



Final Report

The cost effectiveness of Australian tenancy support programs for formerly homeless people

authored by
Kaylene Zaretsky and Paul Flatau

for the
Australian Housing and Urban Research Institute
at The University of Western Australia

November 2015

AHURI Final Report No. 252
ISSN: 1834-7223
ISBN: 978-1-925334-07-4



Authors	Zaretzky, Kaylene	The University of Western Australia
	Flatau, Paul	The University of Western Australia
Title	The cost effectiveness of Australian tenancy support programs for formerly homeless people	
ISBN	978-1-925334-07-4	
Format	PDF	
Key words	Cost effectiveness, tenancy support programs, homeless people	
Editor	Anne Badenhorst	AHURI Limited
Publisher	Australian Housing and Urban Research Institute Limited Melbourne, Australia	
Series	AHURI Final Report; no. 252	
ISSN	1834-7223	
Preferred citation	Zaretzky, K. and Flatau, P. (2015) <i>The cost effectiveness of Australian tenancy support programs for formerly homeless people</i> , AHURI Final Report No.252. Melbourne: Australian Housing and Urban Research Institute Limited. Available from: < http://www.ahuri.edu.au/publications/projects/p82028 >. [Add the date that you accessed this report: DD MM YYYY].	

ACKNOWLEDGEMENTS

This material was produced with funding from the Australian Government and the Australian state and territory governments. AHURI Limited gratefully acknowledges the financial and other support it has received from these governments, without which this work would not have been possible.

AHURI comprises a network of university Research Centres across Australia. Research Centre contributions, both financial and in-kind, have made the completion of this report possible.

The authors would also like to acknowledge the assistance of the lead NPAH agency in each jurisdiction which assisted in identifying programs to be incorporated into the study and completed the *Jurisdiction Survey*, and the assistance of all of the staff of NPAH programs who assisted by completing the *Jurisdiction Survey*. In particular, we would like to thank the staff of DCPFS in WA, which provided invaluable feedback on the development of the *Survey*. We would also like to thank the staff of AIHW who have been very supportive in the SHSC data request process. The authors would also like to acknowledge Alicia Bauskis from the Centre for Social Impact at UWA for assisting with the *Jurisdiction Survey* and Jessica Smith and Georgina Carson from UWA for their assistance with writing Chapter 4.

DISCLAIMER

AHURI Limited is an independent, non-political body which has supported this project as part of its program of research into housing and urban development, which it hopes will be of value to policy-makers, researchers, industry and communities. The opinions in this publication reflect the views of the authors and do not necessarily reflect those of AHURI Limited, its Board or its funding organisations. No responsibility is accepted by AHURI Limited or its Board or its funders for the accuracy or omission of any statement, opinion, advice or information in this publication.

AHURI FINAL REPORT SERIES

AHURI Final Reports is a refereed series presenting the results of original research to a diverse readership of policy-makers, researchers and practitioners.

PEER REVIEW STATEMENT

An objective assessment of all reports published in the AHURI Final Report Series by carefully selected experts in the field ensures that material of the highest quality is published. The AHURI Final Report Series employs a double-blind peer review of the full Final Report where anonymity is strictly observed between authors and referees.

CONTENTS

LIST OF TABLES	V
LIST OF FIGURES	VI
ACRONYMS	VII
EXECUTIVE SUMMARY	1
1 INTRODUCTION	7
2 THE POLICY CONTEXT	9
2.1 Homelessness	9
2.2 The road home: a national approach to reducing homelessness.....	10
2.2.1 National agreement on affordable housing.....	10
2.2.2 National Partnership Agreement on Homelessness	10
3 METHOD	13
3.1 Introduction.....	13
3.2 Data collection	13
3.3 Jurisdiction Survey.....	16
3.4 Specialist Homelessness Services Collection	18
3.5 Cost of support: support program and housing	19
4 TENANCY SUPPORT PROGRAMS IN SOCIAL HOUSING: OPERATION AND EFFECTIVENESS	23
4.1 Introduction.....	23
4.2 Program information	23
4.2.1 Programs providing supported social tenancies to governance, aims and scope	23
4.2.2 Housing sector	25
4.2.3 Primary target group	25
4.2.4 Geographic location of programs	26
4.2.5 Dwellings allocated to programs	26
4.2.6 Support duration and tenancy conditions	27
4.3 Program success.....	28
4.3.1 Tenancy outcomes.....	28
4.3.2 Factors contributing to program success and restrictions.....	33
4.4 Conclusion.....	37
5 TENANCY OUTCOMES AND THE COST OF SUPPORT	39
5.1 Introduction.....	39
5.2 Total program activity	39
5.3 Presenting units supported whilst in a tenancy	40
5.4 Presenting units who received tenancy support whilst in a public or community housing tenancy	41
5.4.1 Background.....	41
5.4.2 Referral sources and reasons for seeking assistance	43
5.4.3 Accommodation situation when presenting	45

5.4.4	Duration of support	46
5.4.5	Time until housed and support duration whilst housed	47
5.4.6	Accommodation services provided.....	48
5.4.7	Specialist and general services provided	48
5.5	Housing outcomes: accommodation situation beginning and end of support	49
5.6	The cost of supported social tenancy programs	51
5.6.1	Cost per day	51
5.6.2	Cost per support period.....	51
5.7	Conclusion.....	54
6	LANDLORD COSTS.....	56
6.1	Introduction.....	56
6.2	Recurrent expenditure on social housing dwellings	56
6.3	Cost of capital invested in social housing dwellings	58
6.4	Cost of evictions	58
6.5	Conclusion.....	62
7	CONCLUSION, POLICY IMPLICATIONS AND FUTURE RESEARCH.....	64
	REFERENCES	67
	APPENDICES.....	73
	Appendix 1: Publically available activity, outcome and financial information for NPAH programs which provide supported social tenancies.....	73
	Appendix 2: Methodology issues and discussion.....	82
	Appendix 3: Presenting unit heads receiving assistance to sustain a tenancy or prevent tenancy failure/eviction, by tenure and program type, by financial year	90
	Appendix 4: Housing situation: presenting unit head beginning of support, all support periods 2011–13.....	91
	Appendix 5: Length of support periods and closed support periods, 2011–13.....	92
	Appendix 6: Time until housed and support duration while housed, 2011–13	94
	Appendix 7: Housing situation at the beginning and the end of support, closed support periods, 2011–13.....	96

LIST OF TABLES

Table 1: Tenancy outcomes, by program type (<i>Jurisdiction Survey</i>).....	3
Table 2: Number of NPAH supported social tenancy programs identified, by jurisdiction and program category	16
Table 3: Surveys completed by jurisdiction	18
Table 4: SHSC data—NPAH program type, number of jurisdictions, programs and NGO agencies included	19
Table 5: Programs with <i>Jurisdiction Survey</i> part 2 data, by program type and jurisdiction.....	24
Table 6: Number of dwellings allocated to programs, by program type and jurisdiction	29
Table 7: Maximum support duration and tenancy conditions, by program type and jurisdiction.....	30
Table 8: Tenancy outcome data availability, by program type and jurisdiction.....	32
Table 9: Tenancy outcomes, by program type and jurisdiction	34
Table 10: Tenancies sustained by time period (months), number of tenancies and percent, by program type and jurisdiction.....	36
Table 11: Total presenting units, total clients and total support periods, 2011–13	40
Table 12: Presenting unit heads receiving assistance to sustain a tenancy or prevent tenancy failure/eviction, by tenure and program type, 2011–13.....	41
Table 13: Presenting unit heads receiving support to sustain a tenancy whilst in public or community housing, 2011–13	42
Table 14: Mean and median length of support periods and closed support periods, 2011–13.....	46
Table 15: Program cost and the cost of support per presenting unit head, 2011–13	53
Table 16: Recurrent cost of operating and maintaining public housing dwellings, by financial year.....	57
Table 17: Investment in social housing dwellings, June 2013.....	59
Table 18: Eviction rate mainstream public housing tenancies, by jurisdiction and financial year.....	60
Table 19: Identified NPAH and ‘at risk’ tenancies, and eviction rates, WA and Victoria, by financial year	61
Table 20: Average cost of an eviction event, by jurisdiction.....	62
Table A1: Programs identified by jurisdictions as having a significant ‘supported social tenancy component’	83
Table A2: Data items requested.....	88

LIST OF FIGURES

Figure 1: Duration of sustained tenancies, per cent of all tenancies by program type, 2012–13.....	4
Figure 2: Housing outcomes: housing situation of clients at beginning and end of closed support period, all program types (excluding ‘ <i>Support to maintain an existing social housing tenancy</i> ’).....	5
Figure 3: Tenancy outcomes, by program type	35
Figure 4: Duration of sustained tenancies, per cent of all tenancies, by program type, 2012–13.....	37
Figure 5: Formal referral sources of presenting unit heads, 2011–13.....	44

ACRONYMS

ACT	Australian Capital Territory
AIHW	Australian Institute of Health and Welfare
APTCH	A Place to Call Home
DV	Domestic Violence
FaHCSIA	Department of Families, Housing, Community Services and Indigenous Affairs
HaSI	(Mental Health) Housing and Support Initiative
HAS	Homelessness Accommodation Support
HSW	Housing Support Worker
ICH	Indigenous Community Housing
ITS	Intensive Tenancy Support
KPI	Key Performance Indicator
NAHA	National Agreement on Housing Affordability
NDC	National Data Collection
NPAH	National Partnership Agreement on Homelessness
NSW	New South Wales
NT	Northern Territory
PTS	Public Tenancy Support
PUH	Presenting Unit Head
QLD	Queensland
RoGS	Report on Government Services
SA	South Australia
SAAP	Supported Accommodation and Assistance Programs
SAF	Supported Accommodation Facilities
SHS	Specialist Homelessness Services
SHSC	Specialist Homelessness Services Collection
SOMIH	State owned and managed indigenous housing
STS	Supported Tenancy Service
TAS	Tasmania
VIC	Victoria
WA	Western Australia

EXECUTIVE SUMMARY

Key points

- The National Partnership Agreement on Homelessness (NPAH), introduced in 2009 as a joint Commonwealth/state and territory initiative to address homelessness in Australia, included a number of programs aimed at supporting homeless people access and sustain housing as well support those in housing maintain their tenancies when at high risk of homelessness.
- The available evidence suggests that NPAH programs, aimed at supporting homeless clients and those at risk of homelessness access and maintain a social housing tenancy or maintain existing tenancies at risk of homelessness, were successful in assisting households to sustain their tenancy and prevent eviction.
- NPAH tenancy support programs reported tenancy sustainability rates between 80.9 per cent and 92.3 per cent, depending on the program and year under examination. Correspondingly, the proportion of evictions/vacant possessions was low: ranging from 0.3 per cent to 3.4 per cent of tenancies. Rates of transfer to another housing circumstance ranged from 7.5 per cent to 17.4 per cent.
- Clients of NPAH programs were more likely to sustain tenancies with support than if they had not received program support.
- NPAH programs aimed at supporting people to access and sustain public and community housing were successful in reducing homelessness. At commencement of support in such programs, 33.7 per cent of presenting unit heads (PUHs) (where a presenting unit is a group of people who present together for support and is used here as a proxy for a household) were homeless, 36.3 per cent in public and community housing, 6.2 per cent were living in institutional settings with the remainder in other housing circumstances (including 'not stated'). At the close of support, only 2.1 per cent were homeless, 0.4 per cent were in institutional settings and the proportion of PUHs living in public or community housing had increased to 87.6 per cent.
- Cost savings to government from avoiding eviction events are significant. A finding of high rates of tenancy sustainability and low rates of eviction of tenants supports the economic case for such programs.
- The cost of support programs during 2011–13 across all program types was estimated at \$23/day of support, with a mean cost of \$4260/support period and a median cost of \$3492/support period. However, the cost of support varied significantly across programs, reflecting the intensity of support and duration.
- The total net cost of social housing, including the opportunity cost of capital employed and subtracting rental receipts, was estimated at \$20 385/dwelling. The average cost per eviction event estimated across the ACT, Tasmania, Victoria and WA, was \$8814/event, representing a significant savings opportunity to government for each eviction avoided. The main direct savings to government arising from sustaining tenancies is reduced cost of homelessness (in health and justice areas in particular), shown in previous studies undertaken by the authors to be, on an annual basis, approximately double the eviction cost cited on average per homeless person.
- Lack of available public and community housing dwellings limits the ability of tenancy support programs to house homeless clients.

Context

The National Agreement on Housing Affordability (NAHA) and National Partnership Agreement on Homelessness (NPAH) were introduced in 2009 as part of an increased focus on

addressing homelessness in Australia. Programs introduced under the NPAH emphasised the goal of breaking the cycle of homelessness through early intervention and prevention programs and by strengthening the provision of services aimed at supporting homeless clients' ability to access and sustain housing.

This report provides an Australia-wide review of NPAH programs which assist clients to access and maintain a social housing tenancy or support existing social housing tenants at risk of homelessness maintain their tenancies. The report examines the background of presenting units supported by the programs, the support provided, and the housing outcomes achieved. It also examines the cost of providing support and the cost of capital employed in providing social housing.

The NPAH programs covered in the report include:

- General homelessness support to access/maintain a social housing tenancy (including programs to assist women and children escaping domestic violence).
- Support to help Indigenous people access/maintain a social housing tenancy.
- Support to help young people access/maintain a social housing tenancy.
- Transition from an institutional setting into social housing.
- Street-to-home or Common Ground support for rough sleepers.
- Support for existing social housing tenants to maintain an at risk tenancy.
- Supported accommodation for young people using a Youth Foyer model.

This report is the first of two examining the effectiveness and cost-effectiveness of these programs. The second report will delve in detail on programs operating in Western Australia examining longer-term client outcomes and the wider benefits of these programs using linked administrative data together with a one-off survey of tenants.

While NPAH programs have been the subject of evaluations in states and territories, such evaluations have not provided Australian policy-makers with sufficiently strong Australia-wide evidence to assess the cost-effectiveness of tenancy support programs. The present study, therefore, plugs a significant gap in the literature.

Research method

This study considers the effectiveness and provides insight into the question of cost-effectiveness of NPAH funded tenancy sustainability programs. For the first time in Australia, the study addresses the issue of the cost-effectiveness of tenancy access and support programs for homeless people by bringing together, at one point, evidence from both the homelessness support system and the housing system to assess whether support programs do work to sustain tenancies. Data are drawn from both the Australian Institute of Health and Welfare (AIHW) Specialist Homelessness Services Collection (SHSC), and from government administrative data sourced from the lead NPAH agencies in each jurisdiction using our own specially designed survey: *Survey of National Partnership Agreement on Homelessness (NPAH) lead agencies: NPAH Supported Social Tenancy Programs* (hereafter the *Jurisdiction Survey*).

The AIHW SHSC provides information on all clients of specialist homelessness services including those funded under NPAH. Across all jurisdictions, 49 separate NPAH programs were identified as having a significant component of the program related to support for clients to access/maintain a social housing tenancy. Of the identified programs, 38 programs had provided data to the SHSC in 2011–13. Of these programs, six were tasked to maintain existing social housing tenancies. The SHSC collects data on individual clients and presenting units, where a presenting unit represents a group of people who present together for support. The presenting unit is used in this study as a proxy for a household. Similarly, the presenting

unit head (PUH) is used as a proxy for household head. Clients of these six programs accounted for 76 per cent of all presenting units identified in SHSC data as being assisted to access/maintain a social housing tenancy. At commencement of support, 78.4 per cent of all presenting units across all program types were classified as at risk of homelessness. It is not possible to say whether these people have been homeless in the past.

The *Jurisdiction Survey* had two parts:

- Part 1 examined costs incurred by government in the provision of social housing, including recurrent and capital cost and the cost of evictions.
- Part 2 examined program specific issues, including program governance and scope, availability of housing, program cost and tenancy outcomes where they were available.

Key findings

Availability of dwellings as a limitation for programs

Very few homelessness programs that were examined had specifically allocated dwellings, even in the case of programs whose primary goal was access to housing. Dwellings specifically allocated were predominately for long-term supportive housing, both for general homelessness support to access/maintain a social housing dwelling and for Youth Foyer programs. This is problematic as the lack of available public and community housing dwellings limits the ability of programs to house clients. Most programs have either no specified limit on the duration of support or offer a comparatively long support period of 12 months or more.¹ All programs, except for those using a Youth Foyer model, allow clients to remain in the property once support has finished.

Tenancy sustainability and factors affecting NPAH program success

The sustainability of tenancies and the avoidance of eviction and vacant possession is a major indicator of NPAH program success. Tenancy outcome data was available for programs operating in the ACT, NSW and all but two WA programs: Public Tenancy Support and Youth Foyer (The Oxford Youth Foyer was not fully operational at the time the *Jurisdiction Survey* was completed). The proportion of tenancies sustained in NPAH was high across all programs for which data was available, within the range of 80.9 per cent and 92.3 per cent.

Table 1: Tenancy outcomes, by program type (*Jurisdiction Survey*)

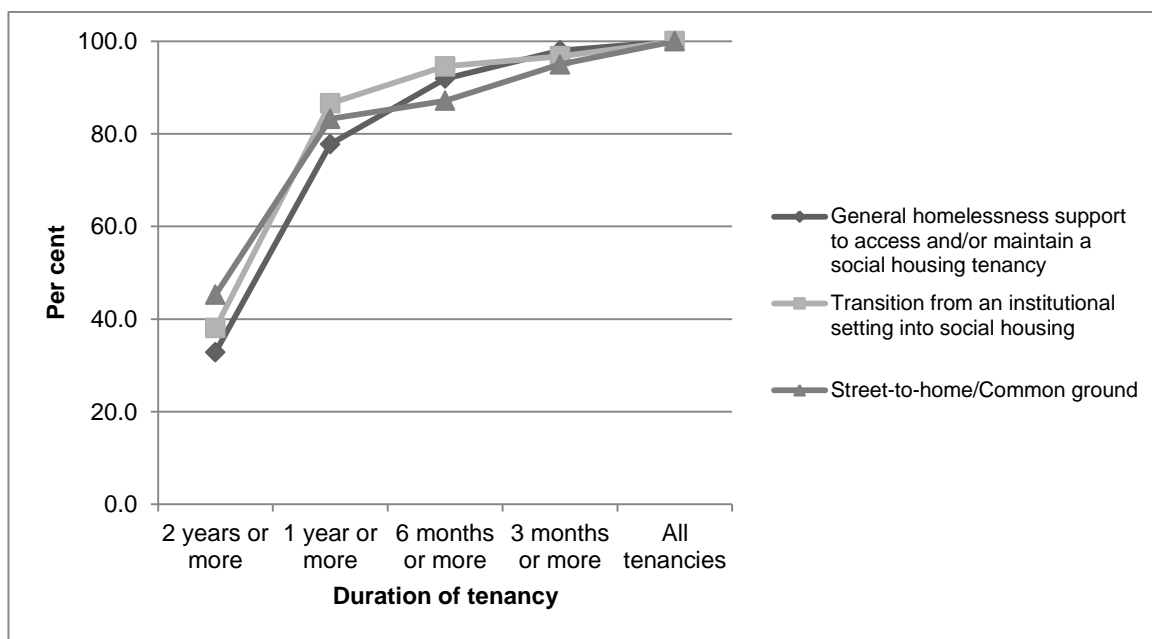
Program type	Sustained (%)		Moved/other (%)		Evicted/vacant possession (%)	
	2011–12	2012–13	2011–12	2012–13	2011–12	2012–13
General homelessness support to access/maintain a social tenancy	80.9	89.9	17.4	9.8	1.7	0.3
Transition from an institutional setting into social housing	84.7	88.9	10.2	8.6	3.2	2.5
Street-to-home/ Common Ground	87.7	82.9	9.6	15.2	2.6	1.8
Support to maintain an existing social housing tenancy	92.3	87.7	7.5	9.0	0.3	3.4

¹ Being relatively long for Australia, where the median duration of support provided by SHSs (2013–14) was 33 days and the mean was 81 days (AIHW 2014)

Correspondingly, the proportion of evictions/vacant possessions was low (under 3.4%). Given the profile of clients accessing these programs, this represents an extremely good outcome and points to the success of NPAH programs above other program types.

As shown in Figure 1, for programs that have tenancy duration data available, by 2012–13 the vast majority of all tenancies had been sustained for 12 months or more. This represents a further indicator that these programs are successful in meeting their objectives.

Figure 1: Duration of sustained tenancies, per cent of all tenancies by program type, 2012–13



The primary factors contributing to the success of an NPAH program were:

- Well-developed relationships; in particular, between the primary support agency and other services and agencies.
- Wrap around flexible support.
- Availability of brokerage funds.
- The use of housing as a platform for delivery of other social and human services.
- Supportive and flexible housing providers.
- Suitable housing, particularly where it was close to amenities and transport, not shared and with no time limit on the tenancy.

The primary issues identified as limiting program success were:

- Long waiting list for mainstream services, in particular mental health services, financial and budgeting services.
- Staff shortages and turnover in agency delivering program.
- Lack of suitable accommodation: in particular safety issues and high density housing.
- Issues with housing provider, including inadequate property maintenance and issues relating to high staff turnover.

