below shows that this happens in the majority of cases. If the breach is not satisfactorily resolved DHW will apply for a Court Order (Step 2b) to terminate the tenancy. The tenant may then vacate the property (3), abandon it (4) or a bailiff (5) may be used to evict the tenant. The table on the following page shows the numbers of tenancies with these outcomes. In some instances DHW may restore the tenancy (6) which will require a new tenancy agreement to be signed. The table on page 27 shows a steady increase in restored tenancies for Aboriginal and non-Aboriginal people.

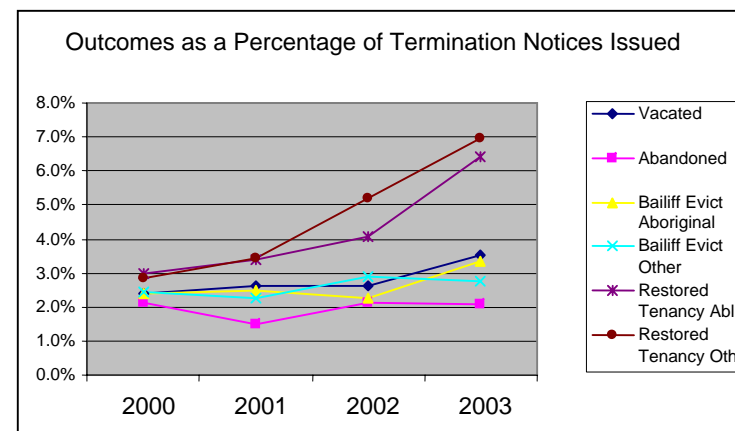
Public Housing Tenancies

Calendar Year Ended	Step (1) Termination Notice		Step (2a) Termination Notice Withdrawn		Step (2b) Court Order Obtained	
	Aboriginal	Other	Aboriginal	Other	Other	Aboriginal
Dec 2000	1,411	1,900	1,251	1,696	204	160
Dec 2001 Baseline	1,452	1,946	1,244	1,629	317	208
Dec 2002	1,474	1,938	1,244	1,599	399	230
Dec 2003	1,529	1,925	1,235	1,529	396	294

Source: Department of Housing and Works – Annual Reports



Calendar Year Ended	(3) Vacated	(4) Abandoned	(5) Bailiff Eviction		(6) Restored Tenancy	
			Aboriginal	Other	Aboriginal	Other
Dec 2000	80	71	34	46	42	54
Dec 2001 Baseline	89	51	36	44	49	67
Dec 2002	90	72	33	56	60	101
Dec 2003	122	72	50	53	98	134



Note: As at 30 December each year there may be a number of pending cases where after issuing of a Court Order, any Order that has not resulted in Bailiff action or lapsed, is classed as “action pending” including some restored tenancies which have not yet signed a new tenancy agreement with DHW.

Comment

The tables above show that since the baseline year of 2001, termination notices, court orders, vacated properties and evictions have risen. They also show a steady increase in restored tenancies.

Over the last decade, public housing providers, such as Homeswest, have faced the need to accommodate increasing numbers of people with complex needs. The inception of the Homeless HelpLine in May 2001 added to this pressure with Homeswest housing over 800 applicants under the homelessness program. A majority of these new tenants might be expected to have multiple needs. Many will have already had multiple tenancies with Homeswest, which were often terminated for non-payment of rent. Despite having access to support services, many of the new tenants are likely to experience problems in managing their tenancy. Increases in unresolved tenancy problems have an impact on the legal action taken by the Department, resulting in more termination notices and court orders. However, partially offsetting the increase in tenancies affected by legal action has been a rise in the number of tenancies being restored following court action. The Department of Housing and Works will continue to monitor the situation.

Strategic Change Indicators

The strategic change indicators are based around the areas for action identified in the Government's Response to the State Homelessness Taskforce. They have been chosen because movement in them will impact on the priority outcomes and will show-up in the headline indicators. They are

4. Social Housing

The level of Commonwealth and State funding has a direct impact on the construction or purchase of social housing. The Government response, for example, makes reference to seeking increased funding from the Commonwealth (to be matched by the State) to increase the amount of social housing that is affordable for low-income households.

5. Aboriginal Housing and Infrastructure

Housing is a high priority for Aboriginal Australians. These indicators reflect the level of funding available for Aboriginal housing, the extent of Aboriginal control and the quality of housing. Funding and durability of housing, including the need for major upgrades, directly impacts the construction or purchase of additional Aboriginal housing.

6. Supported Accommodation

The role of short and long-term supported accommodation is important in addressing homelessness among vulnerable groups.

7. Private Rental Market

Access to affordable housing in the private rental market is an important adjunct to publicly funded social housing.

8. Support and Advocacy

The impact on homelessness of support and advocacy services to access and sustain accommodation is critical. The availability of support to access suitable accommodation will impact on the demand for emergency accommodation. The availability of support to sustain accommodation will impact on the rate of repeat admissions to short-term and emergency accommodation and to the avoidance of adverse consequences that result in homelessness.

9. Specialist Services

People who are at risk of homelessness, are currently homeless or have been homeless frequently have high support needs and may require specialist services to maintain their health and well being.

10. Co-operation and collaboration

Very few of the initiatives in the Government's Response involve just one agency; many require two or more agencies to collaborate for implementation to be effective.

4. Social Housing

The level of Commonwealth and State funding has a direct impact on the construction or purchase of social housing. The Government response, for example, makes reference to seeking increased funding from the Commonwealth (to be matched by the State) to increase the amount of social housing that is affordable for low-income households.

The data below shows that there has been an increase in State funding and Commonwealth funding for Aboriginal housing since the baseline year 2001/02. However, the Commonwealth ceased the GST rebate in 2003/04, and their total contribution declined by around \$9 million.

4.1 & 4.2 Increase in level of public housing funding and Aboriginal housing funding (also refers to 5.1 & 5.2 below)

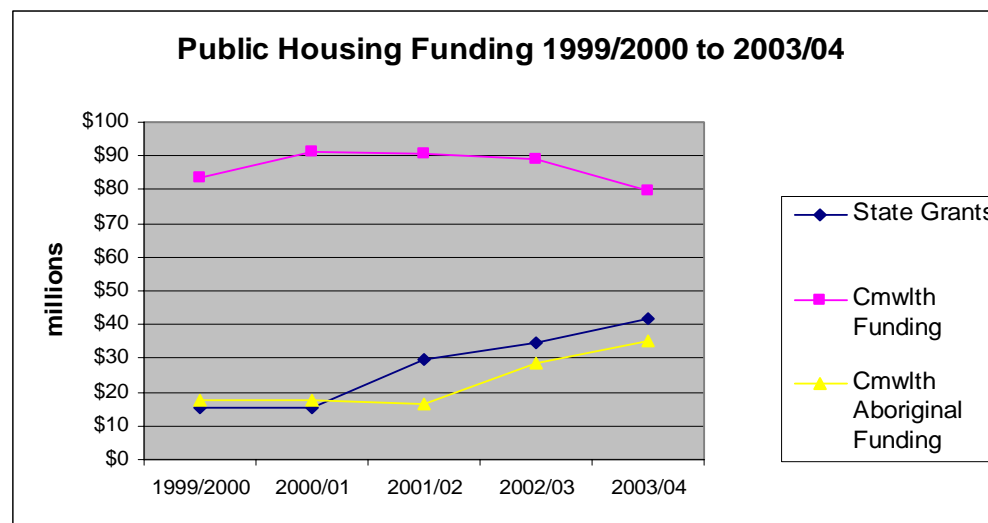
Figures include Community and Crisis Accommodation Program grants.

	1999/2000	2000/2001	2001/2002 Baseline	2002/03	2003/04
4.1 Level of State Grants(Note 1)	\$15.499m	\$15.395m (Note 2)	\$29.590m (Note 3)	\$34.849m (Note 4)	\$41.763m
4.2 Level of Commonwealth funding	\$83.383m	\$91.218m	\$90.466m	\$89.090m	\$79.794m
Level of Commonwealth funding Aboriginal	\$17.526m	\$17.402m	\$16.743m	\$28.621m (Note 5)	\$35.332m

Notes:

- (1) The Level of State Grants includes Aboriginal program contribution and excludes matching funding generated from land business segment conducted by DHW.
- (2) Excludes 'one off' \$14.5m debt funding converted to grant
- (3) Includes \$10.5m State Homelessness Strategy funding
- (4) In 2002/2003, State contributed additional \$15.0m
- (5) Includes additional funds of \$11.0m transferred from ATSIC by the Commonwealth in 2002/03

Source: Department of Housing and Works



4.3 Decrease in the number of people on priority and general waiting lists for public housing

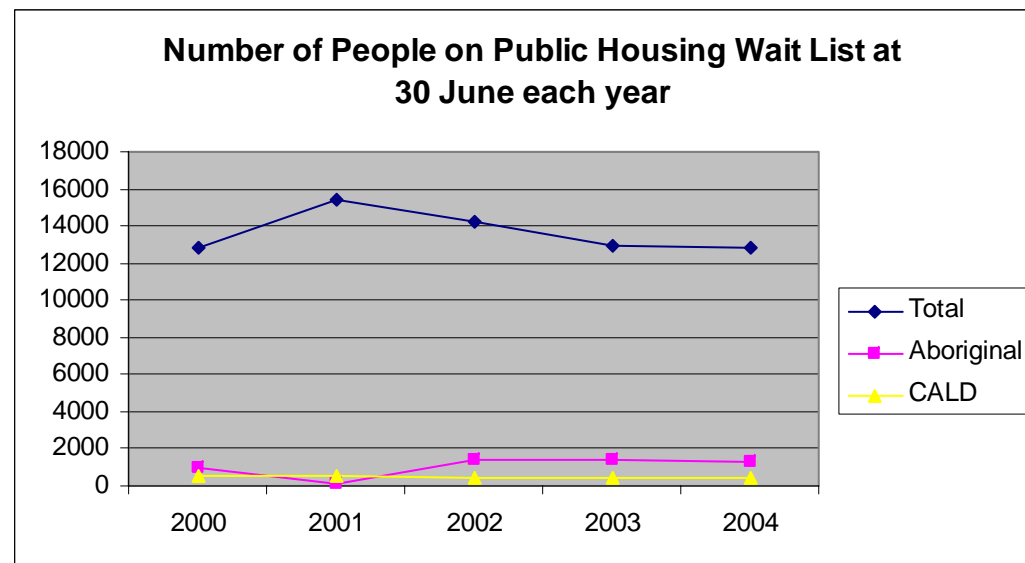
A number of initiatives of the State Homelessness Strategy aim to lower the demand for public housing. These include supports to assist people to maintain private rental accommodation, and additional financial counselling services. The table below shows a fluctuating demand for public housing over the years. The increase in wait list numbers from June 2000 to June 2001 resulted because the quarterly applicants' review which should have been undertaken in March 2001 (resulting in a cull of non respondents) did not take place. This resulted in an overstating of the wait list figure. Some of this increase was maintained through to June 2002 (the baseline year) but by June 2003 it was again down to the 2000 level. The 2004 figures show a small decline of 193 in the total number on the wait list however 86 (45%) of that decline consisted of Aboriginal families.

	As at 30 June 2000	As at 30 June 2001	As at 30 June 2002 Baseline	As at 30 June 2003	As at 30 June 2004
Number of people on wait list					
• Total	12,879	15,456	14,194	12,981	12,788
• Aboriginal (Note 1)	969 (7.5%)	1114 (7.2%)	1,382 (9.7%)	1,390 (10.7%)	1,304 (10.2%)
• CALD (Note 2)	515 (4.0%)	491 (3.2%)	426 (3.0%)	434 (3.3%)	430 (3.3%)

Note 1: Aboriginal if declared

Note 2: CALD (Culturally and Linguistically Diverse) excludes those nominating English speaking countries as their country of origin.

Source: Department of Housing and Works



5. Aboriginal Housing and Infrastructure

Housing is a high priority for Aboriginal Australians. The following indicators reflect the level of funding available for Aboriginal housing, the extent of Aboriginal control and the quality of housing. Funding and durability of housing, including the need for major upgrades, directly impacts the construction or purchase of additional Aboriginal housing.

5.1 & 5.2 Increase level of funding for Aboriginal housing

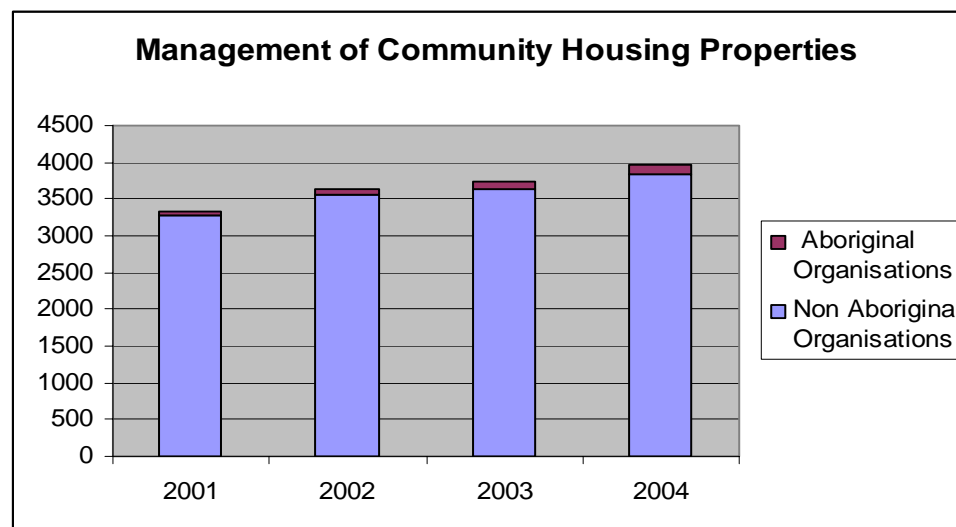
This funding is included in 4.1 and 4.2 above.

5.3 Increase in Aboriginal management of Community Housing properties

In the State Homelessness Strategy the Government, through the Department of Housing and Works has committed to encourage and support an increase in the management of Community Housing by Aboriginal groups. The table below shows a steady increase in both the total number of community housing properties and also in the number of properties managed by Aboriginal Organisations.

	As at 30 June 2000	As At 30 June 2001	As at 30 June 2002 Baseline	As at June 2003	As at June 2004
Number of Community Housing properties	Data not available	3,318	3,640	3,729	3,966
Number of Community Housing properties managed by Aboriginal Organisations	Data not available	47 (1.41%)	75 (2.06%)	99 (2.65%)	127 (3.21%)

Department of Housing and Works



5.4 Increase in Aboriginal occupancy of Community Housing properties

Increased management of Community Housing by Aboriginal people should result in increased occupancy by Aboriginal people. Due to problems with the collection of data reliable estimates of Aboriginal occupancy will not be available until 2005.

	As at 30 June 2000	As At 30 June 2001	As at 30 June 2002 Baseline	As at June 2003	As at June 2004
Total Number of properties	Data not available	2,945	3,246	3,304	3,535
Number of Aboriginal households as at June 30	Data not available	64 (2.17%)	100 (3.08%)	162 (4.9%)	174 (4.9%)

Source: Department of Housing and Works

Note 1: Crisis Accommodation Properties (CAP) have not been counted, therefore totals for 2001 and 2002 vary from the 2003 Performance Indicator Report which did include CAP properties.

5.5 Increase in major upgrades of Aboriginal housing stock

The quality of housing is also important in improving accommodation for Aboriginal people. The following table provides data on the Department of Housing and Works refurbishment program. The table below shows the breakup between the various refurbishment programs as well as the total for each year. It shows a steady increase in the number of refurbishments from 380 in 1999/2000 to 603 in the baseline year of 2001/02 and 943 in 2003/04.

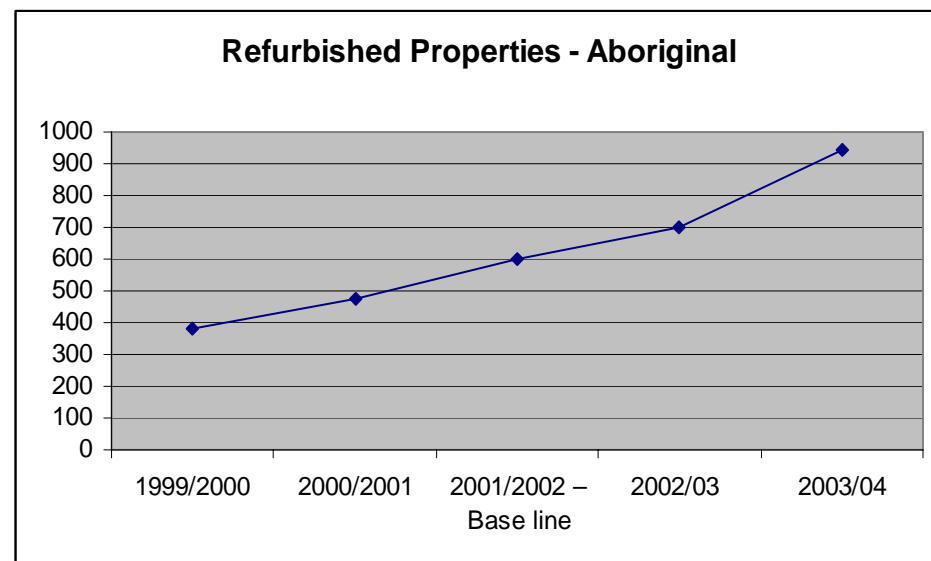
Number of refurbishments

	1999/2000	2000/2001	2001/2002 Baseline	2002/03	2003/04
Regional Refurbishments (Note 1)	255	151	291	189	252
New Living Refurbishments (Note 2 & 3)	Not available	216	186	366	518
Regional Bedsitter Conversions (Note 3)	49	0	27	9	19
New Living Bedsitter Conversions (Note 3)	Not available	26	22	16	11
Aboriginal Housing Remote Communities Refurbishments (Note 6)	76	81	77	105	142
Roebourne Enhancement Scheme (Note 4)	Not applicable	Not applicable	Not applicable	8	0
Community Housing (Note 5)	Not applicable	Not applicable	Not applicable	9	1
Total number of properties	380	474	603	702	943

Source: Department of Housing and Works

Notes:

1. Regional Services Refurbishments includes general public housing and Aboriginal housing urban programs properties
 2. New Living Refurbishments and Bedsitter Conversions have only been included since 2000/2001
 3. New Living Refurbishments and Bedsitter Conversions reflect only those properties that are retained for rental use
 4. Roebourne Enhancement Scheme started in 2002/2003
 5. Community Housing includes all projects in the Community Housing Program (CHP) and Crisis Accommodation Program (CAP).
 6. Aboriginal Housing Remote Communities Refurbishments were funded through the Management Support Program from 1999/2000 to 2002/03 but were funded through the Maintenance Program in 2003/04.
- New Living also Refurbish properties for sale but these are not included, as they are not used for rental purposes.