The success of NPAH programs in reducing homelessness

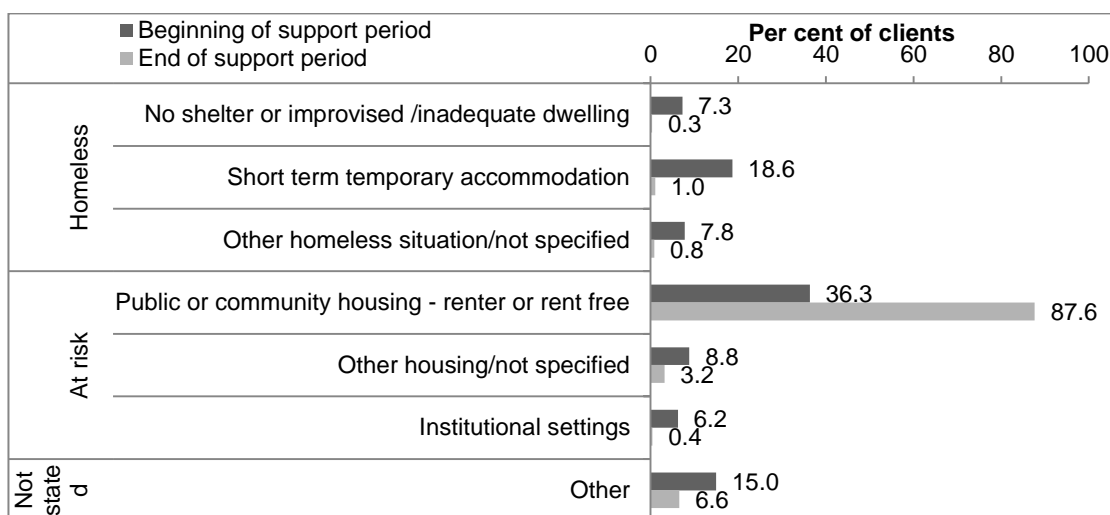
Comparison of the accommodation situation of presenting unit heads (PUH) at the start and end of closed support periods further supports the conclusion that the NPAH programs under

consideration provide positive housing outcomes. When considering all programs except those whose specific aim is to maintain an existing social tenancy (Figure 2), the proportion of PUHs that were homeless decreased from 33.7 per cent to 2.1 per cent over the support period. Furthermore, the proportion in institutional settings decreased from 6.2 per cent to 0.4 per cent, and the proportion living in public or community housing increased from 36.3 per cent to 87.6 per cent.

When considering programs to maintain an existing social housing tenancy, only 3.3 per cent of PUHs were homeless at commencement of support, and 84.3 per cent were in a public or community housing dwelling. At close of support, 1.6 per cent were homeless and the proportion in a public or community housing tenancy had increased to 89.6 per cent. This suggests that such programs were successful in sustaining social housing tenancies that were at risk, and preventing tenancy failure or eviction.

It should be noted that due to SHSC data limitations these outcomes relate to those presenting units who received support to sustain a tenancy at some period during their support period. Presenting unit heads receiving assistance to access/support a tenancy but were not able to be housed during 2011–13 are not reflected.

Figure 2: Housing outcomes: housing situation of clients at beginning and end of closed support period, all program types (excluding ‘Support to maintain an existing social housing tenancy’)



Cost of support and social housing, and the cost of evictions

The cost of support programs during 2011–13 across all program types was estimated at \$23/day of support, with a mean cost of \$4260/support period and a median cost of \$3492/support period. However, the cost of support significantly varied across programs, reflecting the intensity of support and duration. Indigenous specific programs had the highest cost/day, while youth specific programs had the highest cost/support period due to a long average duration. Support to maintain an existing social housing tenancy incurred the lowest costs, both per day and per support period.

The total net cost of social housing, including the opportunity cost of capital employed and subtracting rental receipts, was estimated at \$20 385/dwelling. The average cost per eviction event estimated across the ACT, Tasmania, Victoria and WA, was \$8814/event, representing a significant savings opportunity to government for each eviction avoided.

Policy implications

The NPAH programs under review in this study have been successful in enabling homeless people to access housing, sustain that housing, reduce eviction and vacation possession and

significantly reduce homelessness. Such programs have also been successful in sustaining at risk social housing tenancies and preventing eviction. As such, these programs are avoiding both the cost of homelessness itself (which previous studies by the authors have shown to be very high) as well as the high costs of eviction.

On the whole, the recurrent costs of NPAH programs that support clients to access and sustain public and community housing are relatively low. Given the demonstrated cost-effectiveness of such programs, the evidence presented in this study is supportive of the continued application of these programs in Australia. The evidence also provides a more general support to the benefits of capital investment in the social housing stock. While a lack of public and community dwellings remains a limitation to the ability of programs to house clients, the high proportion of tenancies sustained across all types of NPAH programs is indicative of their success.

1 INTRODUCTION

In recent years, there has been increasing focus on addressing homelessness in Australian society. The Australian Government's 2008 White Paper on homelessness, *The road home: a national approach to reducing homelessness*, defined the strategic agenda for reducing homelessness, aiming to halve it by 2020 through the new National Agreement on Housing Affordability (NAHA) and the 2009 National Partnership Agreement on Homelessness (NPAH).

NPAH programs changed the focus of homelessness service delivery with an emphasis on breaking the cycle of homelessness with early intervention and prevention programs and by strengthening the provision of services aimed at supporting homeless clients' ability to access and retain housing. Access to stable permanent housing and sustaining that housing was identified in the NPAH as being a critical intervention point to achieve the goal of reducing homelessness. The NPAH sets out the agreement between the Commonwealth of Australia, and all Australian states and territories, outlining their roles and responsibilities, objectives, outputs and outcomes of the Agreement, as well as implementation plans and financial arrangements.

The publicly available information on the implementation of NPAH programs is inconsistent in scope, format and content across jurisdictions. Hence, it is not possible to make an assessment of the effectiveness and cost effectiveness of these programs from the available data. The aim of this two-part project is to fill the critical gap in the research and policy literature, using a consistent approach across jurisdictions. The approach will examine the effectiveness of NPAH programs aimed at accessing and maintaining social tenancies for formerly homeless people and those at high risk of homelessness, such as those leaving institutions. It also adds to the knowledge base regarding the potential offsets to the cost of delivering tenancy support programs.

This aim is achieved over the two parts of the study by examining program activity levels such as the duration of tenancies and client numbers, and non-shelter client outcomes of the programs. Potential savings generated elsewhere in government budgets due to changes in service structure are investigated alongside the costs of providing housing and support, to add to the growing knowledge base around the cost effectiveness of these programs. The question of whether investment in the NPAH programs has contributed to a range of health, economic and social inclusion benefits to formerly homeless clients is also explored.

The outputs of the project are two reports. This first report examines the available administrative data to present consolidated findings on the effectiveness and cost of delivering NPAH-funded tenancy sustainability programs, that is, programs providing support to access/maintain social housing tenancy. It also provides an estimate of the cost of an eviction for social housing, which represents a potential offset to the cost of program delivery. Two sources of administrative data are used: the Specialist Homelessness Services Collection (SHSC) data of the Australian Institute of Health and Welfare (AIHW); and data maintained by the government department(s) in each jurisdiction responsible for NPAH funded services and social housing. Government data is collected using our own *Jurisdiction Survey*. A social housing tenancy is defined for the purposes of the present study as a tenancy in public or community housing or in other long-term supported accommodation that is not part of the mainstream housing stock, including Common Ground or Youth Foyer accommodation.

The second report will expand on the findings of the first report, providing further insight into program effectiveness and cost offsets. It will include an analysis of linked housing, homelessness and health administrative data in Western Australia. This analysis will examine the impact of social housing tenancies on outcomes and government costs of formerly homeless tenants, with particular focus on health outcomes and potential cost offsets from the change in health service utilisation associated with tenancy support. This second report will

also include findings of a cross-sectional *Tenant Survey* of tenants of social housing who entered through NPAH and related programs, and a control group of people who entered via general priority access allocations. When assessing cost-effectiveness it is important to consider the alternative outcome if support were not provided (i.e. the counter-factual). As discussed in the literature (see e.g. Pawson et al. 2007; Flatau et al. 2008; Zaretzky et al. 2013), this is problematic. This issue is addressed by the control group included in the survey sample, which will allow comparison of outcomes and service use for those with and those without NPAH tenancy support. The combined evidence from both reports will add to the slowly growing knowledge base surrounding the effectiveness and cost effectiveness of homelessness support.

Through utilising both the existing SHSC data and contributing to the body of information via the *Jurisdiction Survey*, this first report aims to better tackle the difficult, but necessary task of assessing the effectiveness of sustaining tenancy programs in Australia and the cost of providing them.

In analysing the effectiveness of NPAH programs focussing on support to access and maintain social housing tenancies, this report considers a variety of data covering topics such as the program characteristics, presenting unit needs and demographics, duration of support, allocation of dwellings to programs, services provided and tenancy outcomes. Following this, the report examines the cost of these NPAH programs and their operations, via analysis of the level of expenditure on and cost of capital invested in social housing dwellings, as well as providing an estimate of potential cost-offset from avoided evictions. Assessing the ability of the NPAH to effectively and sustainably achieve one of its critical goals of sustaining tenancies is vital to ensuring a reduction in homelessness.

The structure of the report begins with Chapter 2, which contains a brief summary of the policy context of homelessness and housing in Australia. Chapter 3 outlines the methods used in the study, with particular focus on the data collection through the *Jurisdiction Survey* and use of AIHW SHSC data. Chapters 4 and 5 discuss the results of the *Jurisdiction Survey* and the AIHS SHSC data, respectively. Chapter 6 analyses the costs to government and community housing providers. Chapter 7 summarises the findings of the report and concludes with a discussion of implications for future research and policy.

2 THE POLICY CONTEXT

Homelessness is a complex issue that has significant implications for physical and mental health, employment and child development. The 2008 White Paper recognises the importance of tackling homelessness as a social and economic goal for Australia; it provides a strategic agenda for tackling homelessness and outlines the NAHA and NPAH. Since the implementation of NPAH programs, however, there has been substantial inconsistency in the monitoring and evaluation across jurisdictions.

The policy context for the study will be provided in this chapter, which includes a brief summary of the changes to homelessness and housing policy under the 2008 White Paper, the NAHA and the NPAH. An overview of the previously completed evaluations of NPAH programs is available in Appendix 1.

2.1 Homelessness

On Census night 2011, over 105 000 people were homeless. The prevalence of homelessness in Australia has risen from 45.2 per 10 000 in the 2006 Census to 48.9 per 10 000 in the 2011 Census, however, this rate is a decrease from the 2001 rate of 50.8 per 10 000 (ABS 2012b).

Homelessness is a complex, multi-faceted issue. Homelessness includes rough sleeping, as well as people staying in temporary, unstable or substandard accommodation (Commonwealth of Australia 2008). The Australian Bureau of Statistics (ABS) uses the following definition of homelessness (ABS 2012a, p.7):

When a person does not have suitable accommodation alternatives they are considered homeless if their current living arrangement:

- Is in a dwelling that is inadequate; or
- Has no tenure, or if their initial tenure is short and not extendable; or
- Does not allow them to have control of, and access to space for social relations.

This broad definition of homelessness includes the following operational groups: persons who are in improvised dwellings, tents or sleeping out; persons in supported accommodation for the homeless; persons staying temporarily with other households; persons staying in boarding houses; persons in other temporary lodging, and; persons living in 'severely' crowded dwellings, defined as those requiring three extra bedrooms (ABS 2012a).

Homelessness is a significant issue facing the Australian community as it has long-lasting impacts on individuals and families, as well as representing a significant economic cost to the whole community. Homelessness is related to poor health, higher rates of mental illness, and future employment problems. Persons experiencing homelessness or at risk of homelessness are frequent users of health, justice and welfare services, though this distribution is highly skewed (Flatau & Zaretsky 2008; Flatau et al. 2008; Flatau et al. 2012; Zaretsky et al. 2008; Zaretsky et al. 2013a, 2013b). Homelessness has a significant negative impact on children, who are more likely to develop emotional and behavioural problems, as well as experiencing a disrupted education, and can lead to a cycle of intergenerational disadvantage (Australian Institute of Health and Welfare 2007, cited in Commonwealth of Australia 2008, and Flatau et al. 2013). While some people experience homelessness only once, others will experience repeated episodes of homelessness, or long-term homelessness.

These impacts on the individual create community-level costs. Addressing homelessness can prevent these indirect costs. For example, several studies have demonstrated that access to homeless support can result in indirect savings, as chronically-homeless people will transition away from high cost hospital based health services to lower cost health services, such as general medical practitioners (GPs) or community-based health services (see e.g. Culhane et al. 2002; Social Policy Research Centre 2007; Flatau et al. 2008; Flatau et al. 2012; Zaretsky &

Flatau 2013; Conroy et al. 2014). As noted by Pleace et al. (2013), the majority of the evidence on the cost of homelessness comes from the U.S. and Australia, with very little currently available in Europe.

2.2 The road home: a national approach to reducing homelessness

The Australian Government's 2008 White Paper, *The road home*, defined the strategic agenda for reducing homelessness, aiming to halve it and provide supported accommodation to all rough sleepers who require it by 2020.

The White Paper considers tackling homelessness to be a social and an economic goal. It proposes a 12-year reform agenda to the approach to reducing homelessness, focusing on three areas.

1. '*Turning off the tap*', focuses on early intervention and prevention of homelessness (this is the subject of analysis of the present study and is repeated in detail below).
2. '*Improving and expanding services*' to deliver a more responsive and effective support network to improve economic and social participation, and achieving sustainable housing.
3. '*Breaking the cycle*', by increasing the supply of affordable housing, and provide targeted support to minimise time in specialist homelessness services, or wrap-around support for those with complex needs, in order to remove the risk of re-entering homelessness (Commonwealth of Australia 2008).

2.2.1 National agreement on affordable housing

The White Paper outlines the new NAHA, replacing the Supported Accommodation Assistance Act (1994). The original agreement was established in January 2009 within the Council of Australian Governments (COAG) and included \$6.1 billion over five years covering a number of areas: social housing, assistance to private rental market and home purchasing, and support and accommodation for people who are homeless or at risk of homelessness.

The agreement aims to 'ensure that all Australians have access to affordable, safe and sustainable housing that contributes to social and economic participation' and ensure the following outcomes:

- People who are homeless or at risk of homelessness achieve sustainable housing and social inclusion.
- People are able to rent housing that meets their needs.
- People can purchase affordable housing.
- People have access to housing through an efficient and responsive housing market.
- Indigenous people have the same housing opportunities (in relation to homelessness services, housing rental, housing purchase and access to housing through an efficient and responsive housing market) as other Australians.
- Indigenous people have improved housing amenity and reduced overcrowding, particularly in remote areas and discrete communities. (Council of Australian Governments n.d. a, p.4)

Additionally, the Council of Australian Governments approved \$1.2 billion of funding over five years from 2008–09 for two areas: \$800 million to services for the prevention and reduction of homelessness, delivered through the NPAH, and \$400 million to increase the supply of affordable housing to those who would otherwise be homeless through the national partnership on social housing.

2.2.2 National Partnership Agreement on Homelessness

The NPAH is one of three national partnership agreements supporting the NAHA. It contributes towards the NAHA outcome one: 'people who are homelessness or at risk of homelessness

achieve sustainable housing and social inclusion' (Council of Australian Governments, n.d. a, p.4). The NPAH recognises that 'reducing homelessness will require all governments to pursue improvements in a wide range of policies, programs and services' (Council of Australian Governments n.d. b, p.3) and targets several key groups: those sleeping rough, those experiencing recurrent spells of homelessness, those escaping violence, young people in or exiting protection, Indigenous people, those exiting social housing, institutional care or corrective services (Council of Australian Governments n.d. b).

Funding from the Commonwealth was allocated between the states and territories in proportion with their shares of the homeless population, as estimated by the ABS 2006 Census, and states and territories were expected to match the total Commonwealth contribution. According to the Department of Social Services, the Commonwealth, state and territory governments contributed \$1.1 billion in funding as of 30 June 2013 (Department of Social Services 2013).

The NPAH requires that all states and territories deliver:

1. A Place to Call Home initiative.
2. Street to home initiatives for chronic homeless people.
3. Support to help tenants sustain their tenancies.
4. Assistance for people who are leave child protection services, or correctional and health facilities, to access and maintain affordable housing.

There were a series of additional outcomes which were prioritised by each state and territory individually. The NPAH programs consist of a number of initiatives designed to help 'high needs' clients to access long-term housing, to complement the general priority housing allocations, such as the street-to-home projects in Perth, Melbourne, Brisbane, and elsewhere. It is these programs which are the subject of analysis of the present study. In total, over 180 new or expanded homelessness initiatives were funded to deliver a range of services (ANAO 2013).

As part of their obligations under the NPAH each jurisdiction produced an implementation plan, detailing how the NPAH targets were to be met. The approach in all jurisdictions except South Australia was to implement or expand a range of programs each with specific target group(s). In contrast, South Australia (SA) took an integrated approach to homelessness assistance and delivered a range of regional responses. Existing and new programs introduced under the NPAH were consolidated as 'service elements' within a broader and regionally focussed service, where each regional service provided a 'gateway' into a range of specialist homelessness and mainstream supports.

Jurisdictions were required to report progress and outcomes regularly to the Commonwealth through an NPAH Annual Report. The Audit Office in Western Australia (WA), Victoria (VIC), Queensland (QLD), Tasmania (TAS) and the Northern Territory (NT) also completed an audit on the government agencies' achievement of their obligations, and the impact of NPAH programs on homelessness. A brief review of the publicly available implementation plans, NPAH Annual Reports and program evaluations as they relate to programs providing supported social tenancies is provided in Appendix 1. The Appendix briefly details availability of information relating to program activity levels, client outcomes and the cost of providing programs. The Appendix also includes discussion of the audit of the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA).

The variation in scope, format and content of available information across the jurisdictions means it is difficult to obtain a comprehensive assessment of the effectiveness of NPAH supported tenancy programs from publicly available information. The level of activity or throughput for each program is typically available, but there is limited information regarding outcomes, and even less information relating to tenancy specific outcomes. This combined with the lack of financial information has previously meant that it is not possible to use this publicly

available information to assess the cost effectiveness of these programs. The aim of this study is to add to the publicly available information and, where possible given the nature of available administrative data, examine issues of program activity, outcomes and cost effectiveness using a consistent approach across jurisdictions.

3 METHOD

3.1 Introduction

This report provides research evidence on NPAH programs from all Australian jurisdictions that aimed to assist clients to access/maintain a social housing tenancy. This includes an investigation into the demographics of presenting units supported by the programs (where a presenting unit is a group of people who present together for support and is used here as a proxy for a household) and the support provided, and housing outcomes. It also examines the cost of providing support and the cost of capital employed in providing social housing.

Data is drawn from the Specialist Homelessness Services Collection (SHSC) data of the Australian Institute of Health and Welfare (AIHW) and from government administrative data of lead NPAH agencies; the latter is collected using our own *Jurisdiction Survey*. The survey had two parts: part 1 examined costs incurred by each government in the provision of social housing, including recurrent and capital cost and the cost of evictions, while part 2 examined program specific issues, including program governance and scope, availability of housing, program cost and tenancy outcomes.

The NPAH was a four year agreement between 2009 and 2013. This study examines program outcomes for the final two years of that agreement, from July 2011 until June 2013. This period was selected because many programs were created in 2009 and therefore time was allowed for programs to become operational. Furthermore, the Special Homelessness Services Collection (SHSC) did not commence until July 2011. The SHSC provides a uniform format for data to be collected across NPAH and other homeless programs in all jurisdictions. Prior to this, the collection of data for supported tenancy type programs was different based on each jurisdiction.

Across all jurisdictions 49 separate NPAH programs were identified in scope that is, where a significant component of the program related to support for clients to access/maintain a public or community (i.e. social) housing tenancy. Of the identified programs, 38 programs had provided data to the SHSC in 2011–13. Of these programs, six were focused on maintaining existing social housing tenancies. Clients of these six programs accounted for 76 per cent of all presenting units identified in SHSC data as being assisted to access/maintain a social housing tenancy. At commencement of support, across all program types 78.4 per cent of all presenting units were classified as at risk of homelessness. It is not possible to say whether these people have been homeless in the past.

This chapter will outline the data collection method of the *Jurisdiction Survey* and SHSC, as well as provide an introduction to the methodology used to calculate the cost of support. More detail on the study's methodology, particularly with respect to identifying the in-scope NPAH programs is available in Appendix 2.

3.2 Data collection

This report utilises data from all Australian jurisdictions, to undertake a number of tasks.

The first task is to identify and describe the range of NPAH programs which have a significant focus on assisting homeless or those at risk of homelessness to access and maintain a social housing tenancy, or to maintain an existing social housing tenancy that is at risk.

Second, to examine government administrative data to understand better both how programs operate and what the cost of providing programs is. Costs include recurrent program expenditure and the cost of providing the social housing itself, both recurrent and capital. The cost of eviction is also examined. The administrative data were also examined to assess available evidence of tenancy sustainability rates where jurisdictions have this information available.

Third, to use SHSC data to examine indicators of program activity level, client profile, support provided, both accommodation and non-accommodation, length of support (including length of support when housed) and accommodation outcomes.

Finally, to combine government administrative data and SHS Collection data to estimate the cost per household supported.

Data was gathered via a six stage process. Stage 1 involved gaining UWA ethics approval which was obtained in August 2013. In stage 2, authorisation was gained from each jurisdiction to participate in the project. This was obtained from the NPAH agency responsible for the implementation and funding of the NPAH programs in that jurisdiction, referred to as the NPAH lead agency. This consisted of permission for the research team to access SHSC data relating to in-scope programs and for the jurisdiction to participate in the *Jurisdiction Survey*. All jurisdictions agreed to participate in the project.

In stage 3 of the study, jurisdictions identified NPAH programs with a significant 'Supported Social Tenancy' component and provided the organisation IDs associated with each program. Organisation IDs were used by the research team to place a customised data request with the AIHW (see stage 5 below.)

In stage 4, the *Jurisdiction Survey* was then sent to each jurisdiction to be completed by the lead agency. The survey accessed government administrative data and was composed of two parts.

- Part 1 related to jurisdiction level information associated with landlords' costs, such as the quantity and value of available social housing; the recurrent cost of providing social housing; and the cost of evictions.
- Part 2 related to the NPAH programs themselves, and a separate part 2 survey was to be completed for each in-scope program. Part 2 included information on how the program was delivered, program cost and tenancy outcomes.

All jurisdictions initially agreed to complete the *Jurisdiction Survey*, but some were not able to do so. Part 1 was completed by the ACT, NSW, SA, TAS, VIC and WA. WA and VIC also completed part 2 for all in-scope programs, as did some programs operating in the ACT, NSW and TAS.²

In stage 5, a customised data request was placed with AIHW to obtain relevant data from the SHSC. Due to privacy requirements, the AIHW agreed to provide data that was aggregated across a number of like programs operating across jurisdictions. The AIHW privacy requirement means that it is not possible to identify services delivered by any individual agency, program or jurisdiction. The research team provided the AIHW with a list of the organisation IDs associated with each program type, as detailed in Appendix 2.

In stage 6, secondary data sources such as NPAH Annual Reports and reports produced by the Office of the Auditor General in each jurisdiction were used where a *Jurisdiction Survey part 2* was not completed or financial information was not included in the survey response. Where possible, this secondary data was used to obtain information on the cost of providing in-scope programs. In addition, the Department of Family and Community Services NSW provided program funding information for all NSW in-scope programs.

The data collection process is discussed in further detail in Appendix 2.

Jurisdictions were requested to identify NPAH programs that were within the project scope. NPAH in-scope programs (referred to here as NPAH Social Tenancy Support Programs) are

² Programs operating in South Australia (SA) are delivered as a service element of generic homelessness support programs and it is not possible to separately identify activity, outcomes or cost for an individual service element.

defined as all programs funded under the NPAH where a significant component of the program relates to provision of medium to long term support to:

- Maintain an existing social or community housing³ tenancy which is at risk, or
- Secure and maintain a social or community housing tenancy, or
- Secure and maintain a long-term supported tenancy (12 months or more). For example Common Ground or Foyer tenancies providing long-term accommodation and support for NPAH clients.

In total 49 separate programs were identified by jurisdictions as being within the project scope (see Appendix 2), of which 38 had provided data to the SHSC, as detailed in Table 2.⁴ Of these programs, six were to maintain an existing social housing tenancy. Clients of these six programs accounted for 76 per cent of all presenting units identified in SHSC data as being assisted to access/maintain a social housing tenancy. At commencement of support, across all program types 78.4 per cent of all presenting units were classified as at risk of homelessness. It is not possible to say whether these people have been homeless in the past.

The in-scope NPAH programs covered in the report were grouped into the following categories:

- General homelessness support to access/maintain a social housing tenancy (including programs to assist women and children escaping domestic violence).
- Support to help Indigenous people access/maintain a social housing tenancy.
- Support to help young people access/maintain a social housing tenancy.
- Transition from an institutional setting into social housing.
- Street-to-home or Common Ground support for rough sleepers.
- Support for existing social housing tenants to maintain an at risk tenancy.
- Supported accommodation for young people using a Youth Foyer model.

³ Community housing was defined to include head lease arrangements in the private rental market.

⁴ Of the 11 in-scope programs which did not provide data to the SHSC, three were 'A Place to Call Home' programs (ACT, QLD, VIC), one was indigenous specific (NSW), five related to people leaving institutional settings (ACT, QLD), one was a street-to-home program (NSW) and one was to maintain existing at risk social housing tenancies (ACT). Appendix 2 provides details of the names of all programs identified as within scope and which of these programs submitted SHSC data for 2011–12 and/or 2012–13.

Table 2: Number of NPAH supported social tenancy programs identified, by jurisdiction and program category

Program type	ACT	NSW	NT	QLD	SA	TAS	VIC	WA	Total
General homeless support to access/maintain a social housing tenancy		4				2		1	7
Support to help indigenous people access/maintain social housing tenancies		3	1						4
Support to help young people access/maintain social housing tenancies		2	1						3
Transition from an institutional setting into social housing	2	1	1					3	7
Street-to-home/Common Ground	1	2		1			2	1	7
Support to maintain an existing social housing tenancy	1		1	1	1		1	1	6
Supported accommodation for young people, Youth Foyer model	1			1			1	1	4
<i>Total</i>	<i>5</i>	<i>12</i>	<i>4</i>	<i>3</i>	<i>1</i>	<i>2</i>	<i>4</i>	<i>7</i>	<i>38</i>

3.3 Jurisdiction Survey

The *Survey of National Partnership Agreement on Homelessness (NPAH) lead agencies: NPAH Supported Social Tenancy Programs (Jurisdiction Survey)* is a two-part survey administered through relevant state and territory departments and designed to elicit information on:

- The role of government in assisting high needs clients who are receiving support to access/maintain a social housing tenancy as part of an NPAH program.
- Tenancy outcomes for these clients.
- The net cost of providing support.

Ethics approval for the *Jurisdiction Survey* was granted by the University of Western Australian Human Research Ethics Office in August 2013. From the point of original ethics approval, key contacts in all relevant state and territory departments were sought out to provide feedback on the survey, to understand the specific programs in their jurisdiction which were relevant, challenges and barriers in gathering data and approval to do the survey.

Part 1 of the *Jurisdiction Survey* addresses costs incurred by social housing providers. Information was sought on the average value of dwellings used to provide 'supported social tenancies' (used to estimate the opportunity cost of capital employed), the recurrent cost to government of managing housing used to provide 'supported social tenancies', and the rate and cost of evictions. Where evictions of high risk tenants can be avoided through support, it represents an important offset to the cost of providing support.

Part 2 addresses program-specific information: including funding, expenditure, and tenancy outcomes. A separate 'Survey Part Two' was to be completed for each NPAH in-scope program.

Part 2 aimed to elicit information in four areas.

- General information about the program, including housing sector, target group and geographical location.
- Program funding and expenditure, with the aim of estimating the average recurrent cost of a 'supported social tenancies' provided under the program. Details were requested for recurrent NPAH funding, recurrent funding from sources other than NPAH and program recurrent expenditure. Where all support periods involve a 'supported social tenancy', the average cost of a 'supported social tenancy' is directly related to total program expenditure. Where the program also offers support for private housing sector tenancies, or support for clients without tenancies, questions were included to identify whether it was possible to estimate cost of the 'supported social tenancy' component.
- Housing availability, whether social housing properties were allocated to the program, maximum length of tenancy support and whether clients could remain in the property once support ended.
- Tenancy outcomes, to examine the success of 'supported tenancy' programs in assisting to sustain tenancies and avoid eviction. Here we are interested in the number of tenancies maintained, duration of tenancies and eviction rate for supported tenancies, as well as the program's key outcomes and the number of clients for which that outcome was achieved.

Following a period of extensive consultation with state and territory contacts the *Jurisdiction Survey* was administered from 1 April 2014 to October 2014. The *Jurisdiction Surveys* were sent to the respective state and territory government departments responsible for the implementation and funding of the NPAH programs, referred to here as the lead NPAH agencies.

The process of engaging with all Australian jurisdictions took considerably longer than originally anticipated with final administration of the *Jurisdiction Survey* in some cases not occurring until mid-2014. Once surveys were administered, researchers continued to experience substantial delays.

First, difficulties in communication and departmental re-organisation caused researchers to push back the deadline for jurisdictions to complete the Survey from mid-May to late-October in some cases. Second, it proved extremely difficult in the case of some jurisdictions to make contact in order to follow-up on survey completion. The NT and QLD did not participate in the survey. SA completed a *Jurisdiction Survey* part 1, but not part 2. This was due to difficulties in quarantining the NPAH sustaining social tenancy component of the overall SHSs mix.⁵

It was originally envisaged that the lead jurisdictional department would be able to respond to both part 1 as well as Survey part 2. The ACT, NSW, SA, Tasmania, Victoria and WA all completed *part 1* of the survey. However, in all participating states and territories other than WA and Victoria, the lead jurisdictional department proved unable to respond to part 2 of the Survey. WA has provided complete responses to part 2 and the Victorian Department of Human Services completed the majority of part 2 of the Survey but does not collect tenancy outcome data and so was not able to provide this.

Government lead departments in other states and territories distributed the *Jurisdiction Survey part 2* to the agencies responsible for the implementation of the respective NPAH-funded program on the basis that the department could not readily access information on which of the clients were NPAH sustaining social tenancy clients and other program specific information. We received *part 2* responses from some NSW, ACT and Tasmanian agencies. However, not

⁵ In SA only the Intensive Tenancy Support Program was identified as in-scope. From July 2010 this became a service element spread across 16 Specialist Homelessness Services across all regions. For the 2011–12 and 2012–13 financial years the funding element for this element was incorporated into the total funding for each of the 16 Specialist Homelessness Services (SA Government 2013a).

all agencies were able to respond and logistically it proved difficult for the research team to follow-up with agencies, especially where there were several agencies involved in delivery of a single program.

This project aimed to gather data at the program level from each jurisdiction, which would then be aggregated to analyse nationally by program type. An important aspect is to match the cost of providing support, obtained from the part 2 surveys, with program activity and outcomes data obtained via the SHSC data. Where the *Jurisdiction Survey* part 2 was not completed or financial information was not provided, a number of strategies were adopted to supplement the survey data and thus maximise the ability to examine the cost effectiveness issue. Program funding information for programs operating in QLD and those programs in the ACT that did not complete part 2 Surveys was obtained from the NPAH Annual Reports. The Office of the Auditor General in Tasmania provided budget and expenditure data for the two Tasmanian programs. Family and Community Services NSW provided funding data for all NPAH programs, including those where a part 2 Survey had not been completed. However, it was not possible to source program funding or expenditure data for the NT or SA.

Table 3: Surveys completed by jurisdiction

Jurisdiction	Government department/agency name	Survey part 1	Survey to part 2	
			Completed at jurisdiction level	Completed at agency level
ACT	Community Services Directorate	Yes		Four programs
NSW	Family and Community Services	Yes	Funding all programs	Three programs
TAS	Department of Health and Human Services	Yes		One program
VIC	Department of Human Services	Yes	All	
WA	Department for Child Protection and Family Support	Yes	All	
SA	Department for Communities and Social Inclusion	Yes		
NT	Department of Housing	No		
QLD	Department of Communities, Child Safety and Disability Services	No		

3.4 Specialist Homelessness Services Collection

The AIHW SHSC seeks data on a consistent basis from agencies delivering SHSs around Australia. This data provides a strong foundation for profiling the client base, services provided to clients and gathering short-term outcomes data for programs delivering supported social tenancies. However, it does not provide a strong foundation for outcomes achieved beyond the support period, such as the proportion of tenants who maintained their tenancies over a given period (which typically is beyond the end of the support period).

The SHSC does not identify households, or the nature of any particular program, therefore the presenting unit was used as a proxy for the household. Presenting units receiving support to access/maintain a tenancy were defined as presenting unit heads identified as receiving support to 'sustain a tenancy or prevent failure/eviction' at some stage during the support period. Therefore, except when examining total program activity, results do not reflect

presenting unit heads who were receiving support to access/maintain a tenancy but were not able to be housed during 2011–13.

This data from the SHSC is used in conjunction with information provided in part 2 of the *Jurisdiction Survey* to examine program tenancy outcomes and the overall cost-effectiveness of the NPAH programs. For confidentiality reasons, the AIHW required the data to be provided in an aggregated form, whereby similar programs across different jurisdictions be grouped together. The in-scope NPAH programs from across all Australian jurisdictions were grouped into seven program types (Table 4). See Appendix 2 for more detail on the data collection and interpretation issues surrounding AIHW SHSC data.

Table 4: SHSC data—NPAH program type, number of jurisdictions, programs and NGO agencies included

NPAH program type	Number of jurisdictions covered	Number of programs to all jurisdictions	Number of individual NGO agencies to all jurisdictions
General homelessness support to access/maintain a social housing tenancy	3	7	29
Support to help Indigenous people access/maintain a social housing tenancy	2	4	6
Support to help young people access/maintain a social housing tenancy	2	3	6
Transition from an institutional setting into social housing	4	7	24
Street-to-home/Common Ground	5	7	11
Support to maintain an existing social housing tenancy	5	6	69
Supported accommodation for young people, Youth Foyer model	4	4	7
<i>Total</i>		38	152

3.5 Cost of support: support program and housing

The cost of providing supported social tenancies consists of both the recurrent program cost plus the cost of providing dwellings. As discussed, details of recurrent program cost were collected via the *Jurisdiction Survey part 2*, and from a range of other sources when not available from the survey. Details to estimate the cost of providing client accommodation were collected at a jurisdictional level through the *Jurisdiction Survey part 1*. In addition, part 1 collected data on the cost of evictions from social housing.

Ideally, the average recurrent cost of program support would be defined as program expenditure divided by the number of households receiving support. However, data limitations and privacy requirements meant that this was not possible and a number of approximations were required in order to provide an indicative recurrent cost of program support. These are set out below.

For many programs, annual funding was used as the measure of program cost, instead of expenditure. Part 2 of the *Jurisdiction Survey* requested both program expenditure and

program funding information. In many cases, only program funding was provided. Only funding data was available where it was necessary to source program cost details from NPAH Annual Reports. Also, Department of Family and Community Services was able to provide funding data only for NSW programs.

Funding may not be equivalent to expenditure in the two years of interest and may either under- or overstate the actual cost of providing support. For example, funding may be greater than expenditure where a program was able to make savings, or it was constrained by lack of available resources such as staff or housing. Alternatively, funding may be less than expenditure if, for example, a program commenced in 2010–11, and did not receive the 2010–11 funding until late in that year, expenditure for 2011–13 may actually incorporate some funds rolled over from 2010–11 funding.

Consistent with using the presenting unit as a proxy for household when examining the AIHW client data, the recurrent cost of support per household is estimated via a proxy: namely, the cost of support/PUH (cost/PUH). Program cost information was not available for programs operating in the NT or SA. Therefore cost/PUH was estimated for the sub-set of programs where financial information was available: those operating in the ACT, NSW, QLD, TAS, VIC and WA. This created potential confidentiality issues through the ability to compare program activity levels for this sub-set of programs with those for all in-scope programs, with the potential to identify activity of an individual program. To prevent this, the program expenditure and funding data was provided to AIHW, and AIHW undertook the calculation of cost/PUH.

Although all in-scope programs have supported social tenancies as a significant component, AIHW data showed that across all programs only 42.3 per cent of all PUHs were identified as being in any type of tenancy during the two years of interest, and only 22.1 per cent were identified as being in a public or community housing tenancy. Possible reasons for this low proportion of PUHs being identified as being in a social housing tenancy include the fact that many programs provide supported tenancies as one element of a range of support types; and some presenting units who are in a program to access and maintain a tenancy may not have been able to access a tenancy during the period of interest.

As the proportion of PUHs identified as being in a supported social tenancy was comparatively small, and supported social tenancy programs typically have a comparatively long support period, the average cost/PUH across all presenting units may not be representative of the average cost for those presenting units in a supported social tenancy. To adjust the average cost of support for the potential difference in support duration for presenting units who did and those who did not receive tenancy support, recurrent program cost/PUH was estimated as:

- Cost/support day = program cost /total number of days support
- Cost/PUH (tenancy support) = (Mean days support for PUHs who received assistance to sustain a tenancy or prevent tenancy failure or eviction) x (Cost/support day)
- Cost/PUH (social tenancy support) = (Mean days support for PUHs who received assistance to sustain a tenancy or prevent tenancy failure/eviction whilst in a social housing tenancy) x (Cost/support day)
- Median cost/PUH (social tenancy support) = Median days support for PUHs who received assistance to sustain a tenancy or prevent tenancy failure/eviction whilst in a social tenancy) x (Cost/support day).

This assumes that the average cost/support day is equivalent for PUHs who received assistance to support a tenancy and for those who did not. Current data limitations mean it is not possible to provide a more detailed estimate. In addition to the tenancy support program, jurisdictions incur the cost of providing, managing and maintaining social housing dwellings. This includes:

- Recurrent costs:

- Administration costs (the cost of the administration offices of the property manager and tenancy manager).
- Operating costs (the costs of maintaining the operation of the dwelling, including repairs and maintenance, rates, the costs of disposals, market rent paid and interest expenses).
- The user cost of capital (the cost of the funds tied up in the capital used to provide social housing) (SCRGSP 2014).

The *Jurisdiction Survey* part 1 sought information on the recurrent cost of managing public housing dwellings, and the user cost of capital was estimated from the average value of public and community housing dwellings.

The Report on Government Services (RoGS) reports on the net recurrent cost of social housing dwellings. It states that:

Care needs to be taken in interpreting the cost of delivering public housing. Cost data for some jurisdictions are either more complete than for other jurisdictions or collected on a more consistent basis. Administration costs and operating costs, for example, may not capture all costs incurred by government, and could therefore understate the total cost of public housing. In addition, some jurisdictions are unable to separate costs for public housing from those for other housing and homelessness assistance activities. There may also be double counting of some expenditure items in the cost calculations for some jurisdictions. (SCRGSP 2014, p.17.27)

These limitations also apply to the *Jurisdiction Survey* part 1 data reported here. Where a jurisdiction was able to separately identify recurrent expenditure associated with administration and operation of public housing dwellings, they were asked to provide details of this cost and the value of rent receipts. The net recurrent cost of providing social housing dwellings was defined as the recurrent expenditure less the value of rent receipts. Jurisdictions were also asked whether a standard recurrent management and operating cost per dwelling was estimated, and for the value of the standard cost/dwelling, and the standard cost/dwelling net of rent receipts.

The *Jurisdiction Survey* part 1 requested both total number and value of public housing dwellings, with the purpose of estimating the average value of a dwelling and the user cost of capital employed per dwelling. The RoGS defines social housing as rental housing provided by not-for-profit, non-government or government organisations to assist people who are unable to access suitable accommodation in the private rental market. The forms of social housing defined are:

- Public housing: dwellings owned (or leased) and managed by state and territory housing authorities to provide affordable rental accommodation.
- State owned and managed Indigenous housing (SOMIH): dwellings owned and managed by state housing authorities that are allocated only to Indigenous households.
- Community housing: rental housing provided for low to moderate income and/or special needs households, managed by community-based organisations that have received a capital or recurrent subsidy from government. Community housing models vary across jurisdictions, and the housing stock may be owned by a variety of groups including government.
- Indigenous community housing (ICH): dwellings owned or leased and managed by ICH organisations and community councils in major cities, regional and remote areas. Indigenous community housing models vary across jurisdictions and can also include dwellings funded or registered by government (SCRGSP 2014, p.17.2).

The RoGS reports the number of available social housing dwellings, but does not provide capital value. For some jurisdictions the survey response for number of dwellings differs from that reported in the RoGS (2014) for the same period.

Some jurisdictions manage SOMIH dwellings separately to other public housing and others do not. For consistency, public housing dwellings are defined to include mainstream public housing plus SOMIH dwellings in this report. Indigenous community housing dwellings are predominantly in remote areas incurring a different range of costs than other sectors of public and community housing. In addition, RoGS 2014 reports that data for indigenous community housing is not complete. Therefore, indigenous community housing was not specifically included in the *Jurisdiction Survey*. However, it is possible that some jurisdictions may have incorporated indigenous community housing in survey responses. As public housing represents the primary source of dwellings available for supported social tenancies it is unlikely that the average dwelling value or user cost of capital reported here is overly sensitive to this issue.

In addition to public and community housing, the *Jurisdiction Survey* part 1 sought the number and value of long-term supportive housing dwellings that are not part of mainstream public or community housing. This included complexes used to provide dwellings for Common Ground and Foyer programs. Data on dwellings used to provide long-term supportive housing was provided by SA and TAS only, with only TAS providing both number of and capital value of dwellings.

The user cost of capital represents an annualised value of the value of capital employed in client housing. The RoGS reports user cost of capital for public housing only, and each jurisdiction applies its own method to estimate this value. The user cost of capital reported here is based on 8 per cent of the average value of public and community housing dwellings, providing consistency across both jurisdictions and housing types. As only Tasmania provided survey data on the number and capital value of long-term supportive housing dwellings, it is not possible to use survey data to estimate the user cost of capital for Common Ground and Foyer type dwellings. Therefore the average user cost of capital for public and community housing dwellings is assumed to also apply to programs utilising these dwelling types.