5.6 Increase in Aboriginal people at community level involved in decision-making process

Housing is a high priority for Aboriginal Australians and is 'inextricably linked and fundamental to the achievement of the rights, principles and goals of self determination'¹⁰. It is therefore important that Aboriginal people are involved in the decision making processes about Aboriginal housing and related support services. The Department of Housing and Works and the Department for Community Development have the major responsibilities in these areas. The following shows some of the ways that Aboriginal people are involved in decision making processes.

Department of Housing and Works Processes

- All Standing Committees of the Department of Housing and Works, Housing Advisory Committee (HAC) include Aboriginal representation. All rental and maintenance policy review and implementation goes through the Homeswest Operational Standing Committee (HOSC) and HAC.
- The Aboriginal Housing and Infrastructure Council advises the Minister, through the State Housing Commission Board, on policy and program issues affecting Aboriginal people. It comprises ATSIC Regional Council representatives and State community representatives.
- Consultation with local community councils takes place for all Department of Housing and Works Aboriginal Housing and Infrastructure Directorate (AHID) programs. Consultation occurs at all levels and varies from community to community. It can be formal or informal, depending on the community.
- The Chairperson of Homeswest Appeals Mechanism (HAM) is Aboriginal. Aboriginal people are represented on the Homeswest Operational Standing Committee, which is a sub committee of HAC.

Source: Department of Housing and Works

Department for Community Development Processes

- The Supported Accommodation Assistance Program (SAAP) State Advisory Committee includes two Aboriginal representatives, and representatives from a service for people from culturally and linguistically diverse (CALD) backgrounds. This committee advises the Minister for Community Development on homelessness issues as well as the issues affecting the SAAP program.
- Since 2001 the Department for Community Development has increased the number of Aboriginal employees by 35%, from 117 in June 2001 to 174 in June 2004. Aboriginal designated positions now exist in all sections of the Department to provide advice and an Aboriginal perspective at all levels of the decision making.

Source: DCD Annual Report 2004.

¹⁰ Walker, R et al, 2003, *Developing paradigms and discourses to establish more appropriate frameworks and indicators for housing programs*. Australian Housing and Urban Research Institute, Western Australia Research Centre.

- In response to the Gordon Inquiry into *Response by Government Agencies to Complaints of Family and Child Abuse in Aboriginal Communities*, 14 Aboriginal Support Worker positions and 14 Youth and Family Engagement Worker positions were created. Departmental staff in several rural communities undertook community consultations with Aboriginal and Torres Strait Islander people regarding providing safe places where young people can stay overnight when they can't go home. The initiative builds on existing ways of supporting young Aboriginal people that were already occurring informally in the communities.

Source: DCD Annual Report 2004.

- In developing the new services funded through the State Homelessness Strategy the Department for Community Development has included Aboriginal and CALD representatives in the consultation processes.

Source: Department for Community Development

5.7 Increase in tenant satisfaction with habitability and cultural appropriateness of housing

The National Customer Satisfaction Survey measures habitability and separates Aboriginal and non-Aboriginal results. Initiatives of the State Homelessness Strategy aimed at improving Aboriginal housing would lead to improved levels of satisfaction.

The National Customer Satisfaction Survey (also known as the National Social Housing Survey) was undertaken in 2003, but due to significant increased costs in sampling, it was decided not to increase the sample to the required size to report separately on Aboriginal and non-Aboriginal results.

An Indigenous specific survey is currently being developed through the National Indigenous Housing Information Implementation Committee.

Source: Department of Housing and Works

6. Supported Accommodation

The role of short and long-term supported accommodation in addressing homelessness among vulnerable groups is a theme in the State Homelessness Taskforce report and in the Government's response. A lengthy wait for long-term supported accommodation is likely to see people continue in marginal or inappropriate accommodation, creating blockages in emergency accommodation or delayed hospital discharges. The provision of additional supported accommodation services will impact on the availability of emergency accommodation.

6.1 Increase in availability of appropriately located short and long term supported accommodation for vulnerable groups

Since 2001/02 funding has been provided for a number of new supported accommodation services. A new youth accommodation service has opened in Fremantle and a service has opened in Calista for men involved with domestic violence. The Shire of Laverton has been funded to provide a crisis intervention service for women with or without children who are experiencing domestic violence. The service commenced on 1 October 2003. It is able to provide emergency accommodation for up to two days for two families. Work is progressing on a domestic violence service in Meekatharra. In May 2004 a contract was awarded to operate a youth accommodation service for up to 12 young people in Broome. During 2004/05 the Broome service will work closely with the Department for Community Development and Department of Housing and Works to begin housing young people. Ensuring housing is appropriate (safety, family and cultural considerations) is also a priority as is undertaking a formal protocol process to establish and document duty of care and shared responsibility issues.

6.1.1 Beds available in Supported Accommodation Assistance Program (SAAP) – short – medium term

Number of beds available for single people

	As at 30 June 2000	As at 30 June 2001	As at 30 June 2002 Baseline	As at 30 June 2003	As at 30 June 2004
Beds for young people	389	380 (Note1)	380	385 (Note 2)	393 (Note 3)
Beds for men involved with domestic violence	0	0	0	12 (Note 4)	12
Beds for lone men	191	191	191	191	191
Beds for lone women who are homeless	22	22	22	22	22
Beds lone women who are victims of domestic violence	24	24	24	24	24
Beds available for single people in cross targeted services	74	74	74	74	74
Total	700	691	691	708	716

Source: Department for Community Development – Supported Accommodation Assistance Program (SAAP) Administrative Data

Note 1: Reduction in beds due to relocation of a Goldfields youth supported accommodation service to smaller facilities (24 beds to 15 beds) from Jan 2002

Note 2: A new youth crisis accommodation service, Great Mates, opened in Fremantle in 2002/03 funded to provide 10 beds. At 30 June 2003 five crisis beds were operating with one further crisis bed and 4 transitional places yet to be developed.

Note 3: As at 30 June 2004 the Great Mates service had 5 crisis beds and 4 transitional beds in operation. During 2003/04 Mission Australia opened additional transitional accommodation units which can accommodate up to 4 young people.

Note 4: In 2002/03 a service was established in Calista for up to 12 men involved with domestic violence.

**6.1.1 Places available in Supported Accommodation Assistance Program (SAAP) – short – medium term
continued**

Accommodation for Families – Note capacity refers to family groups not individuals

	As at 30 June 2000	As at 30 June 2001	As at 30 June 2002 Baseline	As at 30 June 2003	As at 30 June 2004
Number of families which can be accommodated in family services	86	86	71 (Note 6)	83	83
Number of women with children who can be accommodated in domestic violence services (Note 5) (not counting the children)	179	187	187	187	184 (Note 7)
Number of families that can be accommodated by cross targeted services	19	19	19	25	25
Total	284	292	277	295	292

Source: Department for Community Development – Supported Accommodation Assistance Program (SAAP) Administrative Data

Note 5: Domestic violence accommodation services are also known as women’s refuges or safe houses. In country areas where there is usually no other services, most refuges also accommodate women without accompanying children.

Note 6: Reduction in places is due to closure of Manguri Aboriginal Accommodation Service for Aboriginal Families in June 2002. (Replacement services commenced in 2003).

Note 7: There was a reduction of 3 available places at Marnja Jarndu Refuge in Broome due to the alignment of bed capacity with Shire of Broome regulations".