The final element addressed in the *Jurisdiction Survey* part 1 was the rate and cost of evictions. The rate of eviction was defined as the number of evictions from a public housing tenancy divided by the number of public housing tenancies. Where available, jurisdictions were also requested to provide the number of NPAH and other 'at risk' public housing tenancies, and the number of evictions from these tenancies, so that the eviction rate for 'NPAH and other at risk' tenancies could be estimated and compared with the rate for all public housing tenancies. Finally, jurisdictions were asked to provide details of the average cost of evictions from a public housing tenancies, with an indication of whether these figures were actual figures or reasonable estimates.

Where tenancy support results in avoidance of an eviction event, this represents a cost saving to social housing providers and an offset to the cost of the tenancy support program. The administrative data examined does not provide an indication of the likelihood an eviction event would occur if support was not provided (i.e. the counter-factual). Therefore it is not possible to determine the change in eviction rate that results from tenancy support programs or the value of the associated cost-offset. The literature was examined to provide some guidance on this issue.

4 TENANCY SUPPORT PROGRAMS IN SOCIAL HOUSING: OPERATION AND EFFECTIVENESS

4.1 Introduction

Details of programs providing support to access/maintain a social housing tenancy were obtained both from the jurisdictions, via the *Jurisdiction Survey* part 2, and via a customised data request placed with the AIHW for data to be extracted from the SHSC. The jurisdictions identified 49 programs that operated in 2011–13 were NPAH funded and provided social tenancy support. Of these, 38 provided data to the SHSC and 20 of these programs completed the *Jurisdiction Survey* part 2. A list of all identified programs is provided at Appendix 2.

The results for the *Jurisdiction Survey* part 2 are presented in this chapter, reporting on issues of program governance and scope, the housing sector and geographical location programs operate in, primary client target groups, availability of housing for programs, tenancy outcomes, factors which assist program success and those which are seen to limit programs.

The results from the AIHW data request are reported and discussed in Chapter 5. These provide details for all programs which jurisdictions identified as having support to access/maintain a social tenancy as a significant component and which had participated in the SHSC in 2011–13. The results provide details of the level of program activity, both total and for presenting units in a supported tenancy. For those receiving support to sustain a tenancy while in a social tenancy it also addresses issues around referral sources, reasons for seeking support, duration of support, services provided and accommodation outcomes. Finally, the cost of providing support is presented and discussed for programs operating in those jurisdictions where program cost data was available.

This chapter is divided into two sections.

1. Program-level information is outlined, included governance and scope of programs, housing sectors in which programs operate, primary target group, geographic location, dwellings allocated to programs and support duration.
2. Program success is evaluated in terms of tenancy outcomes and factors contributing to and limiting success of programs.

4.2 Program information

4.2.1 Programs providing supported social tenancies to governance, aims and scope

Table 5 provides details of the 20 programs for which a *Jurisdiction Survey* part 2 was completed. Surveys were completed for programs operating in each of the program categories except for two: 'Support to help indigenous people access/maintain social housing tenancies' and 'Support to help young people access/maintain social housing tenancies'. Programs that specifically target these two client groups operated in NSW and the NT only. In all jurisdictions, Indigenous people and young people are able to access social tenancy support programs that do not specifically target these two groups.

Almost all programs had commenced operation prior to July 2011. The exceptions were the five Supported Accommodation Facilities (TAS), with three commencing during the second half of 2011 and two in July and October 2012, and also one Youth Foyer program (VIC) that commenced in October 2012.

Table 5: Programs with *Jurisdiction Survey* part 2 data, by program type and jurisdiction

Type/ jurisdiction	Program name	Date program commenced	Program administration— government
<i>General homelessness support to access/maintain a social housing tenancy</i>			
NSW	Domestic Violence (DV) Support Illawarra	July 2009	Family and Community Services—Housing NSW and Community Services
	Domestic Violence (DV) Support Western Sydney	April 2009	Family and Community Services—Housing NSW and Community Services
TAS	Supported Accommodation Facilities (SAF)	Aug 2011 to Oct 2012	Department of Health and Human Services—Housing Tasmania
VIC	A Place to Call Home (APTCH)	2008–09	Department of Human Services
WA	Homelessness Accommodation Support (HAS)	Most commenced Jan 2010.	The Department for Child Protection and Family Support
<i>Transition from an institutional setting into social housing</i>			
ACT	Women exiting corrections (Coming Home).	Jan 2011	ACT Community Services Directorate
	Mental Health Housing and Support Initiative (HaSI)	May 2010	ACT Community Services Directorate—Housing ACT. ACT Health & ACT Mental Health
WA	Housing Support Worker (HSW) Mental Health	All except one commenced Jan 2010, which commenced April 2010.	The Department for Child Protection and Family Support
	Housing Support Worker (HSW) Corrective Services	Jan 2010	The Department for Child Protection and Family Support
	Housing Support Worker (HSW) Drug and Alcohol	Jan 2010	The Department for Child Protection and Family Support
<i>Street-to-home/Common Ground</i>			
ACT	Street-to-home	Mar 2010	ACT Community Services Directorate
NSW	Project 40 Supportive Housing Services	July 2010	Family and Community Services—Community Services
VIC	Common Ground	2008–09	Department of Human Services
	Street-to-home	2008–09	Department of Human Services
WA	Street-to-home	Jan 2010	The Department for Child Protection and Family Support
<i>Support to maintain an existing social housing tenancy</i>			
ACT	Supportive Tenancy Service (STS)	Nov 2010, replacing existing service	Housing ACT, Community Services Directorate.
VIC	Social Housing Support (SHS)	Existing program	Department of Human Services
WA	Public Tenancy Support (PTS)	Between Jan and Oct 2010	The Department for Child Protection and Family Support
<i>Supported accommodation for young people using a Foyer model</i>			
VIC	Youth Foyer	Feb 2011 and Oct 2012	Department of Human Services, Victoria
WA	Oxford Youth Foyer	July 2011 (Interim Foyer)	The Department for Child Protection and Family Support

4.2.2 Housing sector

Programs operated across a broad range of social housing sectors; public and community housing and long-term supported accommodation. Programs that also assisted clients to access/maintain private rental tenancies were: general homelessness support programs in NSW and WA, WA programs assisting support to transition from an institutional setting, and the Supportive Tenancy Service in the ACT.

Housing sectors in which programs operated were:

- *General homelessness support*: the programs operating in NSW and WA provided support to access/maintain public and community housing tenancies, as well as private rentals. The Victorian program operated in the public housing sector and in long-term supported accommodation options where the client has a lease in place. Programs in WA and Victoria also provided support in crisis-medium term accommodation options. The Tasmanian program provided assistance in long-term supported accommodation facilities where the client has a lease.
- *Transition from an institutional setting*: the programs operating in the ACT and WA provided support to transition from an institutional setting into both public and community housing, as well as utilising crisis-medium term accommodation to house clients in these programs. In addition, the ACT provided long-term supported accommodation options with a lease, and WA utilised private rental accommodation.
- *Street-to-home/Common Ground*: the ACT and WA programs used public housing and crisis-medium term accommodation to accommodate street-to-home clients. WA also used community housing. NSW housed clients in community housing only, and Victoria utilised community housing, long-term supportive housing both with and without a lease, and short-medium term accommodation. The Victorian street-to-home program also housed clients in Indigenous specific accommodation.
- *Support to maintain an existing social tenancy*: the programs in the ACT, Victoria and WA provided support to existing public housing tenants. The Supported Tenancy Service in the ACT also provided support to assist community housing and private rental tenants to maintain their tenancy, and home owner/mortgage holders to retain their property.
- *Young people, Youth Foyer model*: the Youth Foyer programs in Victoria and WA all operated under a long-term supported housing model. Clients of the Victorian program did not have a lease in place, whereas the young people did have a lease under the WA program.

4.2.3 Primary target group

The manner in which jurisdictions specify the target groups for programs that operate within each program type varies, with some jurisdictions tending towards comparatively narrow specifications and others being quite broad. Although there is often considerable overlap between target groups (e.g. clients who are exiting specialist homelessness services may also have drug/alcohol issues and/or mental health issues), this does not necessarily indicate a significant difference in the client groups serviced by programs within a type. The primary target groups for each program type were:

- *General homelessness support*: as expected, these programs specified a number of broad primary target groups. Programs operating in each of the four jurisdictions target those who were homeless or at risk of homelessness. In NSW, TAS and VIC women and children escaping domestic violence were also specified as a primary target group. People exiting SHSs were listed as a target group in WA, TAS and VIC. Tasmania identified all target groups except existing public and community housing tenants and they were the only jurisdiction to list chronic homeless as a target group for general homeless support

programs. Only Victoria listed existing public or community housing tenants as a primary target group.

- *Transition from an institutional setting*: programs in both the ACT and WA targeted people who were homeless or at risk of homelessness, people leaving mental health facilities and with mental health issues, and people leaving adult corrections facilities. WA programs also targeted people leaving other types of institutional settings: people who were exiting drug or alcohol facilities, people with drug or alcohol problems and young people leaving juvenile detention facilities. The HaSI program in the ACT also included existing public or community housing tenants as a target group.
- *Street-to-home/Common Ground*: the chronically homeless was a primary target group for programs in all jurisdictions, and programs in NSW, VIC and WA also listed people who were homeless or at risk of homelessness as a primary target group. The ACT specified people with mental health issues and drug or alcohol issues as primary target groups, and WA specified people exiting SHSs.
- *Support to maintain an existing social tenancy*: the programs in all three jurisdictions targeted existing public or community housing tenants and people who were homeless or at risk of homelessness. Programs operating in the ACT also specified people exiting adult corrections, people with mental health issues and women and children escaping domestic violence as primary target groups.
- *Young people, Youth Foyer model*: the primary target group for programs operating in both VIC and WA was young people 16 to 25 years of age. In addition, the WA Foyer specified people who were homeless or at risk of homelessness and those exiting child protection services as primary target groups.

Although none of the programs for which a *Jurisdiction Survey* part 2 was completed were indigenous specific, the NSW street-to-home program (Project 40 Supportive Housing Services) had a target of 30 per cent indigenous clients. Also, it was noted that the Victorian Social Housing Support (SHS) program, which assists to maintain existing public or community housing tenancies, funds four indigenous specific agencies. It may be that programs in other jurisdictions also had targets promoting support of indigenous clients, however the survey did not specifically ask this question.

4.2.4 Geographic location of programs

Programs providing Supported Social Tenancies mostly operated in capital city and regional locations. The only programs that operated in remote areas were the WA programs providing general homelessness support to access/maintain a social housing tenancy, and providing support to transition from an institutional setting into social housing. None of the programs for which a *Jurisdiction Survey* part 2 was completed operated in very remote locations.

4.2.5 Dwellings allocated to programs

A key issue in assisting clients to access and maintain a social housing tenancy is the available supply of social housing dwellings. Lack of suitable and affordable accommodation is an ongoing problem in all jurisdictions and is cited as a restriction in many evaluations of homelessness programs (e.g. see Cant et al. 2013 and Housing NSW 2013e). Dwellings specifically allocated to programs were predominately long-term supported accommodation type dwellings with a small number of public/community housing dwellings in NSW and the ACT (see Table 6).

It was shown that Western Australia did not specifically allocate any dwellings to programs, However, the evaluation of WA NPAH programs did state that the Department of Housing had made a commitment to allocate a proportion of housing to NPAH clients and that additional properties provided through the Nation Building to Economic Stimulus Plan and the National Partnership Agreement on Social Housing increased the supply of social housing dwellings

and provided long-term stable accommodation for homeless people supported through the NPAH. This was considered a critical success factor for the WA NPAH programs (Cant et al. 2013). The evaluation of WA NPAH programs also concluded that private rental accommodation was not a viable option for clients of many of these programs. It is likely that this would also apply to clients of other programs examined here.

Dwellings allocated to programs:

- *General homelessness support*: only NSW reported that public or community housing dwellings were allocated to programs. Twenty dwellings were allocated to one program in 2012–13, and the other program reported that 10 dwellings were allocated over the five year program life but these could not be reused once a client completed the support period. Both Tasmania and Victoria allocated long-term supported accommodation dwellings for use by program clients; 69 in Tasmania and 118 in Victoria.
- *Transition from an institutional setting*: only the ACT Women exiting corrections program reported that a small number of public/community housing dwellings (five) were allocated for clients. Dwellings were not specifically allocated for the HaSI program (ACT) or any of the programs operating in WA.
- *Street-to-home/Common Ground*: the NSW street-to-home program Project 40 Supportive Housing had 37 public/community housing dwellings allocated to it. In Victoria both the street-to-home and Common Ground programs had long-term supported accommodation dwellings allocated (15 and 50, respectively). The WA street-to-home program did not have any allocated dwellings.
- *Support to maintain an existing social tenancy*: no specific dwellings were allocated as clients were existing social housing tenants.
- *Young people, Youth Foyer model*: the two Victorian foyers had a total of 28 accommodation units available for residents. The interim foyer in WA which operated during 2011–13 had 14 accommodation units. The completed Oxford Foyer opened in March 2014 with a total of 98 accommodation units.

Given the short supply of public and community housing and the slow turnover of tenancies in this sector, the small number of dwellings specifically allocated to programs represents a significant restriction on the number of clients who were actually able to be accommodated. Lack of suitable and affordable accommodation was cited in the *Jurisdiction Survey part 2* as a factor restricting program success. It is also likely that clients who were not in a property when they enter a program spent a longer time in crisis-medium term accommodation whilst waiting for a suitable property to become available.

4.2.6 Support duration and tenancy conditions

The great majority of SHSs provide shorter term support for clients. In contrast, the majority of NPAH Supported Social Tenancy program types are designed to provide longer term support. As reported in Table 7, most of the programs examined provided at least 12 months of support and some had no specified limit. In the Australian context this represents a comparatively long support period, where the median support period for SHSs in 2013–14 was 33 days and the mean was 81 days (AIHW 2014). The longer support period provides clients with more time to stabilise their tenancy once a suitable property has been found and was cited in the *Jurisdiction Survey part 2* as a feature contributing to program success.

Once the support period is completed, clients in all programs except for Youth Foyer were able to remain in the tenancy. This feature has the significant advantage of allowing clients to remain in the environment where they have started to develop a support network and relationships with local mainstream services, including schooling for children.

The maximum support periods for programs in each type are:

- *General homelessness support*: the NSW programs provided a maximum of 12 months support. Victorian programs also provided 12 months of support for clients in long-term supported accommodation, but clients of the A Place to Call Home (APTCH) program who were housed in public/community housing received a maximum three months support. At completion of support the long-term supportive housing property transferred to public housing and is replaced by another property with APTCH services. The Tasmanian Supported Accommodation Facilities program had no limit on the maximum support period. No limit on support was provided for the WA program, but the average support period was six months.
- *Transition from an institutional setting*: the HaSI program (ACT) has no limit on the support period, and the Women Exiting Corrections program had 12 month maximum support. No maximum support period was provided for any of the Western Australian programs, but each had an average support period of six months.
- *Street-to-home/Common Ground*: none of the programs specified a maximum support period. In WA the average support period was reported to be six months. In Victoria, at completion of support the long-term supportive housing property transferred to public housing and was replaced by another property with support services.
- *Support to maintain an existing social tenancy*: the ACT program had no maximum support period, while the Victorian program had a three month maximum support. WA did not state a maximum support limit, but the average support period was stated to be six months.
- *Young people, Youth Foyer model*: all programs reported a maximum support period of 24 months.

In all programs except for Street-to-home in the ACT and VIC, the housing provider is also the tenancy manager who collects the rent and deals with tenancy disputes (Table 7). This arrangement is cited in the Northern Territory Auditor General's Report on NPAH programs as potentially causing conflict of interest and confidentiality issues (Auditor General for the Northern Territory 2013, p.53).

4.3 Program success

4.3.1 Tenancy outcomes

One of the primary objectives of these programs is to assist clients to maintain a social housing tenancy. To assess success in meeting this objective it is important to measure tenancy outcomes.

Some tenancy outcome data is available through the AIHW SHSC. However, this only looks at housing situation at the time a support period closes. A longer term view of tenancy sustainability is required to assess how successful a program is in assisting people to develop the skills and access the mainstream support required to sustain their tenancy without ongoing support from the NPAH program or similar. The *Jurisdiction Survey* part 2 addressed the question of available tenancy outcome data at the jurisdiction level and the extent to which it indicates program success.

Table 6: Number of dwellings allocated to programs, by program type and jurisdiction

Program type	Jurisdiction	Dwelling type		Comment
		Public/community housing	Long-term supportive housing	
General homelessness support to access/maintain a social housing tenancy	NSW	30		NSW: 20 in 2012–13, plus 10 over five-year life of program that could not be re-used.
	TAS		69	
	VIC	0	118	
	WA	0		
Transition from an institutional setting into social housing	ACT	5		ACT: Allocated to Women Exiting Corrections
	WA	0		
Street-to-home/Common Ground	ACT	6		NSW: The funding provided was for the support of 37 supportive housing packages. However, over the funding period of three years, a total of 47 packages were provided.
	NSW	37		
	VIC	0	65	
	WA	0		
Support to maintain an existing social housing tenancy	ACT	N/A		
	VIC	N/A		
	WA	N/A		
Supported accommodation for young people, Youth Foyer model	VIC		28	WA: When fully operational Oxford Foyer will have 98 accommodation units
	WA		14	

Table 7: Maximum support duration and tenancy conditions, by program type and jurisdiction

		Time limit to support provided (months)			Client can remain in property once support finished	Housing provider is tenancy manager
		Public/community housing	Long-term supportive housing	Comment	Comment	
General homelessness support to access/maintain a social housing tenancy	NSW	12			Yes	Yes
	TAS		None		Yes	Yes
	VIC	3	12		Yes	L/T supportive housing, property transfers to public housing at end of support
	WA			Average six months	Yes	Yes
Transition from an Institutional Setting into Social Housing	ACT	None		HaSI	Yes	Yes
	ACT	12		Women exiting corrections	Yes	
	WA			Average six months	Yes	Yes
Street-to-home/Common Ground	ACT	None			Yes	No
	NSW	None			Yes	Yes
	VIC		None		Yes	L/T supportive housing, property transfers to public housing at end of support
	WA			Average six months	Yes	Yes
Support to maintain an existing social housing tenancy	ACT	None			Yes	Yes
	VIC	3			Yes	Yes
	WA			Average six months	Yes	Yes
Supported accommodation for young people, Youth Foyer model	VIC		24		No	Yes
	WA		24		No	Yes

Tenancy outcome data is available for the majority of programs. The exceptions are all VIC programs and the WA Public Tenancy Support and Youth Foyer programs. Victoria reported that they do not currently monitor outcome data but are developing a range of measures to do so. In the *Jurisdiction Survey* part 2, the WA Department of Housing indicated that they did not maintain tenancy outcome data for Public Tenancy Support program. The WA Evaluation of NPAH programs (Cant et al. 2013) does provide some measures of tenancy outcomes including an indication of the 12 months sustainability rate of tenancies, however it also notes that there were potentially additional clients who had maintained their tenancy for at least 12 months, but available data was not adequate to confirm this. Therefore the reported sustainability rates may be understated. Only the WA Department of Housing has a flag for tenants who enter a public tenancy whilst being supported under an NPAH program, for all other jurisdictions tenancy outcome data is dependent upon data maintained by the agencies delivering the program and is maintained at program level.

Tenancy outcomes (Table 9 and Figure 3) were provided by all programs for which the jurisdiction indicated outcomes were available except for the Tasmanian program Supported Accommodation Facilities. In total, outcomes are reported for 876 supported social tenancies in 2011–12 and 1197 tenancies in 2012–13. In addition, the DV Support Illawarra (NSW) program provided outcomes from when the program commenced in July 2009 through to June 2013. These outcomes are included at Table 14, but not in Figure 3.

The proportion of tenancies sustained was high across all programs (Figure 3), ranging from 80.9 per cent for general homelessness support to access/maintain a social housing tenancy (2011–12) to 92.3 per cent for support to maintain an existing social housing tenancy (2011–12). Correspondingly, the proportion of evictions/vacant possessions⁶ were extremely low, ranging from 0.3 per cent for general homelessness support to access/maintain a social housing tenancy (2012–13) and support to maintain an existing social housing tenancy (2011–12) to 3.4 per cent for support to maintain an existing social housing tenancy (2012–13). Given the profile of clients accessing these programs this is an extremely good outcome and points to the success of NPAH programs across all program categories.

A number of clients moved accommodation or had ‘other’ outcomes. Clients can move accommodation for a number of reasons and more detail would be required to assess whether these outcomes were positive. For example, a client may have reconnected with family and moved to be closer to them, or they may move closer to potential employment. However, lack of suitable accommodation is reported by some programs as a restriction of program success, and this may also lead to clients moving to another tenancy. The survey requested further information on ‘other’ outcomes, but only one program provided this. ‘Other’ outcomes may include moving in with family, moving to rehabilitation or being incarcerated, death, or moving out because the tenant did not comply with the tenancy agreement, but where an eviction or vacant possession did not occur.