6.1.2 By-Passing Short Term Supported Accommodation

Another way to reduce the demand on Supported Accommodation services is to assist homeless people who do not require or who already have ongoing support, directly into long-term accommodation. The State Homelessness Strategy provided \$250,000 per annum to establish such a service. The Wesley HomeLink Accommodation Assistance Service began operating in May 2003. Since then to 30 June 2004, 193 households with 242 individuals have been referred to the program. Of these 38 households (83 individuals or 20%) have been assisted to obtain accommodation, mainly in the private rental market. Resource tools have also been developed to educate clients on how to be 'best' placed to secure their own accommodation. An estimated one third of clients referred have used these information tools i.e. a 'To Do' list to secure their own accommodation, without the need for additional support. A high number of the clients were inappropriately referred during the services establishment phase. Wesley HomeLink believes a large percentage of these clients that did not engage with the service moved in with family or friends or continued to live a transient life. Now that the service is well established and the program’s target group is better known to referring agencies, the inappropriate referrals are decreasing.

6.1.3 Short term accommodation for people leaving custody - Department of Justice accommodation support

Inability to obtain and/or maintain suitable accommodation has been shown to contribute to recidivism among newly released prisoners. The Department of Justice has two programs to provide Short term emergency accommodation for newly released prisoners and their families;

Emergency and Short Term Accommodation Program

The Department of Justice funds *Outcare* Incorporated to manage accommodation to prisoners leaving custody. Generally only short-term accommodation is provided to prisoners with an average length of stay of 5-10 weeks.

Emergency Accommodation Program	As at 30 June 2001	As at 30 June 2002 Baseline	As at 30 June 2003	As at 30 June 2004 Note (1)
Number of Dwellings (Number of Beds)	N/A	22 dwellings (39 beds)	25 dwellings (43 beds)	23 dwellings (41 beds)

Source: Department of Justice

Note: Outcare voluntarily relinquished two properties that were no longer appropriate to use to accommodate ex offenders. However the new Community Transitional and Support Services (see below) will ensure the accommodation available to exiting prisoners continues to expand.

Community Transitional Accommodation and Support Services

Through the State Homelessness Strategy the Department of Justice has been provided with \$340 000 annually for new mentoring and re-entry support services - *Community Transitional Accommodation and Support Services*. Services will assist clients leaving the justice system to maintain accommodation and develop and maintain skills required for daily living, improve personal and social interaction, and increase participation in community life. Services commenced in a staged approach and the first prisoner participating in the program was released and moved into the allocated accommodation on 1 August 2003. Services are operating in the metropolitan area, Bunbury, Albany and Geraldton. In its first operational year, 2003/04 38 ex-offenders took part in the program.

Community Transitional Accommodation and Support Services (Commenced 1 August 2003)	2000/01	2001/02	2002/03	2003/04
Number of Dwellings (Number of Participants)	N/A	N/A	N/A	33 dwellings 38 participants

Source: Department of Justice

6.1.4 Long term supported accommodation – for people with chronic health issues

Some people with chronic health issues such as those with a mental illness or a physical disability require long term supported accommodation. The State Homelessness Strategy provided additional funds above the regular allocation, for long term supported accommodation programs. However during 2003/04, due to other funding priorities in health, these projects were deferred. Service planning is continuing and the Department of Health intends to start implementation of these services in the 2004/05 financial year.

The impact of these initiatives aims to achieve a decline in people seeking Supported Accommodation Assistance Program (SAAP) services as a result of psychiatric illness, or recently left institution.

Source: Department of Health

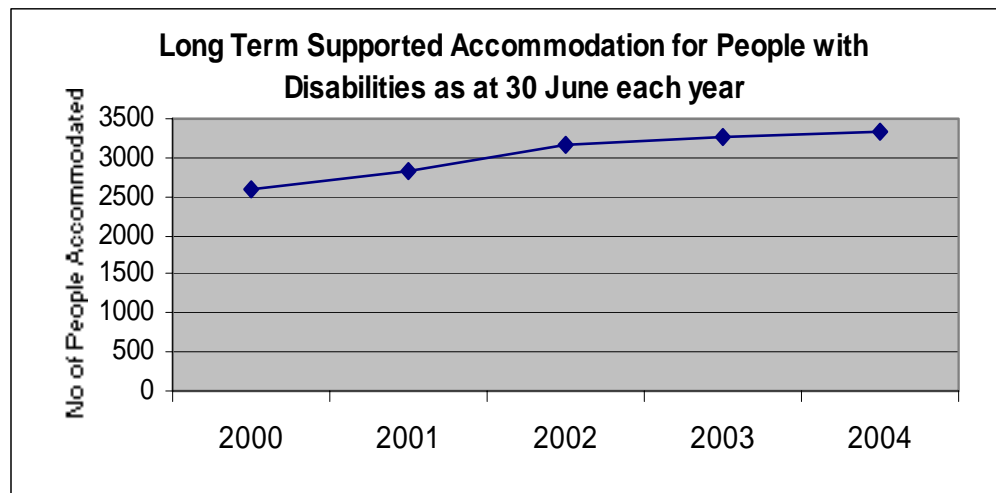
6.1.5 Long term supported accommodation for people with disabilities

People with a disability can be at a higher risk of homelessness and some require long term supported accommodation. The Government provided additional funding through the State Homelessness Strategy to increase the number of people assisted through accommodation support services.

	As at 30 June 2000	As at 30 June 2001	As at 30 June 2002 Baseline	As at 30 June 2003	As at 30 June 2004
Number of people in long term supported accommodation for people with a disability	2,608 (Note 1)	2,836	3,179	3,265	3,319

Source: Disability Services Commission

Note 1: These figures are based on Disability Services Commission reports of users of hostel, group home and supported community living services, adjusted for recently identified mis-coding and a refinement of the definitions of accommodation support. Substantial tightening of coding and definitions occurred in 2002/03. This method of reporting is consistent with that adopted for the 2003/04 Budget Papers.



6.1.6 Long term supported accommodation for people with mental illness

People with a mental illness are more likely to become homeless. The provision of supported accommodation will assist in decreasing the incidence of homelessness among the mentally ill (Note 1)

Long term supported accommodation (Note 2) for people with mental illness

	30 June 2000	30 June 2001	30 June 2002 Baseline	30 June 2003	30 June 2004
Independent Living Program (ILP) (Note 3)	350 (approx)	400 (approx)	420 (approx)	430 (approx)	540 (approx) (Note 5)
Licensed Psychiatric Hostels (LPH)	572 subsidised places	572 subsidised places	572 subsidised places	572 subsidised places	521 subsidised places (Note 6)
Perth Inner City Project (Note 4)	N/A	N/A	9	12	12

NoteS:

1: Definition of Mental Illness:

The Office of Mental Health funds community support services for people with a mental illness. To be eligible the illness must be serious and persistent. To confirm the seriousness and persistence, a person must demonstrate:

- a level of functional impairment that is associated with having a diagnosed mental illness that interferes with the person's ability to live independently to the extent that they
- require support with the activities of daily life, and/or
- support is not available and the essential activity does not occur; and
- their level of impairment is long term and not the result of a short term acute episode.

2: The Office of Mental Health defines Supported Accommodation as: community accommodation support for individuals who require support to live in the community. The supported accommodation is for individuals who require both housing and support. It is not about providing housing or support by themselves. If an individual requires disability support in their own home, this would not fall within the scope of this definition.

3: The Independent Living Program (ILP) provides headleasing (supportive landlord functions), disability support and clinical support to people with a serious and persistent psychiatric disability who have a low to moderate level requirement for support to live successfully in the community.

4: The Perth Inner City Project commenced in 2001/02. It funds the Ruah Inreach to improve social, living skills and quality of life for people with severe and persistent mental health problems in Perth inner city hostels to prepare them to move to ILP accommodation.

5: ILP capacity fluctuates due to housing prices and land availability. The 2004 figure may also be higher due to more accurate counting methods.

6: Total LPH places available at any time fluctuates where hostels close / reduce their capacity and there is yet to be the establishment of a new service. The current occupancy rate is 521 as Success Hill Lodge has closed. Residents from that hostel were absorbed into existing hostel vacancies. The DOH is currently establishing alternative accommodation options and the ILP is increasing at the rate of 60 properties per year.

Source: Department of Health - Office of Mental Health.

6.2 Decrease in waiting time from application to allocation for long term supported accommodation

Time to allocation - long-term supported accommodation – Community Disability Housing Program

The Community Disability Housing Program is a supported accommodation program jointly administered by the Department of Housing and Works, which provides accommodation and the Department of Health, and the Disability Services Commission which fund support. The implementation of the State Homelessness Strategy initiatives provided a one off injection of additional supported accommodation for this group. This is aimed at a reduction in the wait time.

Independent Living Program (ILP)

In October 2003 the Office of Mental Health completed a survey of Independent Living Program providers to determine waiting times for accommodation. The return rate for the survey was extremely high. Ten of the eleven metropolitan services responded and six of the eight country services responded. The main reasons why applicants waited the longest time related to the availability of suitable accommodation or requirements for specific locations.

Summary of Independent Living Program Waiting List Information Survey – October 2003

	Metropolitan			Country			Combined		
	Number on Wait List at 30 June 2003	From longest to shortest wait time (months)	Average Wait Time (Months) for 2002/2003	Number on Wait List at 30 June 2003	From longest to shortest wait time (months)	Average Wait Time (Months) for 2002/2003	Number on Wait List at 30 June 2003	From longest to shortest wait time (months)	Average Wait Time (Months) for 2002/2003
Singles	312	48 – 2.5	15	29	18 – 3	6	341	48 – 2.5	11
Couples	20	48 – 2.5	8	1	0 - 0	0	21	48 – 2.5	5
Families	63	48 – 1.5	9	6	1 - 0	0	69	48 -1	6

Source: Department of Health Office of Mental Health

6.3 Decrease in unmet demand and supply of crisis and short term supported accommodation

This indicator relates to the Supported Accommodation Assistance Program (SAAP) data, which is provided at Indicator 1.4 on page 15 of this report.

7. Private Rental Market

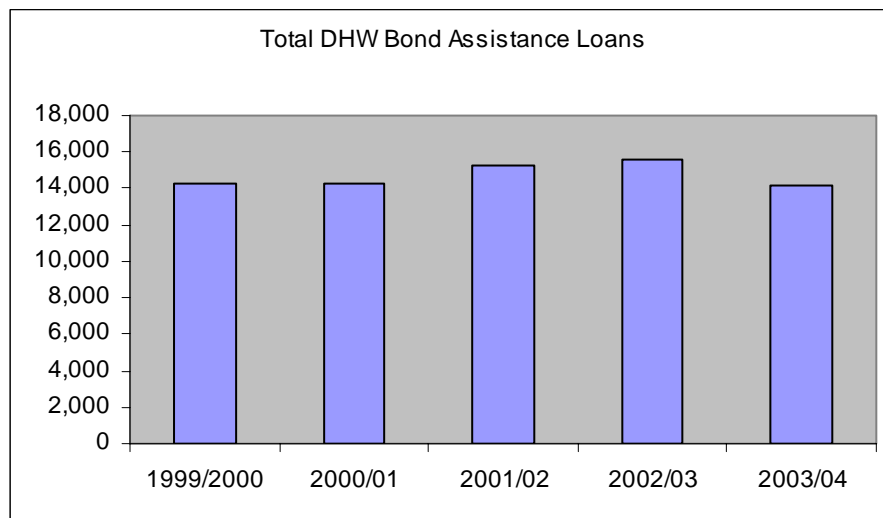
Access to affordable housing in the private rental market is an important adjunct to publicly funded social housing. The Department of Housing and Works Homeless Helpline statistics on the number of clients advised to apply for bond assistance indicates that encouraging clients to access the private rental market is a major strategy in assisting homeless people. The number of bond loans issued and the numbers in receipt of Commonwealth Rental Assistance are proxies for the number of low-income people using the private rental market as an alternative to public housing.

7.1 Number of bond loans issued

	1999/2000	2000/2001	2001/2002 Baseline	2002/03	2003/04
Number of Homeless Helpline clients referred for Bond applications		345 (Note 1)	1,747	1,430	1,484
Number of Homeless Helpline clients who take up Bond Assistance		58*	234	527	679
Total DHW Bond Assistance Loans	14,226	14,300	15,254	15,539	14,128

Source: Department of Housing and Works

Note 1: The Homeless Helpline was established on 21 May 2001



Comment

The table above shows a jump in the number of bond loans provided in the two years following the implementation of the Homeless Helpline in May 2001. However, in 2003/04 the number of bond loans approved has decreased back to pre Strategy figures. The reason for this decline is not known. However the number of people referred through the Homeless Helpline has continued to rise.

The Department of Housing and Works is currently analysing data from a research project to determine the success of Bond Assistance Loan applicants in accessing and retaining their private rental accommodation.

7.2 Numbers in receipt of Commonwealth Rent Assistance

Refer to Indicator 1.5.2 on page 18 of this report.

7.3 Number of People Assisted to Access Private Rental Accommodation (Wesley HomeLink)

The State Homelessness Strategy provided \$250,000 per annum to establish a service to assist homeless people who do not require or who already have ongoing support, directly into long term accommodation, mostly in the private rental sector.

The Wesley HomeLink Accommodation Assistance Service began operating in May 2003. Since then to 30 June 2004, 193 households with 242 individuals have been referred to the program. Of these 38 households (83 individuals or 20%) have been assisted to obtain accommodation, mainly in the private rental market. Resource tools have also been developed to educate clients on how to be 'best' placed to secure their own accommodation. An estimated one third of clients referred have used these information tools i.e. a 'To Do' list to secure their own accommodation, without the need for additional support. A high number of the clients were inappropriately referred during the services establishment phase. Wesley HomeLink believe a large percentage of these clients that did not engage with the service moved in with family or friends or continued to live a transient life. Now that the service is well established and the program's target group is better known to referring agencies, the inappropriate referrals are decreasing.

8. Support and Advocacy

The impact on homelessness of support and advocacy services to access and sustain accommodation is critical. The availability of support to access suitable accommodation will impact on the demand for emergency accommodation. The availability of support to sustain accommodation will impact on the rate of repeat admissions to short-term and emergency accommodation and to the avoidance of adverse consequences that result in homelessness.

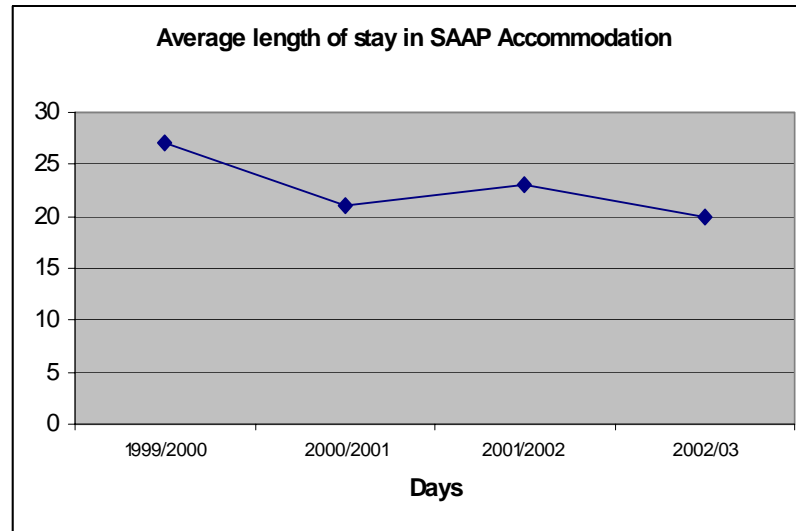
8.1 Decrease in length of stay in supported accommodation

The availability of alternative long term or permanent housing may be expected to impact on the length of stay in SAAP accommodation. An aim of the State Homelessness Strategy is to decrease the length of stay in SAAP accommodation as a result of increased opportunities for people to move into other housing options. The data below shows a trend of decreasing time in SAAP accommodation including a small decrease in length of stay since the baseline year of 2001/02.

Length of stay in Supported Accommodation Assistance Program (SAAP) services

	1999/2000	2000/2001	2001/2002 Baseline	2002/03	2003/04
Average length of stay of accommodated SAAP clients (days).	27 days	21 days	23 days	20 days	Data available later in 2004

Source: Australian Institute of Health and Welfare (AIHW) National Data Collection (NDC) for the Supported Accommodation Assistance Program (SAAP)



8.2 Decrease in repeat admissions to supported accommodation

One of the major aims of the Supported Accommodation Assistance Program (SAAP) is to assist clients to achieve self reliance. One indicator of this is when a client exits to independent housing and does not return to SAAP. It may be appropriate, however, for some clients to receive more than one support period (moving from crisis to medium term accommodation for example). Another group that makes multiple use of SAAP services is women escaping domestic violence. Clients with long term problems may also access SAAP services a number of times before being able to address their issues. Some of the initiatives of the State Homelessness Strategy and the Drug and Alcohol Strategy aim to reduce the numbers of clients returning to SAAP services due to eviction, drug/alcohol abuse or psychiatric illness.

The table below shows that, since the introduction of the State Homelessness Strategy in 2002 there has been a slight drop in the numbers of repeat admissions to SAAP for Drug and Alcohol abuse. Repeat admissions due to psychiatric illness have declined since 1999/2000 despite a slight increase in 2002/03. However repeat admissions due to “evictions/previous accommodation ended” have increased.

Number of Supported Accommodation Assistance Program (SAAP) support periods in which clients were accommodated: main reason for seeking assistance. (9 selected reasons). Note 1, 2 & 3

Main Reason for Admission	1999/2000		2000/2001		2001/2002 – Baseline		2002/03	
	Clients with only 1 support period	Clients with 2 or more support periods	Clients with only 1 support period	Clients with 2 or more support periods	Clients with only 1 support period	Clients with 2 or more support periods	Clients with only 1 support period	Clients with 2 or more support periods
Domestic Violence	1113	894	1368	1455	1245	1415	1270	1437
Drug /alcohol/subs abuse	634	695	650	686	433	737	387	723
Emergency accommodation ended	31	25	36	38	63	83	33	75
Eviction /previous accommodation ended	316	183	356	288	336	340	388	408
Recently left institution	44	63	75	60	81	87	73	77
Psychiatric illness	65	72	36	55	51	36	43	39
Usual accom unavailable	411	271	533	483	565	694	518	693
Itinerant	83	85	110	109	114	127	134	178
Financial difficulty	359	292	367	761	313	692	239	641

Source: Australian Institute of Health and Welfare (AIHW) National Data Collection (NDC) for the Supported Accommodation Assistance Program (SAAP)

Note 1: Caution should be exercised when interpreting the data presented in this table, as around one third of repeat SAAP users cannot be identified (ascertained to be the same client or different clients). These repeat users are assumed to have similar circumstances to clients that can be identified.