Tenancy outcomes for each program type where data was provided were:

- *General homelessness support*: of 230 tenancies in 2011–12, 80.9 per cent were sustained and 1.7 per cent ended in eviction/vacant possessions. Of 396 tenancies in 2012–13, 89.9 per cent were sustained and only 0.3 per cent ended in eviction or vacant possession. In addition, of the 52 tenancies supported by DV Support Illawarra, none ended in eviction/vacant possession.
- *Transition from an institutional setting*: of 157 tenancies in 2011–12, 84.7 per cent were sustained and 3.2 per cent ended in eviction/vacant possession. Of 280 tenancies in 2012–13, 88.9 per cent were sustained and 2.5 per cent ended in eviction/ vacant possession.

⁶ Sometimes when a tenant is aware that an eviction is imminent they will vacate the property prior to the formal eviction.

- *Street-to-home/Common Ground*: of 114 tenancies in 2011–12, 87.7 per cent were sustained and 2.6 per cent ended in eviction. Of 164 tenancies in 2012–13, 82.9 per cent were sustained and 1.8 per cent ended in eviction/vacant possession.
- *Support to maintain an existing social tenancy*: of the 375 tenancies supported in 2011–12, 92.3 per cent were sustained and only 0.3 per cent ended in eviction/vacant possession. Of 357 tenancies in 2012–13, 87.8 per cent were sustained and 3.4 per cent ended in eviction/vacant possession.

Table 8: Tenancy outcome data availability, by program type and jurisdiction

Jurisdiction	Program	Tenancy outcome data available
<i>General homelessness support to access/maintain a social housing tenancy</i>		
NSW	DV Support Illawarra	Yes
	DV Support Western Sydney	Yes
TAS	Supported Accommodation Facilities	Yes
VIC	A Place to Call Home	No
WA	Homelessness Accommodation Support	Yes
<i>Transition from an institutional setting into social housing</i>		
ACT	Women Exiting Corrections (Coming Home.)	Yes
	Mental Health Housing and Support Initiative (HaSI)	Yes
WA	HSW Mental Health	Yes
	HSW Corrective Services	Yes
	HSW Drug and Alcohol	Yes
<i>Street-to-home/Common Ground</i>		
ACT	Street-to-home	Yes
NSW	Project 40 Supportive Housing Services	Yes
VIC	Common Ground	No
	Street-to-home	No
WA	Street-to-home	Yes
<i>Support to maintain an existing social housing tenancy</i>		
ACT	Supportive Tenancy Service	Yes
VIC	Social Housing Support	No
WA	Public Tenancy Support	No
<i>Supported accommodation for young people, Youth Foyer model</i>		
VIC	Youth Foyer	No
WA	Oxford Youth Foyer	No

A further measure of program success is the duration of tenancies sustained. Jurisdictions reported a number of measures indicating tenancy duration, the most common being the number of tenancies sustained for given time periods, for example less than three months.

As reported in Table 10 and Figure 4, for programs where this measure was available the vast majority of tenancies were sustained for 12 months or more. In 2012–13, the proportion of all

tenancies that had been maintained for 12 months or more⁷ was: 77.8 per cent of general homelessness support tenancies; 86.6 per cent of tenancies with support to transition from an institutional setting; and 83.3 per cent of tenancies supported through a street-to-home/Common Ground program. This outcome is again significant given the client profile and demonstrates the stabilising influence these longer-term programs provide for clients.

4.3.2 *Factors contributing to program success and restrictions*

A number of common factors were seen to be important in the success of the NPAH Supported Social Tenancy programs, both program related and housing related.⁸ Program-related features contributing to success included:

- *Well-developed relationships*: seen as a key factor in program success, in particular relationships between the primary support agency and other services and agencies. This resulted in better access to a range of services for clients and agencies feeling that they were not having to draw just on internal resources to meet clients' needs. In some cases, co-ordination groups provided an avenue for making these connections. A smaller number of services also cited a well-developed relationship with government departments and/or with the housing provider as factors important to program success.
- *Wrap around, flexible, non-judgemental support*: also seen as a key factor, this relates to strong inter-personal relationships between the support worker and the client. Ensuring that support was client focused and strength based, flexible enough to allow clients to move forward at their own pace and provides the correct mix of wrap around services to allow that to happen.
- *Availability of brokerage funds*: in WA programs where brokerage was available this was seen as an important feature to assist clients to deal with minor financial items that had the potential to create significant issues if not dealt with.
- *The use of housing as a platform for delivery of other social and human services*: was seen as a key success factor for a number of Western Australian services. This is consistent with the sentiment expressed in the Tasmania Auditor General's report into NPAH programs, which stated that NPAH programs were not just about housing people, they are also about providing a structure to address the range of existing complex problems that result in homelessness and require additional support (Tasmanian Audit Office 2013, p.19).
- *Supportive housing provider*: was seen by programs operating in the ACT, TAS and NSW as important, as was having flexible tenancy management.
- *Suitable housing*: a small number of programs indicated suitable housing as a factor contributing to program success. Positive housing related features included affordability, close to amenities and transport, furnished, not shared and no time limit on the tenancy.

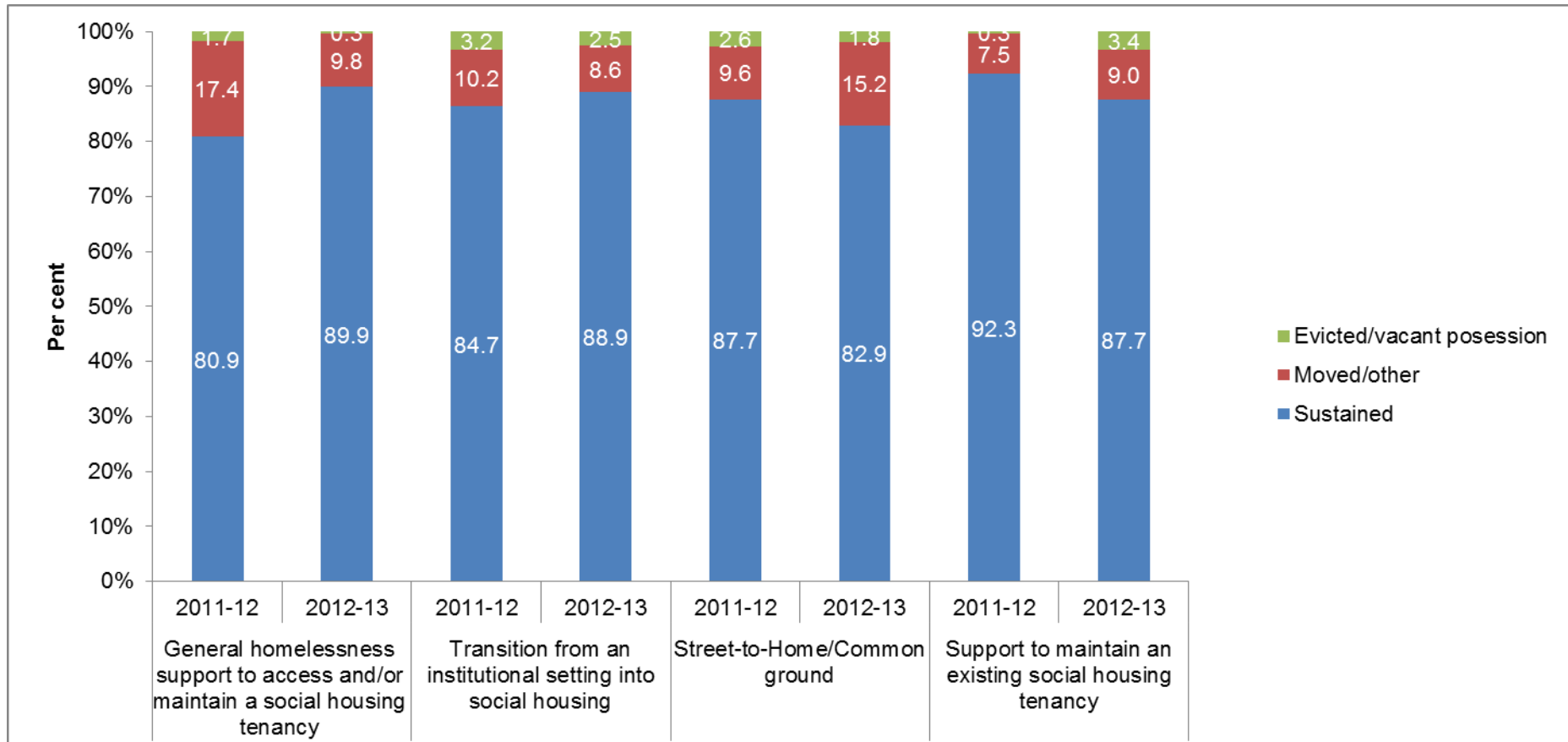
⁷ This does not represent a 12 months sustainability rate, as it considers all tenancies. The 12 month sustainability rate measures tenancies sustained for 12 months or more as a proportion of those tenancies which commenced 12 months or more prior to the measurement date.

⁸ These questions only received a response for ten programs.

Table 9: Tenancy outcomes, by program type and jurisdiction

		Tenancies sustained			Client evicted/vacant possession			Client moved to new tenancy			Other			All tenancies		
		2011–12	2012–13	Start–2013	2011–12	2012–13	Start–2013	2011–12	2012–13	Start–2013	2011–12	2012–13	Start–2013	2011–12	2012–13	Start–2013
<i>General homelessness support to access/maintain a social housing tenancy</i>																
NSW	DV Support Illawarra			49			0			2			1		52	
	DV Support Western Sydney	45	96		4	1		13	4		16	16		78	117	
WA	HAS	141	260		0	0		4	5		7	14		152	279	
<i>Total</i>		<i>186</i>	<i>365</i>		<i>4</i>	<i>1</i>		<i>17</i>	<i>9</i>		<i>23</i>	<i>30</i>		<i>230</i>	<i>396</i>	
<i>Transition from an institutional setting into social housing</i>																
ACT	Women exiting corrections	4	5		1	1		1	0		0	0		6	6	
	HaSI	8	5		0	0		0	0		0	0		8	5	
WA	HSW Mental Health	38	87		1	1		0	0		1	4		40	92	
	HSW Corrective Services	24	45		2	4		3	5		6	9		35	63	
	HSW Drug and Alcohol	59	107		1	1		0	0		5	6		68	114	
<i>Total</i>		<i>133</i>	<i>249</i>		<i>5</i>	<i>7</i>		<i>4</i>	<i>5</i>		<i>12</i>	<i>19</i>		<i>157</i>	<i>280</i>	
<i>Street-to-home/Common Ground</i>																
ACT	Street-to-Home	13	14		1	1		3	13		1	3		18	31	
NSW	Project 40 SHS	25	15		1	1		0	0		2	3		28	19	
WA	Street-to-Home	62	107		1	1		0	0		5	6		68	114	
<i>Total</i>		<i>100</i>	<i>136</i>		<i>3</i>	<i>3</i>		<i>3</i>	<i>13</i>		<i>8</i>	<i>12</i>		<i>114</i>	<i>164</i>	
<i>Support to maintain an existing social housing tenancy</i>																
ACT	Supportive Tenancy Service	346	313		1	12		28	32		0	0		375	357	

Figure 3: Tenancy outcomes, by program type

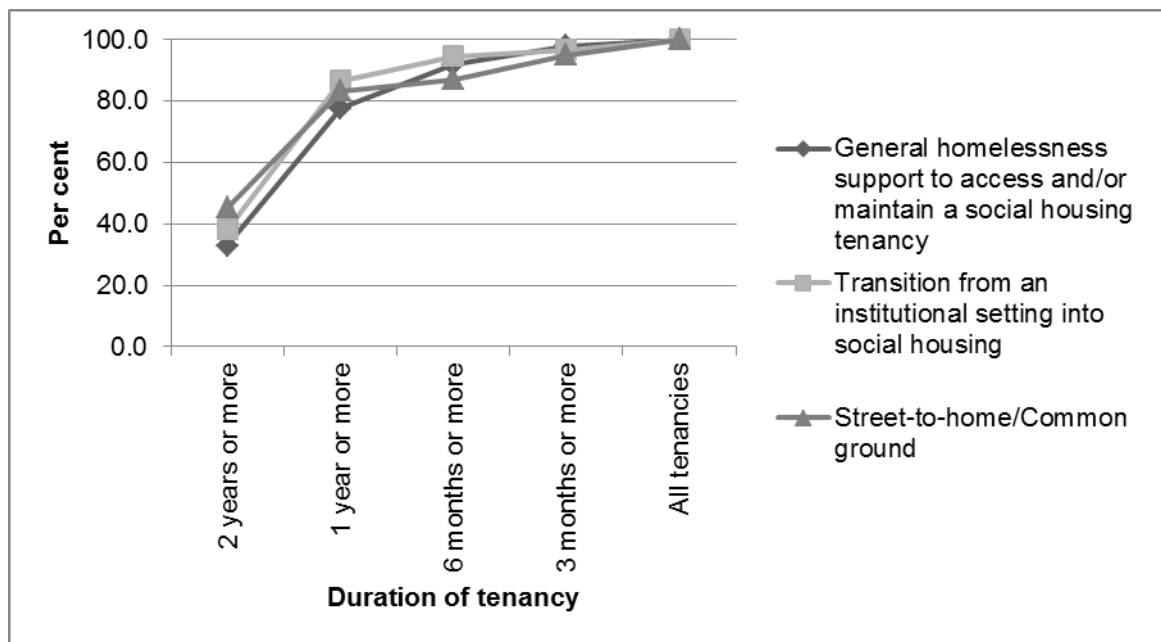


Note: Includes only those programs where tenancy outcomes are available for 2011–12 and 2012–13. Excludes DV Support Illawarra.

Table 10: Tenancies sustained by time period (months), number of tenancies and percent, by program type and jurisdiction

		Less than three months		Three to less than six months		Six months to less than one year		One year to less than two years		Two years or more		Total Tenancies	
		2011–12	2012–13	2011–12	2012–13	2011–12	2012–13	2011–12	2012–13	2011–12	2012–13	2011–12	2012–13
<i>General homelessness support to access/maintain a social housing tenancy</i>													
NSW	DV Support Western Sydney	5	4	9	17	24	48	39	47	1	1	78	117
WA	HAS	2	4	6	7	3	8	12	131	129	129	152	279
Total		7	8	15	24	27	56	51	178	130	130	230	396
Of all tenancies %		3.0	2.0	6.5	6.1	11.7	14.1	22.2	44.9	56.5	32.8	100.0	100.0
<i>Transition from an institutional setting into social housing</i>													
WA	HSW Mental Health	1	2	0	0	1	3	5	54	33	33	40	92
	HSW Corrective Services	3	5	1	2	7	11	5	26	19	19	35	63
	HSW Drug and Alcohol	0	2	1	4	5	8	6	54	53	53	65	121
Total		4	9	2	6	13	22	16	134	105	105	140	276
Of all tenancies %		2.9	3.3	1.4	2.2	9.3	8.0	11.4	48.6	75.0	38.0	100.0	100.0
<i>Street-to-home/Common Ground</i>													
ACT	Street-to-Home	6	9	5	12	6	1	1	9	0	0	18	31
NSW	Project 40 Supportive Housing Services					1	1	26	6	0	27	27	34
WA	Street-to-Home	0	0	2	2	4	5	8	53	54	54	68	114
Total		6	9	7	14	11	7	35	68	54	81	113	179
Of all tenancies %		5.3	5.0	6.2	7.8	9.7	3.9	31.0	38.0	47.8	45.3	100.0	100.0

Figure 4: Duration of sustained tenancies, per cent of all tenancies, by program type, 2012–13



A number of service and housing related issues that restricted program success were also identified. These included:

- *Long waitlist for mainstream services:* in particular mental health services and financial counselling and budgeting services. This made it difficult for clients to obtain support as they required it. Also restricted flexibility of service delivery and inhibited clients being able to effectively deal with the complex issues, potentially leading to a higher risk of recurring homelessness.
- *Staff shortages and turnover* in agency delivering the program. This impeded relationships between support worker and clients, and with other services. It also meant that staff training was sometimes felt to be inadequate.
- *Twelve months support was not adequate for some clients.*
- *Lack of suitable accommodation:* this included issues such as properties not being in areas considered safe and social issues caused by high density housing.
- *Issues with housing provider:* this included inadequate property maintenance, and high staff turnover which results in a range of staff related and communication issues.

These restrictions were predominantly noted for Western Australian programs and were identified as part of a comprehensive review of NPAH programs (see Cant et al. 2013). These restrictions and others may exist for programs operating in other jurisdictions but were not included in responses to the *Jurisdiction Survey*.

4.4 Conclusion

The evidence gathered in the study showed that most program types operate across a range of housing sectors, including public and community housing, private rental and crisis-short-term accommodation. The main exceptions are those offering support to maintain an existing social housing tenancy. Whereas programs in VIC and WA operate only in public and community housing sectors, the program in the ACT operates across all housing sectors. In regards to supported accommodation for young people, the Youth Foyer model only operate in the long-term supported accommodation sector, in WA the young people have a lease and in Victoria they do not. All program types except street-to-home/Common Ground are delivered in inner city, suburban and regional locations. Street-to-home and Common Ground programs were

delivered in inner city and suburban locations only. The only programs delivered in remote locations were WA programs for general homelessness support to access/maintain a social housing tenancy and supporting transition from an institutional setting into social housing. It should be noted that part 2 surveys were not completed for programs operating in QLD or the NT.

Very few programs have dwellings specifically allocated to the program. Dwellings specifically allocated were predominately for long-term supportive housing, both for general homelessness support to access/maintain a social housing dwelling, and for Youth Foyer programs. A small number of public/community housing dwellings are allocated to NSW programs. Lack of available public and community housing dwellings limits the ability of programs to house clients. Most programs have either no specified limit on the duration of support or offer a comparatively long support period of 12 months or more. All programs allow clients to remain in the property once support has finished, except for those using a Youth Foyer model.

Tenancy sustainability is a major indicator of program success. Tenancy outcome data was available for most programs, except those operating in VIC and two WA programs: Public Tenancy Support and Youth Foyer. The proportion of tenancies sustained was high across all programs, with programs for which data was available reporting sustainability rates over 80 per cent. Correspondingly, the proportion of evictions/vacant possessions was low (under 3.5%). Given the profile of clients accessing these programs this represents an extremely good outcome and points to the success of NPAH programs across all program types.

For programs that have tenancy duration data available, by 2012–13 the vast majority of all tenancies had been sustained for 12 months or more. This represents a further indicator that these programs are successful in meeting their objectives.

The primary factors contributing to program success were seen to be:

- Well-developed relationships, in particular between the primary support agency and other services and agencies.
- Wrap around flexible support.
- Availability of brokerage funds.
- The use of housing as a platform for delivery of other social and human services.
- Supportive and flexible housing provider.
- Suitable housing, particularly where it was close to amenities and transport, not shared and with no time limit on the tenancy.

The primary issues identified as limiting program success were:

- Long waiting list for mainstream services, in particular mental health services, financial and budgeting services.
- Staff shortages and turnover in agency delivering program.
- Lack of suitable accommodation, in particular safety issues and high density housing.
- Issues with housing provider, including inadequate property maintenance and issues relating to high staff turnover.

5 TENANCY OUTCOMES AND THE COST OF SUPPORT

5.1 Introduction

Chapter 5 presents the results from the AIHW data request for the 38 programs which participated in the SHSC in 2011–13. Program activity is reported at a total program level and for presenting units in a supported tenancy. For those receiving support to sustain a tenancy while in a social tenancy, this chapter addresses issues including referral sources, reasons for seeking support, duration of support, services provided and accommodation outcomes. Further detail is provided in Appendices 3 to 7. Finally, the cost of providing support is presented and discussed for programs operating in those jurisdictions where program cost data was available.

As discussed in Section 3.4, there is no specific data item in the SHSC that allows identification of presenting units receiving assistance to access/maintain a tenancy. Therefore, proxy data items were used to identify presenting units in a supported tenancy: by tenure type, and where support provided included 'support to sustain a tenancy or prevent failure/eviction'.

As a result, presenting units heads who were being assisted to access and then maintain a tenancy but were not in a tenancy and receiving support to maintain that tenancy during 2011–13 were not able to be identified. For example, somebody who had received street-to-home support whilst in crisis or other short-term accommodation, and had not been able to be housed during 2011–13, either for lack of available housing or other reasons, would be included in total program activity level indicators, but not included when discussing indicators relating to presenting units supported whilst in a tenancy. Therefore, results regarding presenting units receiving support to access/maintain a tenancy cannot be interpreted as being representative for all presenting units receiving this type of support.

This chapter includes information on program activity (who was supported), reasons for seeking assistance, support (services provided and duration), outcomes and costs of program provision.

5.2 Total program activity

Table 11 provides an overview of the total level of activity for all in-scope programs which participated in the SHSC (see Appendix 2 for a list of programs). The figures include all clients and presenting units who received support to sustain a tenancy as well as those who did not. Each client is identifiable via a unique client code, but each presenting unit is assigned a new code. So, where within a reporting period a client presents two or more times this is counted as one client, but two or more presenting units. This is true even when the presenting unit consists of the same people in each case.