Note 2: This data is for “presenting reasons” as given by clients when seeking accommodation. It does not represent the incidence of these issues within the SAAP client population. For example it is well documented that mental health problems and drug/alcohol problems affect many other clients.

Note 3: As a client can have more than one support period, the table is based on the main reason reported in each individual support period. For example, a client may have 4 support periods in a financial year. In one of these they reported the main reason of drug, alcohol or substance abuse and in 3 support periods they reported financial difficulty as the main reason for seeking assistance.

8.3 Increase in number of people remaining connected to utilities, remaining housed

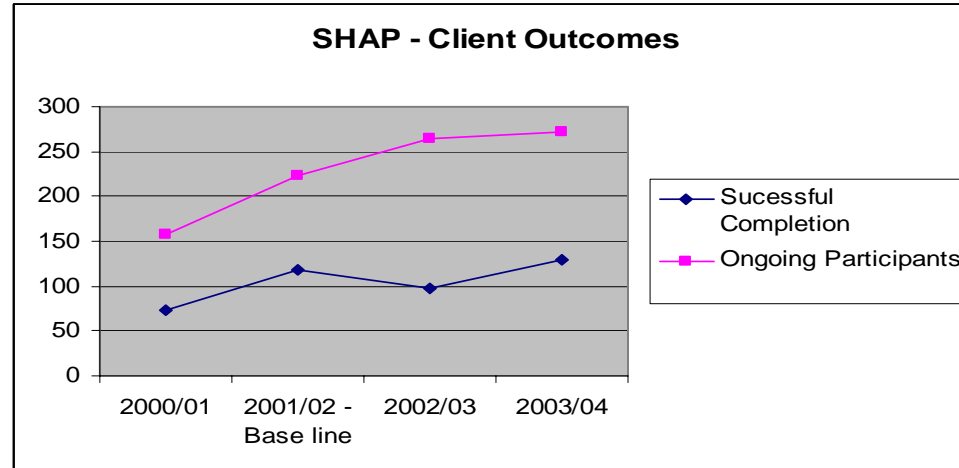
A number of initiatives of the State Homelessness Strategy aim to lower rates of adverse consequences such as eviction, discontinuation of essential services, repossession, or legal action. These initiatives include the provision of additional funds for the Supported Housing Assistance Program (SHAP), new services to assist people to maintain private rental accommodation, and additional financial counselling services.

8.3.1 Department of Housing and Works Supported Housing Assistance Program (SHAP¹¹). Number of tenants supported to remain in tenancy – See also Indicator 3.1.

The graph below shows a steady increase in both numbers of clients and those with successful outcomes as would be expected from the increase in funding to the program (see Indicator 3.1.2) since the baseline year 2001/02.

	Jan 2000 to 30 June 2000	2000/01	2001/02 Baseline	2002/03	2003/04
Successful completion of program – accommodation issue resolved and tenancy maintained	77	73	118	98	129
Ongoing participants	129	157	224	264	271

Source: Department of Housing and Works



¹¹ The Supported Housing Assistance Program provides funding to non-Government Organisations to support identified Homeswest families who are at risk of losing their tenancies.

8.3.2 Private Rental Support and Advocacy Program - Number of tenants supported to remain in tenancy

Through the State Homelessness Strategy, the Department for Community Development was provided with \$1million per year funding to establish services to assist people in private rental accommodation who are at risk of losing their tenancies.

The first of seven new services began operating in November 2003. Three services have been established in the metropolitan area, and three in regional areas of Geraldton, Peel and Busselton. A metropolitan-based service to assist people from culturally and linguistically diverse background has also been funded. Data will be available later in the year for the January to June 2004 reporting period.

8.3.3 In Home Practical Support Services for Aboriginal Families - Number of tenants supported to remain in tenancy

\$150,000 per annum was provided to the Department for Community Development through the Western Australian Government's Family Strengths program. It has been used to establish two new services to assist Aboriginal families to maintain to manage a home and maintain a healthy family life. The services are located at the Mungallah community near Carnarvon, and in Kwinana. They began operating early in 2004. Data will be available later in the year for the January to June 2004 reporting period.

In addition to the DCD services, DHW is providing an In House Practical Support Program (IHPSP) from within existing resources. The IHPSP provides support and skill development of Aboriginal families in conventional housing. Families using the service develop their knowledge, skills and confidence to effectively manage a home.

The IHPSP program will operate from five locations – Halls Creek, Kalgoorlie/Ninga Mia, Newman/Parnpajinya, Bidadanga, Warburton. \$350,000 was allocated for 2003/04 however the project encountered some implementation delays. Negotiations are continuing for the service to commence in 2004/05 at Newman, Halls Creek, Bidadanga and Warburton. A pilot project of the IHPSP was funded in 2003/04 at the Koolbardi Aboriginal Corporation in Queens Park. The project is currently being reviewed which will include a report on outcomes.

The DHW Aboriginal Housing and Infrastructure Branch has also entered into an arrangement with the East Metropolitan Housing Association (EMCHA) which will lease properties from the private market (real estate agents and individual investors) and manage those properties for an agreed period. EMCHA will rent these properties to indigenous tenants and provide a supportive landlord function. Some tenancy rights training/advocacy will be provided by the Midland Information, Debt and Legal Advice Service (MIDLAS).

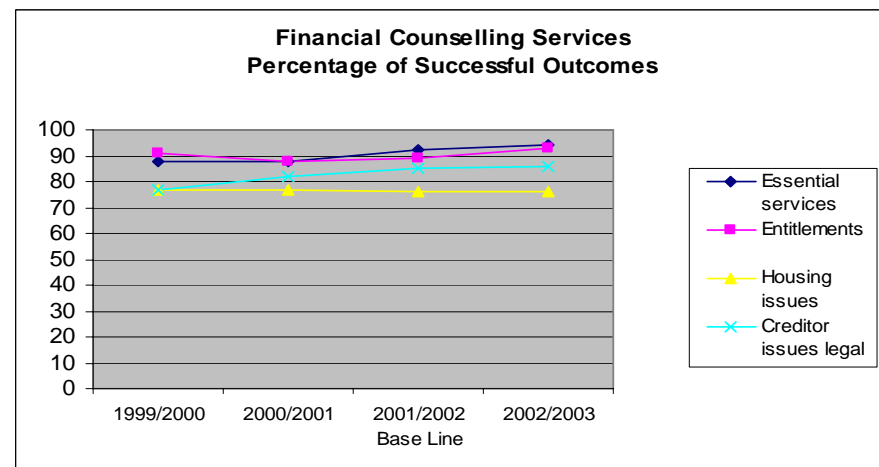
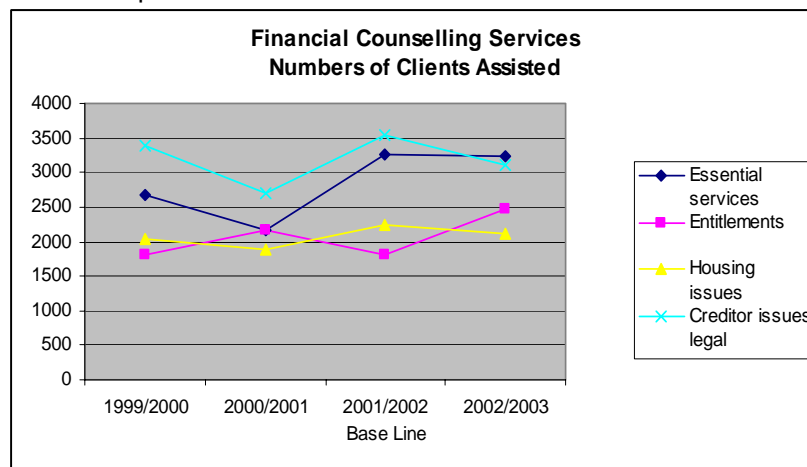
8.3.4 Provision of Financial Counselling Services. Instances of service provision and outcomes

The Department for Community Development funds 52 Financial Counselling Services throughout the state. Each received a 15% increase in funding in June 2002, to provide additional support to people at risk of losing homes because of financial problems. The funds were sourced from the Rental Accommodation Fund as a result of the State Homelessness Taskforce Recommendation 2.1.7. The aim of this initiative is to reduce homelessness resulting from financial difficulties. It is expected there will be an increase in services provided and successful outcomes in relation to negotiation to maintain essential services, assistance to obtain entitlements, housing issues, and legal creditor issues. Data for the past three years is provided below. The table below shows that although some areas declined in 2002/03 from the baseline year of 2001/02, the total amount of services provided increased, as did the percentage of successful outcomes.