A support period is counted each time a client receives support. For example, if a presenting unit consisting of two clients received a period of support, and then one of these clients presented again four more times during the reporting period, this would be counted as two clients, five presenting units and six support periods.

In 2011–12, across all in-scope programs, a total of 20 632 presenting units and 20 223 clients were supported, with a total of 25 214 support periods provided. In 2012–13, total program activity rose considerably, with the number of presenting units increasing by 26.0 per cent to 26 003; the number of clients increased by 17.0 per cent to 23 664; and the number of support periods increased similarly by 17.8 per cent to 29 691. The larger proportional increase in presenting units compared to clients and support periods reflects the fact that there was also an increase in the proportion of clients who presented as 'people alone'. Over the entire period (2011–13), 41 502 presenting units and 36 209 clients were supported. This amounted to 48 615 support periods.

Table 11: Total presenting units, total clients and total support periods, 2011–13

	2011–13		
	Total presenting units	Total clients	Total support periods
General homeless support to access/maintain a social housing tenancy	2,872	3,210	3,560
Support to help Indigenous people access/maintain social housing tenancies	528	518	570
Support to help young people access/maintain social housing tenancies	475	467	526
Transition from an institutional setting into social housing	1,370	1,346	1,534
Street-to-home/Common Ground	1,578	1,411	1,672
Support to maintain an existing social housing tenancy	34,265	28,859	40,325
Supported accommodation for young people, Youth Foyer model	414	398	428
<i>Total</i>	<i>41,502</i>	<i>36,209</i>	<i>48,615</i>

Of the 41 502 presenting units in the total period 2011–13, 92.4 per cent (38 332) presented as a 'person alone'. Of the remainder, 4.1 per cent (1700) presented as a person with children, and approximately 1 per cent presented in the following categories: as a couple without children (540), couple with children (460), and in another group (469). Of the total clients, only 98 received support from two in-scope programs during 2011–13 and two received support from three in-scope programs.

5.3 Presenting units supported whilst in a tenancy

Table 12 reports that over the whole period (2011–13) and across all program types 42.3 per cent (17 563) of the total 41 502 PUHs received support to sustain a tenancy or prevent failure/eviction, including social, private and other tenancy types. Those presenting units which did not receive support to sustain a tenancy may have been receiving support whilst waiting to access a tenancy, but it is not possible to identify these presenting units using SHSC data items.

In terms of those receiving tenancy support through specified NPAH programs, 52.1 per cent (9158) were in public or community housing at some time during support⁹, 30.5 per cent (5353) were in private housing and 17.4 per cent (3052) were in an 'other' tenure. Of those receiving support whilst in a tenancy, 80.2 per cent (14 080) were supported in a program to maintain an existing social housing tenancy, while 10.0 per cent (1669) were in a program for general homeless support to access/maintain a tenancy.

A further 3.8 per cent (661) were supported to transition from an institutional setting into social housing, and another 3.8 per cent (660) were accessing street-to-home or Common Ground programs. As discussed previously, this does not include PUHs who were being assisted to access and then maintain a tenancy and who were not in a tenancy during 2011–13.

⁹ A presenting unit was counted as being in a public or community tenancy if at any time during the support period they were in this type of tenancy.

Table 12: Presenting unit heads receiving assistance to sustain a tenancy or prevent tenancy failure/eviction, by tenure and program type, 2011–13

	2011–13			Total in tenancy when supported
	Public or community housing*	Private housing	Other tenure	
General homeless support to access/maintain a social housing tenancy	837	615	217	1,669
Support to help Indigenous people access/maintain social housing tenancies	145	16	21	182
Support to help young people access/maintain social housing tenancies	141	27	10	178
Transition from an institutional setting into social housing	468	87	106	661
Street-to-home/Common Ground	548	10	102	660
Support to maintain an existing social housing tenancy	6,922	4,589	2,569	14,080
Supported accommodation for young people, Youth Foyer model	97	9	27	133
<i>Total</i>	<i>9,158</i>	<i>5,353</i>	<i>3,052</i>	<i>17,563</i>
<i>Per cent of PUHs in a tenancy while supported</i>	<i>52.1</i>	<i>30.5</i>	<i>17.4</i>	<i>100.0</i>
<i>Per cent of total presenting units **</i>				<i>42.3</i>

Note: * A PUH was counted as being in a public or community housing tenancy if at any time during support they were this type of tenancy.

** In total 41 502 presenting units received support 2011–13.

The proportion of total presenting units receiving support to sustain a tenancy did not vary considerably over the two periods of interest. In 2011–12, (see Appendix 3) of the 20 632 total presenting units, 42.0 per cent (8674) were in a tenancy at some time while being supported. Of those in a tenancy while supported, 50.5 per cent were in public or community housing, 31.3 per cent were in private housing and 18.1 per cent were in other tenure. In 2012–13, 42.7 per cent (11 114) of the 26 003 total presenting units received support to sustain a tenancy or prevent failure/eviction. The distribution of tenancy situations was very similar in the second financial year with 54.8 per cent in public or community housing, 27.2 per cent in private housing and 18.0 per cent in other tenure.

5.4 Presenting units who received tenancy support whilst in a public or community housing tenancy

5.4.1 Background

Over the period 2011–13, 8932 presenting units and 9200 clients received support to sustain a tenancy whilst in public or community housing (Table 13). In 2011–12, 4286 presenting units and 4814 clients received support to sustain a tenancy whilst they were in public and community housing, which increased to 5967 presenting units and 6186 clients in 2012–13. The majority of these presenting units were in programs to maintain an existing social housing tenancy (6794 presenting units or 76.0% across 2011–13).

Table 13: Presenting unit heads receiving support to sustain a tenancy whilst in public or community housing, 2011–13

	2011–13	
	Total presenting units	Total clients
General homeless support to access/maintain a social housing tenancy	817	1,090
Support to help Indigenous people access/maintain social housing tenancies	145	151
Support to help young people access/maintain social housing tenancies	138	142
Transition from an institutional setting into social housing	438	475
Street-to-home/Common Ground	519	505
Support to maintain an existing social housing tenancy	6,794	6,753
Supported accommodation for young people, Youth Foyer model	81	84
<i>Total</i>	<i>8,932</i>	<i>9,200</i>

When considering just the PUHs, over 2011–13, 32.5 per cent were male and 67.5 per cent were female. However, the split did vary across programs, with a higher proportion of street-to-home/Common Ground PUHs (67.9%) being male, and a more equal split between male and female for both programs aimed at young people (both 45.7% male) and for programs assisting transition from an institutional setting (52.5% male). The average age for the cohort was 32.3 years. The average age did vary considerably across programs, being higher for Indigenous specific programs (37.3 years), programs to transition from an institutional setting into social housing (36.7 years), street-to-home/Common Ground programs (42.2 years) and support to maintain an existing social housing tenancy (40.5 years). Naturally, the average age was lower for programs offering support to help young people to access/maintain a social housing tenancy (19.8 years) and for supported accommodation for young people, Youth Foyer model (18.9 years).

The vast majority (90.2%) of these PUHs presented as a person alone. Just under 6 per cent (5.7%) presented as a person with child(ren). When considering their living situation, on presenting 34.2 per cent were living alone; another 33.7 per cent were living as a single parent with a child or children. The remaining third consisted of couples with children (9.3%), couples without children (3.6%), other family or group arrangements (9.1%), or situation unknown (10.2%). The living arrangements varied by program. PUHs in Indigenous specific programs were more likely to live as one parent with children (45.5%), and less likely to live alone (24.2%). PUHs being assisted to transition from an institutional setting and those in a street-to-home/Common Ground program were more likely to live alone (66.7%), with a smaller proportion living as a single parent with children (54.3%). For programs assisting young people, the proportion who lived alone was also higher and the proportion who lived as a single parent with children lower than average, but the proportion who lived as a family were also markedly higher than average (general support: 10.1% and Youth Foyer: 16.1%) as was the proportion who lived as some other group (general support: 15.9% and Youth Foyer: 28.4%).

5.4.2 Referral sources and reasons for seeking assistance

Figure 5 provides details of the most common referral sources for PUHs. Specialist Homelessness Agencies or outreach workers were often the most common formal referral source across the survey period (2011–13). They were the most common source of referral for four of the seven support types. Over one third of those who received general homelessness support to access/maintain a tenancy (36.8%) and support to help young people to access/maintain a tenancy (37.7%) were referred by these agencies or outreach workers. As well as almost half (48.2%) who were in a street-to-home or Common Ground program and one quarter of those supported in a Youth Foyer model (24.7%).

PUHs who received support to transition from an institutional setting into social housing most often received a formal referral from a health related facility (53.4%), in particular from a drug and alcohol service (20.1%), a mental health service (17.1%) or a hospital (15.1%). PUHs who received support to maintain an existing social housing tenancy most often received a formal referral from 'social housing' (27.2%). PUHs in a program to support Indigenous people to access/maintain a tenancy often had no formal referral (29.7%).

In many cases, formal referrals were also received from 'other government or non-governmental agencies'. This was the second most common response for programs providing general homelessness support to access/maintain a social housing tenancy (13.3%), for programs supporting Indigenous people (20.7%), for programs providing support to maintain an existing social housing tenancy (26.2%) and for young people in a Youth Foyer model (23.5%).

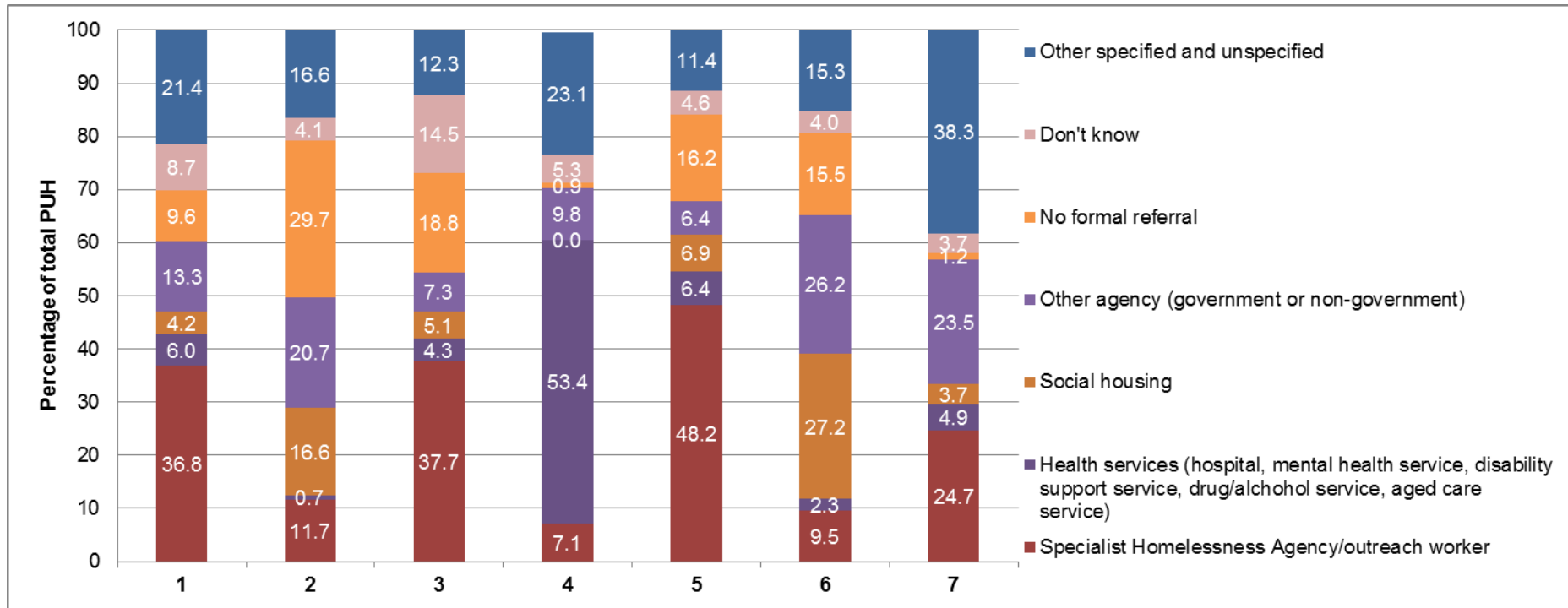
The most common reasons for seeking assistance across all program types were, in order: financial difficulties (cited by 1643 presenting units), inadequate or inappropriate dwelling (1445), housing crisis (1395) or other reasons (1138). Fewer than 10 individuals sought help due to: sexual abuse (9), problematic gambling (5) or discrimination including racial discrimination (9).

Just over one-third (35.5%) of young people seeking support to access/maintain social housing sought assistance due to a relationship and family breakdown. This was also the main reason for the largest proportion of young people supported using a Youth Foyer model (23.5%). Housing crises were also a major factor for young people assisted to access/maintain a social housing tenancy (26.1%) and for programs to support Indigenous people to access/maintain a social housing tenancy (33.1%). Domestic and family violence was the main reason for the largest proportion of those seeking general homeless support to access/maintain a social housing tenancy (25.2%) while financial difficulties was the main reason for the largest proportion of those seeking support to maintain an existing social housing tenancy (22.6%).

There was a more even divide among reasons for both those seeking support to transition from an institutional setting into social housing and those using the street-to-home/Common Ground program. The largest proportion of those transitioning from institutional to social housing were seeking assistance due to mental health issues (17.4%), and the largest proportion in the street-to-home/Common Ground program were seeking assistance due to an inadequate or inappropriate dwelling (18.3%).

Across all programs, financial difficulties was by far the most common reason for seeking assistance (3658 clients included it as a reason). Other common reasons (with over 1000 clients including them as contributing factors) include: inadequate or inappropriate dwelling conditions (2107), housing crisis (1996), mental health issues (1621), housing affordability stress (1309), lack of family and/or community support (1293), relationship or family breakdown (1121), medical issues (1082) and other reasons not on the list (1626).

Figure 5: Formal referral sources of presenting unit heads, 2011–13



- 1 General homeless support to access/maintain a social housing tenancy
- 2 Support to help Indigenous people access/maintain social housing tenancies
- 3 Support to help young people access/maintain social housing tenancies
- 4 Transition from an institutional setting into social housing
- 5 Street to home/Common Ground
- 6 Support to maintain an existing social housing tenancy
- 7 Supported accommodation for young people, Youth Foyer model

When examining reasons for support cited by clients by program type, there are often several 'common' reasons (where 'common' has been defined as when over 40% of clients list it as a contributing factor). This is true for all support types except street-to-home/Common Ground, which appears to have a more equal distribution of reasons.

As can be expected, financial difficulties was a common issue in most categories. Of those in a program, 42.0 per cent provided general homeless support to access/maintain a social housing tenancy claimed that financial difficulties were a reason for seeking assistance. This issue was also cited by 73.9 per cent of those in programs to support young people access/maintain a social housing tenancy, 44.3 per cent supported to transition from institution to social housing, 41.0 per cent of those supported to maintain an existing social housing tenancy and 42.1 per cent of clients in Indigenous specific programs,

The other common factor for clients of programs providing general homeless support to access/maintain a social housing tenancy was domestic and family violence, which 41.7 per cent listed as a reason for seeking assistance. Young people seeking support to access/maintain a social housing tenancy listed housing affordability stress, housing crises, relationship/family breakdown, and a lack of family and/or community support as key contributing factors. For individuals being supported to transition from an institutional setting to social housing, 42.7 per cent listed housing affordability stress as a contributing factor, and 41.6 per cent listed mental health issues.

Clients of the street-to-home/Common Ground and supported accommodation for young people, Youth Foyer model did not list financial difficulties as the most common reason for seeking assistance. Mental health issues were the most common reason for seeking assistance for those in the street-to-home/Common Ground program (36.2%), while relationship/family breakdowns (54.3%) and previous accommodation ending (40.7%) were the most common reasons for seeking assistance of those in Youth Foyer model support.

5.4.3 Accommodation situation when presenting

The accommodation situation of presenting units is broadly classified into two categories: homeless or at risk of homelessness. The SHSC classifies people as homeless if they are without shelter or living in an improvised or inadequate dwelling, in short-term or temporary accommodation, or in any other homeless situation. All other accommodation situations are classified as 'at risk of homelessness'.

Examination of the accommodation situation of PUHs when commencing support (see Appendix 4) shows that across all programs the vast majority (77.9%) were at risk of homelessness and most of these (70.9% of PUHs) were living in public or community housing at the time of presenting. A further 11.9 per cent were homeless, including the 6.4 per cent of PUHs who were living in short-term temporary accommodation and 2.7 per cent who had no shelter or were living in improvised/inadequate dwellings. The remaining 9.8 per cent of PUHs did not state their accommodation status. This largely reflects the accommodation status of PUHs being supported to maintain a social housing tenancy, where 83.6 per cent of presenting units were in a social housing tenancy when entering support. Indigenous specific programs also reported a very high proportion (79.3%) of PUHs in public/community housing at commencement of support.

Four program types had greater than 40 per cent of PUHs homeless at the time of entering support: general homeless support to access/maintain a social tenancy (44.9 %), support for young people to access/maintain a social housing tenancy (42.8%), street-to-home/Common Ground (43.2%) and supported accommodation using a Youth Foyer model (56.8%). For programs supporting transition from an institutional setting into social housing, 28.8 per cent of PUHs were homeless and 31.3 per cent were in institutional settings immediately prior to commencing support.

5.4.4 Duration of support

The duration of assistance provided via supported tenancy programs is typically considerably longer than for many other homelessness programs. The mean duration of all support periods across all program types over the period 2011–13 was 189 days (see Table 14 and Appendix 5). This varied between program types: the Youth Foyer model had the longest mean support period of 500.3 days, while programs providing support to maintain an existing social housing tenancy, which supported the majority of clients, and programs supporting Indigenous people to access/maintain a social housing tenancy both had comparatively short mean support periods of 133.1 days and 132.7 days, respectively. All other programs had a mean support period of between 355.6 days (Support to assist young people to access/maintain a social tenancy) and 390.5 days (Transition from an institutional setting into social housing).

Closed support periods (support periods which began after 1 July 2011 and ended sometime in 2011–13) comprised 78.4 per cent of all support periods, and had a mean length of 135 days. This largely reflects the duration of support to maintain an existing social housing tenancy, and that the length of closed support periods varied across programs.

Table 14: Mean and median length of support periods and closed support periods, 2011–13

	Support periods		Closed support periods	
	Mean length (days)	Median length (days)	Mean length (days)	Median length (days)
General homeless support: access/maintain social housing tenancy	377.7	369.0	282.3	268.5
Support for Indigenous people: access/maintain social housing tenancy	132.7	79.0	128.1	78.0
Support for young people: access/maintain social housing tenancy	355.6	315.0	280	233.0
Transition from an institutional setting into social housing	390.5	391.5	332.1	353.0
Street-to-home/Common Ground	378.8	287.0	254.3	214.5
Support to maintain an existing social housing tenancy	133.1	84.0	111.9	73.0
Supported accommodation: Youth Foyer model	500.3	446.0	333.4	318.5
<i>All programs</i>	<i>189.1</i>		<i>134.8</i>	

During the 2011–13 period, the average duration of support was much longer with only approximately 50 per cent of support periods being ‘closed’ for all programs except those to support maintain an existing tenancy and Indigenous specific programs. The average duration of closed support periods would potentially be longer if considered over a longer period.

5.4.5 *Time until housed and support duration whilst housed*

Lack of housing availability represents a potential limitation for supported social tenancy programs that assist people to first source and then maintain a tenancy. Clients are often supported in short-term emergency, crisis or other types of temporary accommodation circumstances whilst waiting for a suitable property to become available. In some situations properties may not be available in a suitable location, for example there may be no properties available which are close to the person's existing support networks. Where there is a limit on the total duration of support available to a client, a delay in housing the client after they are ready to be housed potentially limits the duration for which they can be supported once in the tenancy.

The SHSC data was examined in an attempt to determine whether there appeared to be a long period between commencement of support and housing, and whether the duration of support once housed was consequently limited. Due to SHSC data limitations the results should be considered indicative only. The results are reported and data limitations discussed in detail in Appendix 6.

Time until housed—For those presenting units who were identified as receiving support to maintain tenancy and where in a public housing tenancy at the time, the mean time between commencement of support and entering public or community housing was 0.55 months. This duration differed by program type: programs providing support to maintain an existing social housing tenancy had a very short mean time of 0.4 months between commencement of support and entering public or community housing, while the period for tenancy programs assisting young people to access/maintain a social housing tenancy was 2.1 months.

Interestingly, the median time between commencement of support and being housed was zero months for all programs except those to support Indigenous people to access/maintain a social tenancy. Due to the method of collecting SHSC data, the median time of zero months should be interpreted as meaning that the client was housed at some time between commencement of support and the end of that month. For Indigenous specific programs the median time between commencement of support and housing was one month.

Although these results can only be interpreted as rough estimates, they do suggest that there was not a long delay (on either mean and median estimates) between support commencing and commencement of the social tenancy for those who were in a social housing tenancy during 2011–13.