	Essential services negotiation		Assist to obtain entitlements		Housing issues		Creditor issues legal		Total	
	Service provided	Successful Outcome	Service provided	Successful Outcome	Service provided	Successful Outcome	Service provided	Successful Outcome	Service provided	Successful Outcome
1999/2000 Note (1)	2,674	2,348 (88%)	1,813	1,644 (91%)	2,038	1,569 (77%)	3,389	2,613 (77%)	9,914	8,174 (82%)
2000/2001	2,175	1,915 (88%)	2,173	1,915 (88%)	1,883	1,453 (77%)	2,710	2,230 (82%)	8,941	7,513 (84%)
2001/2002 Base Line	3,265	3,003 (92%)	1,799	1,602 (89%)	2,251	1,707 (76%)	3,537	2,997 (85%)	10,852	9,309 (86%)
2002/2003 Note (2)	3,243	3,046 (94%)	2,477	2,299 (93%)	2,103	1,608 (76%)	3,103	2,676 (86%)	10,926	9,629 (88%)

Source: Department for Community Development, Financial Counselling Data Collection

Note 1: The data presented in the 2003 Performance Indicator Report, although labelled financial year was actually calendar year. This has been corrected in this report.



8.4 Reduction in number of people with housing related debt

Implementation on State Homelessness Strategy initiatives aims for a reduction in housing related debt in the longer term. Although the table below shows a steady increase in average rent arrears it should be noted that the current data collection method does not produce comparable results. See note 1 below.

Reduction of housing related debt – Department of Housing and Works rent arrears and bonds loan arrears

Rent Arrears				
	As at 30 June 2001	As at 30 June 2002 Baseline	As at 31 May 2003	As at 30 June 2004
Average Rent Arrears Per Account	\$13.44	\$14.16	\$15.35 (Note 1)	\$16.26 (Note 2)
Total number of occupied rental accounts	33,226	33,249	33,123	33,143
Number of occupied accounts in arrears	3,478	3,255	3,485	5,773
Bond Loans (Note 3)				
	As at 30 June 2001	As at 30 June 2002 Baseline	As at 30 June 2003 (Note 4)	As at 30 June 2004 (Note 5)
Average Bond Loans in arrears	Data not available	\$60.27 ⁽²⁾	\$41.92	\$43.42
Total number of occupied Bond accounts	Data not available	20,504	19,281	18,744
Number of occupied accounts in arrears	Data not available	4182	3,007	2,925

Source: Department of Housing and Works

Note 1: Data as at 31 May 2003 has been used rather than 30 June 2003 as the data at that date is artificially high because the rents were raised on the evening of Friday 27 June 2003 and the arrears report ran on the evening of Monday 30 June 2003 so there was only the one day of payments included after the rent was raised. Hence those whose rents were paid on the following day showed as being in arrears. The Department of Housing and Works is considering ways to produce more relevant and reliable data.

Note 2: Rents raised on June 30, 2004, occurred one day prior to Centrelink payments being due, which artificially inflated the average rent arrears per account.

Note 3: Bond loan levels were increased in March 2002 which impacted on overall overdue bond debt.

Note 4: Bond loan levels were increased in March 2002 which impacted on overall overdue bond debt.

Note 5: Average arrears per occupied account where arrears are greater than \$10

8.5 Increase in use of services by people who are homeless or at risk of homelessness

The State Homelessness Strategy aimed to increase access to emergency accommodation for homeless people. The introduction of the Homeless Helpline in May 2001 saw an initial surge in calls during 2001/02 which settled to a lower rate in 2002/03, and increased in 2003/04. During this same period the number of people accessing Department for Community Development assistance to purchase crisis accommodation increased steadily.

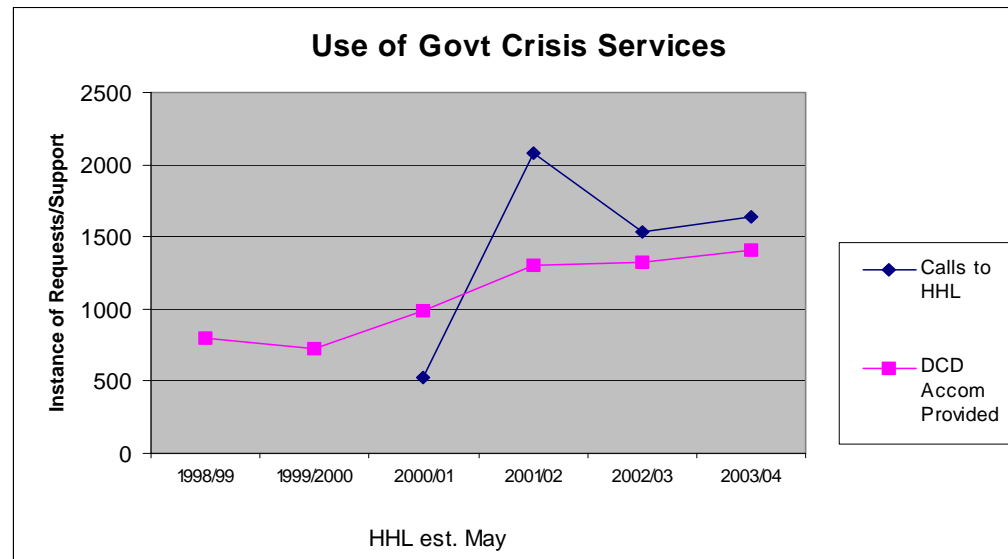
	1999/00	2000/01	2001/02 Baseline	2002/03	2003/04
Number of individuals calling the Homeless Helpline (Note 1)	N/A	523 (Note 2)	2,082	1,533	1,643
Accommodation provided by DCD (Note 3)					
• Number of people	521	632	774	793	857
• Instances of accommodation	721	985	1,306	1,322	1,407
Number of SAAP clients	8,500	9,750	9,050	9,300	Data Available later in 2004

Sources: Department of Housing and Works, Department for Community Development (DCD) Annual Report and Australian Institute of Health and Welfare (AIHW) National Data Collection (NDC) for the Supported Accommodation Assistance Program (SAAP)

Note 1: Does not include repeat calls

Note 2: The Homeless Helpline was established on 21 May 2001

Note 3: DCD provides accommodation via service delivery offices, calls to the DCD Crisis Care Unit after hours and takes referrals from the Homeless Helpline.



9. Specialist Services

People who are at risk of homelessness, are currently homeless or have been homeless frequently have high support needs and may require specialist services to maintain their health and well being.

9.1 Increase in availability of sobering up shelters in areas of high need

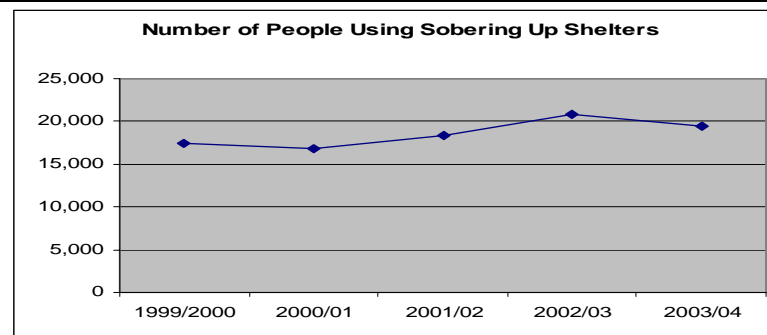
Alcohol and substance abuse is sometimes a factor for people who are sleeping rough. Sobering up Centres provide a safe alternative. They are an important component of the Western Australian Drug and Alcohol Strategy (WADAS). Sobering Up Centre admission numbers have steadily increased since the Strategy was implemented in 2001. Increased access to centres has also occurred as a result of a range of factors including improved operational procedures, and increased awareness of the Centres by supporting services such as the WA Police Service and Community Patrols. In addition, the number of Centres has also increased, from 10 in 2000/01 to 14 by 2003/04, with two of the new Centres located in the metro area, and two in regional areas. Sobering Up Centres are now providing a service to an increasing number of clients, as well as facilitating treatment pathways for those clients who need a more comprehensive treatment regime.

	1999/00	2000/01	2001/02 - Baseline	2002/03	2003/04
Number and location of sobering up shelters	Broome (32 beds) Derby (19 beds) Fitzroy Crossing (20 beds) Halls Creek (24 beds) Kalgoorlie (12 beds) Kununurra (20 beds) Highgate (16 beds) Port Hedland(16 beds) Roebourne(18 beds) Wiluna (16 beds)	No change	New Centres in: Midland (20) Kalgoorlie increased its capacity to 20 beds	New Centres: Wyndham (16 beds) Anawim (5 beds) Geraldton (16 beds)	No Change
Number of sobering up beds	175	175	203	March 2003 240	240 (July-Dec 03) 224 (Jan-July 04)
Number of sobering up shelters	10	10	11	14	14
Number of admissions to sobering up shelters	17,488	16,799	18,408	20,795	19,422

Source: Department of Health Drug and Alcohol Office

Comment

From January to July 2004 the Salvation Army Bridge House in Highgate was closed for refurbishment. It reopened in July 2004. During this period people were transported to other shelters, principally the Midland Sobering Up Centre.



9.2 Increase usage of mobile medical services – (Note 1)

Many homeless people do not seek regular medical assistance, and frequently have poorer health than the general population. The provision of such as the Street Doctor increases their access to treatment. The table below shows there has been considerable growth in the number of people accessing the Street Doctor Services over the past four years since they commenced in 2000/01 which has increased since the baseline year 2001/02.

9.2.1 Number of people using Mobile Access Centre and Street Doctor services

	2000/01	2001/02 Baseline	2002/03	2003/04
Number of people using Mobile Access Centre and Street Doctor services	188 (Note 2)	384	774 (Note 3)	934 (Note 4)

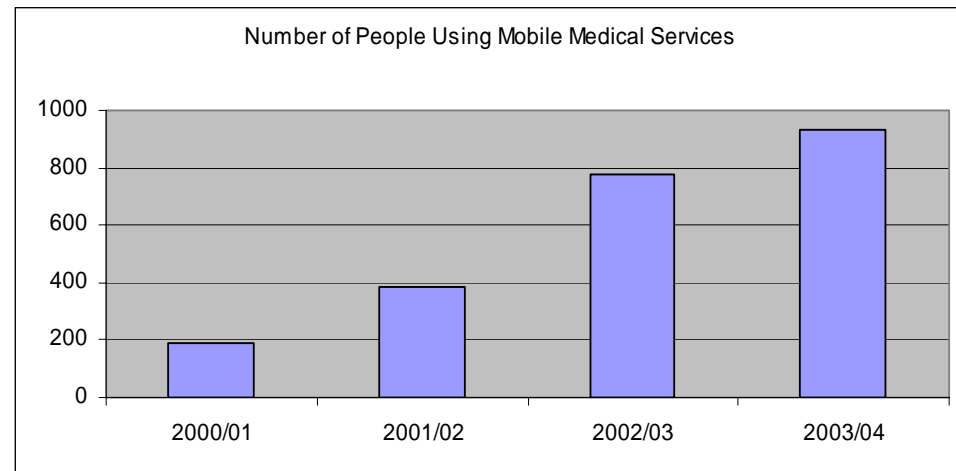
Source: Department of Health

Note 1: In response to a recommendation of the evaluation into the implementation of the State Homelessness Strategy¹² this Indicator has been changed to match the data provided (the previous wording *Increase in support services such as the Street Doctor Service* was inaccurate).

Note 2: The Street Doctor Service was launched in April 2001.

Note 3: The Capacity of the Mobile Access Centres doubled in 2002 with the opening of the Swan service.

Note 4: The figure for 2003/2004 includes 251 people seen by the Fremantle Street Doctor service between January and June 2004.



¹² Evaluation Study of the Implementation of Initiatives in the Government's Response to the WA State Homelessness Taskforce, page 36

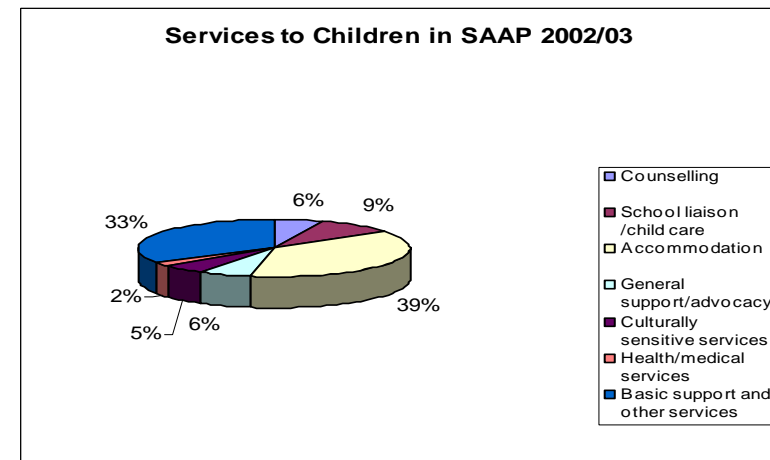
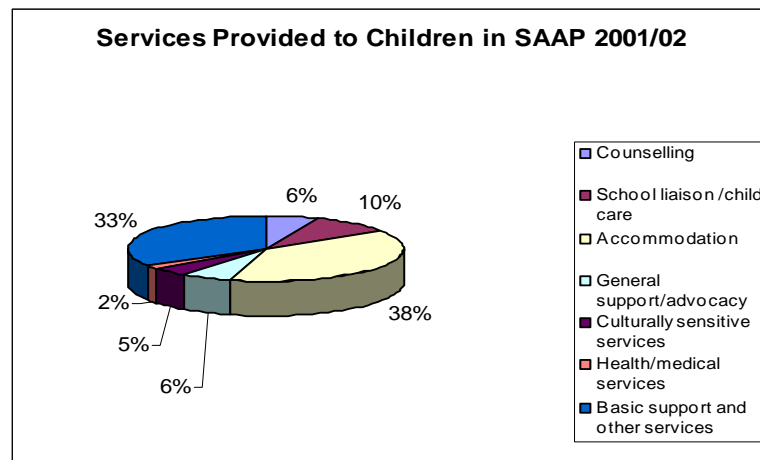
9.3 Increase in support services for children of homeless parents.

The State Homelessness Strategy included the provision of additional funding to support children in women's country refuges from 1 January 2003 and children from homeless families, from February 2004. When these new supports become operational the SAAP data is expected to record an increase in the amount of support provided to children. Initial figures show a small increase in most support areas between the baseline year of 2001/02 and 2002/03, with only one, school liaison, declining slightly.

Services provided to children accompanying parents or carers in Supported Accommodation Assistance Program (SAAP) services

	1999/00	2000/01 Note data is for support periods active 1 Jan to 30 June 2001	2001/02 Baseline	2002/03	2003/04
Counselling	450	500 (6%)	850 (6%)	850 (6%)	Data Available later in 2004
School liaison /child care	800	850 (11%)	1350 (10%)	1,300 (9%)	
Accommodation	Data not available	3,050 (39%)	5,450 (38%)	5,450 (39%)	
General support/advocacy	Data not available	500 (6%)	850 (6%)	900 (6%)	
Culturally sensitive services	Data not available	250 (3%)	650 (5%)	750 (5%)	
Health/medical services	Data not available	150 (2%)	250 (2%)	350 (2%)	
Basic support and other services	Data not available	2,550 (32%)	4,750 (33%)	4,800 (33%)	
Total Note: children can receive more than one type of support	Data not available	7,850	14,150	14,440	

Source: Australian Institute of Health and Welfare (AIHW) National Data Collection (NDC) for the Supported Accommodation Assistance Program (SAAP)



10. Co-operation and collaboration

Very few of the initiatives in the Government's Response involve just one agency, many require two or more agencies to collaborate for implementation to be effective.

10.1 Agencies' rating at policy and operational levels of cooperation and collaboration on homelessness issues across participating agencies

Consultants Estill and Associates completed an *Evaluation Study of the Implementation of Initiatives in the Government's Response to the WA State Homelessness Taskforce* in December 2003. They interviewed representatives from participating agencies and found:

Most agency officials interviewed identified the level of collaboration between agencies as an unexpected, positive impact. Relationships between agencies and service providers have been similarly positive.

....Several possible risks associated with this collaborative approach were identified. The comment was made that when a committee is involved, it is sometimes easy for individual participants to cede responsibility to the committee. Similarly when more than one individual is involved in a collaborative venture, implementation activities may be left to the other person. Instances of this happening were not reported to the study team.

These risks are being mitigated by a number of stratagems, either intentionally or not. These include the level of disclosure required by the high levels of monitoring and reporting, having one lead agency responsible for reporting on the implementation, the increased understanding among stakeholders of each other's "realities" resulting from the high levels of good will and openness, and the avoidance of ritual procedures perhaps enhanced by the involvement of community representatives.¹³

The consultants recommended that Indicator 10.1 be re-examined as no ratings for the baseline year are available, although there is strong anecdotal evidence that inter-agency cooperation and collaboration is increasing significantly.¹⁴ The suggested new Indicators is:

10.1 Evidence of cooperation and collaboration on homelessness issues at policy and operational levels across participating agencies

Evidence to meet this indicator is provided by the Consultant's comments above and the following data:

During 2003/2004 close collaboration continued between and among Government and non-Government agencies. For example in nine projects and working parties relevant to homelessness and accommodation issues there was an average of 5 government and non-government agencies involved with the range being from 2 to 14 agencies.

¹³ Evaluation Study of the Implementation of Initiatives in the Government's Response to the WA State Homelessness Taskforce, page 27

¹⁴ Evaluation Study of the Implementation of Initiatives in the Government's Response to the WA State Homelessness Taskforce, page 36