Support duration while housed—The average time period over which support was provided to sustain a tenancy or to prevent tenancy failure or eviction varied across program types. Except for supported accommodation for young people (Youth Foyer model), the pattern is similar to that for total duration of support. Programs to support Indigenous people to access/maintain a social housing tenancy and programs to sustain an existing social housing tenancy had the shortest periods of tenancy support: three months and 3.7 months respectively. The longest mean support period was in general homeless support to access/maintain a social housing tenancy, at 7.1 months. This clearly shows that duration of support *while housed* is shorter than total duration of support (see Table 14), in which all but two programs offered mean support periods of approximately one year.

The average duration of tenancy in public or community housing, for closed support periods, was four months. It should be noted that for all programs except supported accommodation for young people, clients are able to remain in the tenancy after the support period ends. Therefore these results represent the time in a tenancy whilst receiving support, both tenancy support and other types of support. They do not represent the total duration of the tenancy. Again the average duration was longer for most tenancy support programs, except those providing support to maintain an existing social housing tenancy and programs to assist Indigenous people to access/maintain a social housing tenancy, where the average social

tenancy duration was 3.6 months and 2.7 months, respectively. Clients of the Youth Foyer programs had the longest average duration of tenancy, at 9.4 months. For all other program types the average duration varied between six months (street-to-home/Common Ground) and 7.5 months (general homelessness support to access/maintain a tenancy).

5.4.6 Accommodation services provided

In all program types, all PUHs had an identified need for accommodation services. Over all of the program types and services, services were provided for 84.8 per cent of the needs identified. This largely reflects the fact that every PUH needed and received assistance to sustain a tenancy or prevent tenancy failure or eviction, consistent with the definition of presenting units to be incorporated into this analysis. Other services provided varied between program types.

Accommodation services provided to PUHs, across all program types were:

- *Short-term or emergency accommodation*: for 4.8 per cent the need was identified. Of those for whom it was identified it was provided to 25.6 per cent, whilst 35 per cent were referred to other services.
- *Medium-term or transitional housing*: for 6.7 per cent the need was identified. Of those for whom it was identified it was provided to 43.9 per cent whilst 27.6 per cent were referred.
- *Long-term housing*: for 19.2 per cent the need was identified. Of those for whom it was identified it was provided to 34.0 per cent whilst 38.5 per cent were referred.
- *Assistance to sustain tenancy or prevent tenancy failure or eviction*: identified for and provided to all PUHs.
- *Assistance to prevent foreclosures or for mortgage arrears*: for 3.6 per cent the need was identified. Of those for whom it was identified it was provided to 86.2 per cent whilst 3.1 per cent were referred to other services.

Within each program type, the most commonly identified accommodation need differed. The most common need identified was for long-term housing in all programs except support for young people to access/maintain a social housing tenancy and support accommodation programs for young people (Youth Foyer model). For the two programs designed for young people, a significant need for medium-term or transitional housing was also identified.

5.4.7 Specialist and general services provided

As well as accommodation services, clients had access to other specialist and general services.

Most clients (73.8%) had an identified need for 'general services', and nearly all (99.6%) of these were provided by the tenancy support program. Other services were more likely to be referred or not provided at all. Mental health services and legal and/or financial services were the most commonly needed specified specialist services (identified for 14.4% of PUHs), with the need met internally by the tenancy support program for 59.5 per cent of these.

Over all of the program types and services, services were provided for 81.3 per cent of the needs identified. Across all program types, the service needs most commonly not met once identified were disability needs (33.6%), drug/alcohol needs (25.8%) and immigration/cultural needs (20.0%). These needs were identified for a smaller proportion of clients overall (3.0%, 7.7% and 4.1%, respectively), but were significant for the program types where these needs were most commonly identified.

The most commonly cited specialist services needed differed by program. Legal/financial services were one of the most required (cited by 22.2 to 40.6% of PUHs depending on the program) in almost all programs except support to maintain an existing social housing tenancy. Mental health services were commonly cited as needed in general homelessness support,

support for young people to access/maintain a social housing tenancy, assistance to transition from an institutional setting and support accommodation for young people. Specialist services for family were also commonly cited as needed in the two programs targeted at young people, as well as in general homelessness support programs. The proportion of PUHs whose needs were met by the support program and who were referred varies by program type.

5.5 Housing outcomes: accommodation situation beginning and end of support

The accommodation situation of each client is classified into one of two broad categories: homelessness, or housed but at risk of homelessness. The percentage of clients in each situation at the beginning and end of support (closed support periods), by program type, is shown in detail in Appendix 7.

Overall, our findings show that supported tenancy programs were successful in decreasing the number of presenting units who were homeless, with a large increase in the proportion who were living in public or community housing, or other housing situations. It should be noted that presenting units are included in the analysis only if they are identified as being in a public or community housing dwelling whilst receiving support. Presenting units who were being assisted to be housed, but were not able to be housed during 2011–13 are not included here. Therefore, these results show that for those who were housed during the two year period, the vast majority were still housed at the end of their support period. It must also be noted that no information is available from the SHSC on tenancy outcomes after support is closed.

PUHs are considered to be homeless if they are living in any of the following circumstances:

- No shelter or improvised dwelling.
- Short-term temporary accommodation.
- House, townhouse or flat to couch surfing or with no tenure.

Over all of the tenancy support programs, 7.7 per cent of clients were homeless at the beginning of their support period: 4.1 per cent were in short-term temporary accommodation, 1.5 per cent were sleeping rough and 2.1 per cent were couch surfing, living with no tenure, or in another homeless situation. At the end of support, only 2.2 per cent of clients were homeless: 1.0 per cent in short-term accommodation, 0.3 per cent sleeping rough and 0.8 per cent otherwise homeless.

In the present analysis, clients are considered to be at risk of homelessness if they are (a) in a tenancy support program (and as such remain at risk of homelessness) and (b) are living in any of the following circumstances:

- Public or community housing to renter or rent free.
- Private or other housing to renter, owner or rent free.
- Institutional settings.

Over all of the tenancy support programs, 83.0 per cent of clients were housed and at risk of homelessness at the beginning of their support period, most of whom (77.3% of clients) were living in public or community housing, 4.7 per cent living in private or other housing, and 1.0 per cent in institutional settings. At the end of support, 91.3 per cent of clients were housed and at risk of homelessness, with 87.6 per cent in public or community housing, 3.2 per cent in private or other housing and 0.4 per cent in institutional settings. It should be noted that the high proportion of presenting units in public and community housing at the start of support predominantly relates to those in programs to assist in sustaining an existing social housing tenancy and Indigenous specific programs. The remaining clients' housing situations were not stated.

Every program type saw the number of people in public or community housing increase over the duration of support, and the number of people in each homeless situation decrease. In other words, we see a movement from homelessness to housing with support (and an attendant risk of homelessness). The exception is the Youth Foyer model, which had no clients sleeping rough at the beginning of their support periods, and 2.4 per cent sleeping rough at the end of their support periods. However, the number of clients classified as 'not stated' or 'other homeless situation' was much higher at the beginning of support, and these categories may have included clients that were sleeping rough.

The major changes in accommodation situation by program type were:

- *General homelessness support to access/maintain a social housing tenancy*: PUHs in short-term-temporary accommodation decreased from 25.5 per cent to 1.3 per cent and those in public or community housing increased from 38.4 per cent to 74.7 per cent.
- *Support for Indigenous people to access/maintain a social housing tenancy*: the proportion in short-term temporary accommodation decreased from 8.5 per cent to 0.7 per cent and those in public or community housing increased from 80.3 per cent to 90.1 per cent.
- *Support for young people to access/maintain a social housing tenancy*: the proportion of presenting units who were homeless across all homeless categories decreased. No shelter/improvised dwelling decreased from 7.0 per cent to 0.0 per cent, short-term temporary accommodation from 23.9 per cent to 11.3 per cent, and other homeless from 21.1 per cent to 1.4 per cent. Those in public or community housing increased from 26.8 per cent to 71.8 per cent.
- *Support to transition from an institutional setting into a social housing tenancy*: the proportion of presenting units who were homeless across all homeless categories decreased. No shelter/improvised dwelling decreased from 4.9 per cent to 1.0 per cent, short-term temporary accommodation from 17.6 per cent to 2.9 per cent, and other homeless from 8.8 per cent to 1.0 per cent. Those in public or community housing increased from 24.9 per cent to 82.0 per cent.
- *Street-to-home/Common Ground*: the proportion of presenting units who were homeless across all homeless categories decreased, particularly for those who were sleeping rough. No shelter/improvised dwelling decreased from 26.9 per cent to 3.3 per cent, short-term temporary accommodation from 8.8 per cent to 4.4 per cent, and other homeless from 6.6 per cent to 3.3 per cent. Those in public or community housing increased from 19.8 per cent to 75.3 per cent. In addition, at the start of support the accommodation circumstances of 30.8 per cent of PUHs was not stated or not known, and this decreased to 10.4 per cent by the close of support.
- *Support to maintain an existing social housing tenancy*: there was a small increase in the proportion of PUHs in public/community housing from 84.3 per cent to 89.6 per cent. Given the nature of these programs, this small increase and no increase in the proportion homeless means that the programs were successful in assisting to maintain the tenancy.
- *Supported accommodation for young people, Youth Foyer model*: there was a decrease in PUHs in short-term/temporary accommodation from 28.6 per cent to 11.9 per cent, and those in other homelessness situations from 23.8 per cent to 0.0 per cent. This corresponds with an increase in the proportion in public or community housing from 11.9 per cent to 33.3 per cent and other housing from 23.8 per cent to 45.2 per cent. As discussed previously, there was a small increase in the proportion of presenting units sleeping rough, from 0.0 per cent to 2.4 per cent, which aligns with a decrease in the proportion of PUHs for which their accommodation circumstances was not known.

5.6 The cost of supported social tenancy programs

The cost of support provided by those in-scope programs which participate in the AIHW SHSC, excluding programs which operate in the NT and SA, is reported at Table 15.

As discussed at Section 3.2, no program funding or expenditure information was provided for the NT and SA. The cost/PUH reported here should be treated as reasonable estimates only. The average cost/day of support is assumed to be the same for PUHs who were housed as those who were not housed. The cost of support also does not specifically account for variations in intensity of support over the support period, for example whether a PUH was provided with support once per month or daily. However, those program types with a higher cost/support day are likely to offer more intensive support. It should also be noted that actual program expenditure information was only available for WA and Tasmania. For all other jurisdictions program funding information was used.

Program funding in 2011–13 may differ from expenditure for several reasons. For example, if a program received funding late in the 2010–11 year and the carryover was used in the 2011–13 years program, funding would be less than actual expenditure. Alternatively, if a program commenced late in 2011–12 and expenditure for that year was considerably less than funding, funding would be greater than expenditure.

Table 15 reports that the total cost for all programs where financial data is available was more than \$83.1 million (2011–13). Of this, approximately \$26.1 million (31.4%) was for programs to support existing social housing tenancies. These programs also reported the highest activity levels. The other larger programs in terms of cost were general homelessness support to access/maintain a social housing tenancy (\$193.4 million, or 23.4% of the total) and street-to-home/Common Ground programs (\$13 million, or 15.6% of the total). Please see Table 15 for more precise data.

5.6.1 Cost per day

In terms of cost/day of support provided, programs with the highest cost were providing support to help Indigenous people to access/maintain a social housing tenancy (\$86/support day). The lowest cost was for support to maintain an existing social housing tenancy (\$16/support day). For both program types relating specifically to young people, the average cost of support was just over \$50/day (\$56/support day for support to help young people access/maintain a social tenancy and \$52/support day for supported accommodation using a Youth Foyer model). The cost per support day for general homelessness support to access/maintain a social housing tenancy, and for programs providing support for transition from an institutional setting into social housing was just over \$20 (\$23/day and \$24/day respectively).

When considering all PUHs who received support to sustain a tenancy, the average cost of a support period (2011–13) was \$3199 for public/community, private and other tenure types. This varied widely across program types.

5.6.2 Cost per support period

When considering PUHs who received support to maintain a tenancy whilst in a social housing tenancy, the mean cost/PUH was \$4260/support period. This is approximately 33 per cent higher than when all tenure types are considered. For all program types, except for support to help Indigenous people access/maintain a social housing tenancy, the mean cost/PUH/support period is higher for those receiving assistance in a social housing tenancy than across all tenure types. For Indigenous specific programs the cost is approximately the same. As it is assumed here that the cost per support day is equivalent across tenure types and that this difference relates to the longer duration of support provided to those being assisted to access/maintain a social housing tenancy than the average across all tenure types.

The mean cost per support period is highest for supported accommodation for young people, Youth Foyer model (\$26 191/PUH), and programs offering support to help young people access/maintain a social housing tenure have the second highest mean cost/PUH (\$20 852/support period). The lowest mean cost/support period was for programs providing support to maintain an existing social housing tenancy (\$1693/PUH). The variation in cost/PUH reflects both the differences in cost/support day and the duration of the average support period, with people receiving support to maintain an existing social housing tenancy having both the lowest cost/support day and a comparatively short mean support period. This is particularly relevant for programs helping Indigenous people to access/maintain a social housing tenancy. Although the cost/support day is the highest across all program types, the mean cost/PUH is \$10 282. This reflects the fact that the mean support period for programs of this type is comparatively short, at approximately four months.

The mean cost for closed support periods is \$3346/PUH. For all program types, the mean cost/PUH for closed support periods is lower than for all support periods. This reflects the shorter mean duration of closed support periods, as discussed in Section 5.4.4. The difference is least for support to assist Indigenous people access/maintain a social housing tenancy and support to maintain an existing social housing tenancy, where the mean duration of both all and closed support periods is comparatively short.

The median cost of a support period is on average lower than the mean. The median cost of support periods is \$3492/PUH, and of closed support periods is \$2799/PUH. This reflects the fact that the median duration of support is shorter than the mean for all program types except for programs assisting with transition from an institutional setting into social housing. This is consistent with a small number of PUHs receiving a very long period of support. The program types with the highest and lowest cost are the same as discussed in relation to mean cost. The median cost of support for young people, Youth Foyer model is \$23 348/PUH when considering open and closed support periods and \$16 674/PUH when considering just closed support periods. The median cost of support to maintain an existing social housing tenancy being around \$1000/PUH (\$1119/PUH for support periods, and \$995/PUH for closed support periods).

Table 15: Program cost and the cost of support per presenting unit head, 2011–13

	Program total		PUHs assisted to sustain a tenancy; all tenure types	PUHs who received assistance to sustain a tenancy while in a social housing tenancy				
	Total funding/ expenditure (\$000s)	Cost/day (\$)		Cost/PUH (\$)	Mean cost/PUH		Median cost/PUH	
					Cost/Support period (\$)	Cost/Closed support period (\$)	Cost/Support period (\$)	Cost/Closed support period (\$)
General homelessness support to access/maintain a social housing tenancy	19,437	23	6,394	8,670	6,480	8,470	6,163	
Support to help Indigenous people access/maintain a housing social tenancy	4,294	86	10,514	10,282	9,834	6,502	6,372	
Support to help young people access/maintain a social housing tenancy	4,209	56	19,815	20,852	17,096	17,857	13,435	
Transition from institutional setting into social housing	9,749	24	7,877	9,406	7,971	9,435	8,328	
Street-to-home/Common Ground	12,996	30	10,618	11,184	7,508	8,474	6,333	
Support to maintain an existing social tenancy	26,113	16	1,402	1,693	1,438	1,119	995	
Supported accommodation for young people, Youth Foyer model	6,304	52	22,594	26,191	17,454	23,348	16,674	
<i>Total/average</i>	<i>83,101</i>	<i>23</i>	<i>3,199</i>	<i>4,260</i>	<i>3,346</i>	<i>3,492</i>	<i>2,799</i>	

5.7 Conclusion

During 2011–13, the 38 programs which provided data to the SHSC provided support to 41 502 presenting units, providing 36 206 clients with 48 615 periods of support. The vast majority of these PUHs (34 265 PUHs or 82.6%) were supported to maintain an existing social housing tenancy. Those PUHs who did not receive support whilst in a tenancy may have been receiving support whilst waiting to access a tenancy, but it is not possible to identify these PUHs using SHSC data items.

When focussing on just those PUHs who received support to maintain a tenancy whilst in a social housing tenancy in 2011–13, 76 per cent (6794 presenting units) received support to maintain an existing social housing tenancy. The age and gender distribution differed by program type: across all programs 32.5 per cent of PUHs were male and 67.5 were female and the average age was 32.5 years (varying from 19 to over 42). Overall, 34.2 per cent of PUHs lived alone while 33.7 per cent lived as a single person with children. PUHs in programs to assist Indigenous persons were more likely to live in a family group of some type than alone. A higher than average proportion of PUHs of programs supporting young people lived alone (45.7% of those being supported to access/maintain a social tenancy and 35.8% of those supported in a Youth Foyer), but they are also more likely to live as part of a family or some other group.

The most common reason for seeking assistance across all program types was financial difficulties, inappropriate dwelling, and housing crisis. Within each program type, often there are one or two reasons cited by a significant per cent of PUHs, while all other reasons constitute a relatively small percentage. For young people the most common reason for seeking support was relationship or family breakdown or housing crisis. For Indigenous specific programs the main reason was housing crisis. For general homelessness support to access/maintain a social tenancy, it was domestic and family violence and financial difficulties. While for those seeking assistance to maintain an existing social housing tenancy it was financial difficulties. For those seeking support to transition from an institutional setting into social housing and for street-to-home/Common Ground programs, there was a more even divide between reasons, but the largest proportion for the former group was mental health issues, and for the latter was inadequate or inappropriate dwellings.

Besides assistance to sustain a social housing tenancy, the most common accommodation need identified across most programs was long-term housing. PUHs of programs for young people also identified a need for medium-term of transitional housing. PUHs receiving assistance to sustain an existing social housing tenancy did not generally identify another accommodation need.

Consistent with *Jurisdiction Survey* part 2 results, the average duration of support was comparatively long. For most programs the mean duration of all support periods was over 12 months and of closed support periods it was eight months or greater. The exceptions were support for Indigenous people to access/maintain a social housing tenancy and support to maintain an existing social housing tenancy, where the mean duration of support was approximately four months for each, and for closed support periods the duration was four months and three and a half months, respectively.

The vast majority of clients were identified with a need for general services (73.8%), such as advocacy, living skills, meals etc. In nearly all cases (99.6%), these needs were met by the service provider. The need for specialist services was identified less frequently and, where identified, they were more likely to be referred or not met. The most common specialist services identified as required across all program types were mental health services, legal and/or financial services, and other specialist services. Those receiving assistance to maintain an existing social housing tenancy were identified with a need for comparatively few specialist services. The needs most likely not to be met once identified were disability (33.6% of those

identified), drug/alcohol (25.8% of those identified) and immigration/cultural (20.0% of those identified). These needs were identified for a comparatively small number of PUHs overall, but are significant for those program types where these needs are most commonly identified.

Comparison of the accommodation situation of PUHs at the start and end of closed support periods further supports the conclusion that these NPAH programs are successful in assisting people to maintain a social housing tenancy and provide positive housing outcomes. When considering all programs except those to maintain an existing social tenancy, at commencement of support 33.7 per cent of PUHs were homeless whilst at close of support only 2.1 per cent was homeless. It should be noted that these outcomes relate only to those PUHs who were able to access a public or community housing dwelling during 2011–13. Clients who were being assisted under a program to access and then maintain a social tenancy, but did not obtain a social tenancy in 2011–13 are not included here. When considering programs to maintain an existing social housing tenancy, only 3.3 per cent of PUHs were homeless at commencement of support, and 84.3 per cent were in a public or community housing dwelling. At close of support, 1.6 per cent were homeless and the proportion in a public or community housing tenancy had increased to 89.6 per cent. This suggests that the programs were successful in sustaining social housing tenancies that were at risk, and preventing tenancy failure or eviction.

The cost of support programs during 2011–13 across all program types was estimated at \$23/day of support. The cost of support varied markedly across programs, with the intensity of support and duration. The highest cost/day of \$86 was estimated for Indigenous specific programs, but due to the shorter duration of support the mean cost of support of \$10 282/support period was similar to general homelessness support to access/maintain a social housing tenancy (\$8670/support period), programs to assist transition from an institutional setting into social housing (\$10 282/support period) and street-to-home/Common Ground support (\$11 184/support period). Support to maintain an existing social housing tenancy was the lowest cost program type, with a cost of \$16/day and mean cost of \$1693/support period. This reflects the short support duration of these programs. It should also be noted that needs identified for these clients were predominantly general needs, not specialist, suggesting a lower complexity of needs for this client group. Youth specific programs had an average cost/day of approximately \$50/support day. The long average duration of support for these programs resulted in them having the highest mean cost, at \$20 852/support period for support for young people to access/maintain a social housing tenancy and \$26 191/support period for supported accommodation for young people, Youth Foyer model.

6 LANDLORD COSTS

6.1 Introduction

The cost of providing supported social tenancies includes the recurrent cost of providing the support programs plus the cost of providing, maintaining and managing the properties. Although the cost of providing housing represents a substantial additional cost, it should be considered in context. Public and community housing is provided to a range of people with low-incomes and other needs that make it difficult or impossible for them to obtain accommodation privately. Therefore, the cost of dwellings should be considered as a cost of providing affordable housing, rather than specifically related to preventing chronic homelessness.

Social housing tenancies are defined here as tenancies in mainstream public housing, community housing and long-term supportive housing that is not part of the mainstream public housing or community housing stock. Long-term supportive housing includes Foyer and Common Ground complexes, which are typically not part of the mainstream public housing stock or classified as community housing, but are used to provide dwellings for clients receiving support under NPAH funded programs, supported tenancies.

The cost to government and community housing providers of providing these social housing dwellings was obtained from part 1 of the *Jurisdiction Survey*. As noted in the RoGS, due to the high level of capital expenditure in housing, cost per dwelling is predominantly driven by the user cost of capital (SCRGSP 2014).

6.2 Recurrent expenditure on social housing dwellings

The Department or Office of Housing in each jurisdiction incurs recurrent expenditure in administering and maintaining social housing properties. This cost is in part offset by rental receipts. Referring to Table 16, NSW and WA indicated that it was not possible to separately identify public housing related costs from other costs such as those relating to managing specialist homelessness services or other functions performed by the Department or Office of Housing. However, all jurisdictions indicated that they estimated a standard cost/dwelling for managing and maintaining public housing dwellings.

The standard recurrent cost/dwelling across the specified jurisdictions was on average \$7361/dwelling in 2011–12, and \$7464/dwelling in 2012–13. This is similar to the national average net recurrent cost of \$7835/dwelling (2012–13) reported in the RoGS (SCRGSP 2014). The highest cost each year was reported by the ACT (\$10 664/dwelling in 2011–12 and \$10 925/dwelling in 2012–13), and the lowest was reported by Victoria (\$5312/dwelling in 2011–12 and \$5284/dwelling in 2012–13). Across all jurisdictions rental receipts covered a large proportion of this cost, with the recurrent cost net of rental receipts being \$1814/dwelling in 2011–12 and \$1669/dwelling in 2012–13. After rental receipts, the highest cost/dwelling was reported by WA (\$4006/dwelling 2011–12 and \$4122/dwelling in 2012–13) and the lowest was again Victoria (\$461/dwelling in 2011–12 and \$331/dwelling in 2012–13), where the vast majority of recurrent cost was covered by rental receipts.

Table 16: Recurrent cost of operating and maintaining public housing dwellings, by financial year

	ACT	NSW	SA	TAS	VIC	WA	Average
Recurrent expenditure identifiable	Yes	No	Yes	Yes	Yes	No	
Standard cost/dwelling estimated	Yes	Yes	Yes	Yes	Yes	Yes	
<i>2011–12</i>							
<i>Recurrent expenditure \$000s</i>							
Recurrent expenditure	116,873			93,276			
Allocated overheads	9,469			3,694			
Total recurrent cost	126,342		334,623	96,970	445,100		
Rental receipts	84,651		260,336	73,883	406,491		
<i>Net recurrent cost</i>	<i>41,691</i>		<i>74,287</i>	<i>23,087</i>	<i>38,609</i>		
<i>Standard cost \$</i>							
Standard cost/dwelling	10,664	7,429	7,843	8,327	5,312	9,762	7,361
Cost/dwelling net of rental receipts	3,519			2,145	461	4,006	1,814 ¹
<i>2012–13</i>							
<i>Recurrent expenditure \$000s</i>							
Recurrent expenditure	119,323			93,401			
Allocated overheads	10,151			3,694			
Total recurrent cost	129,474		328,273	97,095	448,400		
Rental receipts	88,477		263,994	75,729	420,276		
<i>Net recurrent cost</i>	<i>40,997</i>		<i>64,279</i>	<i>21,366</i>	<i>28,124</i>		
<i>Standard cost \$</i>							
Standard cost/dwelling	10,925	7,751	7,854	7,951	5,284	10,152	7,464
Cost/dwelling net of rental receipts	3,459			1,615	331	4,122	1,669 ¹

Note: ¹ For jurisdictions where cost/dwelling net of rental receipts was not provided, the average assumes it to be the same proportion of standard cost/dwelling on average as for those jurisdictions where it was provided.

6.3 Cost of capital invested in social housing dwellings

When considering the capital invested in social housing dwellings (Table 17), across the six jurisdictions a total 341 355 public and community housing dwellings were available. Of these, 285 653 (83.7%) were mainstream public housing stock. The value of these dwellings in total was \$79.8 billion, or an average value of \$233 949 per dwelling. Applying the user cost of capital, the annualised cost of this investment in social housing dwellings across the six jurisdictions is estimated as \$18 716/dwelling. This is lower than the user cost of capital for public housing dwellings reported in the RoGS for public housing dwellings of \$21 445/dwelling (SCRGSP 2014). The difference relates predominantly to SA, where the average user cost of capital reported in the RoGS is \$26 899/dwelling (public housing), compared with the \$15 896/dwelling (public and community housing) reported here. Also, WA reported that the capital value of community housing, here represents the Department of Housing's share in these dwellings, and so understates the total capital value where joint ventures and other similar arrangement have been used to finance them.

The total average annual cost of providing public and community housing in 2012–13 is given by the sum of average recurrent expenditure net of rental receipts/dwelling (\$1669 in 2012–13) and the average user cost of capital (\$18 716/dwelling June 2013), with a total cost net of rental receipts of \$20 385/dwelling (public and community housing). As discussed previously, this cost should be viewed as a cost of providing affordable housing to people who would not otherwise be able to access it.

6.4 Cost of evictions

Across all public and community housing tenancies, the rate of eviction is comparatively low. In contrast, evidence suggests that where a person who accesses SHSs (other than tenancy support services) has had a public tenancy in the previous 12 months the probability that they had experienced an eviction is very high. Zaretsky et al. (2013) reported that for those who had a public housing tenancy in the 12 months prior to receiving assistance from SHSs other than tenancy support services, the eviction rate for those accessing services was 50 per cent for single men, 16.7 per cent for single women and 100 per cent for day centre clients. This was based on a very small sample, as only a small proportion of the total sample had been in a public housing tenancy prior to receiving SHS support. They also reported that the average cost per eviction was conservatively estimated at \$4800 (Dollars 2010), but varied significantly across the jurisdictions and was subject to data limitations.

This suggests a potential for high incidence of eviction and associated costs to be incurred with programs such as those examined here if adequate tenancy support is not provided. To examine this issue further and to provide further publicly available information on the cost of eviction, part 1 of the *Jurisdiction Survey* requested information on the rate of eviction from all public housing tenancies and from those tenancies flagged as being at risk, as well as the average cost of evictions.

As reported in Table 18, across all mainstream public housing tenancies across all jurisdictions, the rate of eviction is very low, at 0.42 per cent in 2011–12 and 0.53 per cent in 2012–13. The lowest eviction rate was reported by the ACT (0.08% in 2011–12 and 0.16% in 2012–13) and the highest in WA (1.16% in 2011–12 and 1.40% in 2012–13). It should be noted that no eviction rate was available for QLD or the NT. The ACT also noted that from July 2014 Housing ACT will be implementing a modernising tenancies project. Under this project, tenancies identified as being 'at risk' of breaking down will be provided with more intensive housing management.

Table 17: Investment in social housing dwellings, June 2013

	ACT	NSW ⁴	SA	TAS ^{1,2,3}	VIC	WA ⁵	Total
<i>Public and community housing</i>							
<i>Number of dwellings</i>							
Public housing	11,851	117,798	41,821	11,475	69,047	33,661	285,653
Community housing	507	25,954	5,875	1,098	15,957	6,311	55,702
<i>Total dwellings</i>	<i>12,358</i>	<i>143,752</i>	<i>47,696</i>	<i>12,573</i>	<i>85,004</i>	<i>39,972</i>	<i>341,355</i>
<i>Capital value (\$m)</i>							
Public housing	4,327		8,283	1,840	16,020	10,803	
Community housing	205		1,194	171	2,010	840	
<i>Total capital value</i>	<i>4,532</i>	<i>34,088</i>	<i>9,477</i>	<i>2,011</i>	<i>18,030</i>	<i>11,643</i>	<i>79,781</i>
<i>Average capital value/dwelling \$</i>							
Public housing	365,117		198,058	165,185	232,016	320,935	
Community housing	404,339		203,234	155,738	125,964	133,101	
<i>Average capital value of dwellings</i>	<i>366,726</i>	<i>237,131</i>	<i>198,696</i>	<i>164,338</i>	<i>212,108</i>	<i>291,279</i>	<i>233,949</i>
<i>Opportunity cost of capital/dwelling/year—ave \$ (8%)</i>							
	29,338	18,970	15,896	13,147	16,969	23,302	18,716
<i>Other long-term supportive housing</i>							
Number of dwellings			148	292			
Total capital value(\$m)			n.a.	43			

Notes: n.a. Not available

¹ SOMIH Housing is included in Public Housing

² Tasmania: Public Housing dwellings includes approximately 720 properties head-leased by Housing ACT, the public housing provider, to a range of community housing, homelessness services providers and other housing providers for supportive housing tenancy management and support to homeless individuals and those at risk of homelessness.

³ Part 1 Survey data for Tasmania did not include the number or value of SOMIH dwellings. The 'Number of Public Housing dwellings' reported here includes 336 SOMIH dwellings (SCRGSP 2014 Table 17A.3), but 'Capital value of dwellings' does not include the value of these

⁴ NSW provided the combined value of Public and Community Housing dwellings.

⁵ WA: Capital value of Community Housing dwellings includes the Department of Housing WA investment in these dwellings only and therefore understates the total capital value of these dwellings. For example, where properties are financed via a joint venture arrangement.

They expect that this targeted approach will give greater opportunity for public housing tenants to sustain their tenancy and avoid possible eviction.

Although very low, the eviction rates reported here are higher than those reported in Zaretsky et al. (2013) for 2009–10, where the average eviction rate from mainstream public housing across NSW, VIC, SA and WA was reported at 0.28 per cent. This suggests a general increase in the rate of evictions over this period.

Jurisdictions were also asked whether there was a flag or indicator to identify NPAH or other 'at risk' tenancies. WA has an indicator in their system and so was able to identify the eviction rate for these tenancies. In addition, Victoria is able to identify those households who were approved as a 'Homeless with support; (Segment One) household' on the public housing

waiting list. A public housing applicant is eligible to be listed as Segment one if they are homeless, subject to family violence and living in housing where the violence has occurred, have no alternative to public housing or they are receiving support through a designated support service. They may also be eligible if exiting short-term care/treatment services, including hospitals, disability residential services, Mental Health Secure Extended Care or community care units, or leaving a secure facility under the Youth Justice Pathways or Corrections Housing Pathways initiatives (state government of Victoria nd). In addition, the ACT reported that although no flag was used to identify 'at risk' tenancies, no tenant had been evicted in cases where NPAH funded agencies had provided direct tenancy support.

Table 18: Eviction rate mainstream public housing tenancies, by jurisdiction and financial year

	ACT	NSW	SA	TAS	Vic	WA	Total
Indicator to identify NPAH or 'At risk' tenancy.	No	No	No	No	No	Yes	
<i>2011–12</i>							
Number of tenancies	11,862	111,622	41,020	11,649	62,887	32,766	271,806
Number of evictions	9	273	203	31	243	381	1,140
Eviction rate %	0.08	0.24	0.49	0.27	0.39	1.16	0.42
<i>2012–13</i>							
Number of tenancies	11,851	110,059	40,508	11,130	62,852	32,644	269,044
Number of evictions	19	384	219	42	304	456	1,424
Eviction rate%	0.16	0.35	0.54	0.38	0.48	1.40	0.53

Table 19 reports the number of identified NPAH and 'at risk' tenancies for WA and Victoria, and the associated eviction rate. Of the 576 households in WA in 2011–12 identified as entering public housing with support under a NPAH program, 3.13 per cent had an eviction event compared with 4.61 per cent of the 586 households in 2012–13. It should be noted that the households receiving support under the Public Tenancy Support program are not flagged as entering public housing under a NPAH program, and so evictions for these clients are not reported here. When considering other tenancies flagged as being 'at risk', of the 2115 tenancies in 2011–12, 4.63 per cent had an eviction event. This is slightly higher than those who entered a tenancy via an NPAH program, and of the 2090 tenancies in 2012–13, 4.55 per cent had an eviction event, similar to the proportion for those who entered via an NPAH program. It is likely that at least some of those identified as 'at risk' would have been receiving tenancy related support, either under the Public Tenancy Support program or via the HOME Advice program operated through Centrelink to assist clients identified as at risk of homelessness. Victoria reported similar eviction rates for households identified as 'at risk'. In 2011–12, 1093 households were identified and 6.13 per cent had an eviction event, this rose in 2012–13 to 2074 households though a smaller 4.73 per cent had an eviction event. By definition, these households entered the tenancy with support, potentially from NPAH funded programs.

The eviction rates reported here for Victoria and WA for NPAH and 'at risk' tenancies are slightly higher than those reported in the individual program responses for the *Jurisdiction Survey* part 2 for public and community housing tenancies (see Section 4.3). The eviction rates reported for these programs ranged from 0.03 per cent for programs offering general homelessness support to access/maintain a social housing tenancy (2012–13) and programs providing support to maintain an existing social tenancy (2011–12), to 3.4 per cent for programs providing support to maintain an existing social housing tenancy (2012–13).

Although the eviction rates for NPAH and ‘at risk’ tenancies are much higher than the mainstream public housing rates, they are very low compared with the public housing eviction rates for people at risk of homelessness but without support, which is as discussed previously between 16.7 and 100 per cent. This suggests that the support programs have been successful in assisting people to enter into and stabilise a tenancy. Without such programs it is likely that these people would not be able to access public housing, and if they did there would be a much larger likelihood of eviction than when support is provided.

Table 19: Identified NPAH and ‘at risk’ tenancies, and eviction rates, WA and Victoria, by financial year

	WA		VIC*	
	2011–12	2012–13	2011–12	2012–13
<i>NPAH supported tenancies**</i>				
Number of tenancies	576	586		
Number of evictions	18	27		
<i>Eviction rate—NPAH supported tenancies</i>	<i>3.13</i>	<i>4.61</i>		
<i>Identified as homeless or at risk of homelessness</i>				
Number of tenancies	2,115	2,090	1,093	2,074
Number of evictions	98	95	67	98
<i>Eviction rate—homeless or at risk of homelessness</i>	<i>4.63</i>	<i>4.55</i>	<i>6.13</i>	<i>4.73</i>

Note:

* VIC to ‘Homeless with support (Segment one)’ households

** WA to The NPAH supported tenancy indicator flags households which have entered the tenancy via a NPAH program. It does not flag existing public housing tenancies which receive support to maintain that tenancy under the Public Tenancy Support program.

Four jurisdictions were able to provide information on the average cost of an eviction (Table 20), all except NSW and SA. No jurisdiction was able to provide an estimate of an eviction event for households flagged as entering the tenancy via a NPAH program or as ‘at risk’. The average estimated cost of an eviction event across all jurisdictions which reported this information was \$8814/eviction, nearly double the conservative estimate made in Zaretsky et al. (2013) of \$4800/eviction. The average cost varied markedly across the jurisdictions: being highest in the ACT at \$38 781/eviction and the lowest reported by Victoria at \$4945/eviction. It should also be noted that Victoria’s estimate is likely to be conservative. The survey response noted that these figures did not include police costs and no cost estimate was included at ‘other costs’, but it was noted that these costs vary. The very high eviction cost reported by the ACT largely reflects estimated staff time and includes staff umbrella costs, although all cost components are higher than reported by the other jurisdictions. The high staff cost is associated with their appeals process which often involves multiple and more senior level staff. Due to the low number of evictions in the ACT this very high cost does not have a significant impact on the average eviction cost.

No data is available to estimate what the eviction rate and associated cost to government that would have occurred if the households which entered public tenancies through a NPAH program was able to access them but without support. Therefore it is not possible to determine the value of any cost-offset associated with evictions avoided. However, previously discussed evidence suggests the rate is likely to have been much higher than did occur, and every eviction avoided as a result of NPAH support represents a savings to government, on average, of at least \$8814.

As jurisdictions do not routinely collect information on the cost of evictions, they were asked to indicate the nature of the estimates provided. In the ACT staff time was considered a reasonable estimate, and all other costs were actual figures. Tasmania and Victoria indicated that the figures represented reasonable estimates, and WA indicated that they were rough estimates.

Table 20: Average cost of an eviction event, by jurisdiction

Period	ACT	TAS	VIC	WA	Total
	2012–13	2012–13	Dec 13	2012–13	
<i>Cost item \$</i>					
Staff time (admin, property inspection etc.)	19,000 ¹	500	376	1,488	
Tenant unpaid rent	4,889	1,000	1,210	1,889	
Property vacant—lost rent	4,342		1,300	1,709	
Unpaid tenant accounts (e.g. Utility bills)	n.a.			562	
Maintenance repairs (excl. routine maintenance.)	5,762	4,000	1,870	4,526	
Court/legal fees	4,788	100	189	267	
<i>Other costs</i>					
<i>Average cost/eviction \$</i>	<i>38,781</i>	<i>5,600</i>	<i>4,945</i>	<i>10,441</i>	<i>8,814</i>
Number of evictions	19	42	304	456	821
<i>How costs arrived at:</i>					
Actual figures	All other costs				
Reasonable estimates	Staff time	X	X		
Rough estimates				X	

Note: n.a. Not applicable

¹ ACT: staff cost represents a reasonable estimate of apportioned time and includes umbrella cost.

6.5 Conclusion

The cost to jurisdictions of social housing used to accommodate program clients, along with the cost of evictions from social housing dwellings was collected using the *Jurisdiction Survey* part 1. Social housing is provided to a range of people with low-incomes and other needs that make it difficult or impossible for them to source accommodation from the private market. Therefore, the cost of dwellings should be considered as a cost of providing affordable housing, rather than specifically related to preventing chronic homelessness.

For 2012–13, the average recurrent cost to jurisdictions of managing social dwellings, public and community housing, was estimated at \$7464/dwelling. However, rental receipts covered a large portion of this cost, after which the average cost was estimated at \$1669/dwelling. In addition to recurrent costs, jurisdictions have significant capital invested in properties. The opportunity cost of capital employed was estimated at \$18 716/dwelling/year. This gives a total cost of social housing, net of rental receipts of \$20 385/dwelling. This cost should be viewed as a cost of providing affordable housing to people who would not otherwise be able to access it.

As landlords of social housing, the cost of eviction represents one of the costs incurred. Although the rate of eviction for mainstream public housing dwellings is low (0.42% 2011–12 and 0.53% 2012–13), where a person at risk of homelessness is able to access public housing,

evidence suggests that the rate of eviction is very high. Only WA is able to identify where a tenancy was entered under a NPAH program, and WA and Victoria were able to identify 'at risk' tenancies. Victorian 'at risk' households entered public housing as 'Homeless with support', and WA 'at risk' tenancies are potentially receiving support from the Public Tenancy Support program, or another support program such as HOME Advice. The eviction rates for these tenancies varied between 3.13 per cent (WA NPAH programs 2011–12) and 6.13 per cent (Victorian 'Segment one' households 2011–12.). Although much higher than the mainstream eviction rates, the eviction rates for these tenancies is much lower than that identified for people at risk of homelessness without support. For example, Zaretsky et al. (2013) estimated the eviction rate for people entering SHSs who had been in public housing in the previous 12 months as: 16.7 per cent for SHS for single women, 50 per cent for SHS for single men and 100 per cent for clients of day centres. The average cost per eviction event estimated across the ACT, TAS, VIC and WA, was \$8814/event. Thus, each eviction avoided represents a significant saving to government.

7 CONCLUSION, POLICY IMPLICATIONS AND FUTURE RESEARCH

As a result of an increased focus on the issue of homelessness, the Australian Government, with the support of state and territory governments, introduced from 2009, a number of significant strategic investments in homelessness support programs through the National Partnership Agreement on Homelessness (NPAH). These programs were designed to achieve a number of things including supporting access to housing; sustaining resulting tenancies; and, supporting those in housing at risk of homelessness maintain their tenancies. These programs have been the subject of our analysis in the present report.

In this study, we identified 49 NPAH funded programs that delivered programs to assist clients' access and/or maintain a social housing tenancy in 2011–13. These programs were grouped into seven program types in our study, namely:

- General homelessness support to access/maintain a social housing tenancy for homeless people.
- Support to help Indigenous people access/maintain a social housing tenancy.
- Support to help young people access/maintain a social housing tenancy.
- Transition from an institutional setting into social housing.
- Street-to-home/Common Ground.
- Support to maintain an existing social housing tenancy.
- Supported accommodation for young people, Youth Foyer model.

Jurisdictional administrative data shows that many of these programs operate across a range of housing sectors in addition to social housing, and are delivered across a range of capital city and regional locations, with very few operating in remote locations. Most programs have either no specified limit on the duration of support or offer a comparatively long period of support of 12 months or more. All program types allow clients to remain in the property once support has ended, except for those operating under a Youth Foyer model.

Of the 49 programs identified, 38 had participated in the Australian Institute of Health and Welfare (AIHW) Specialist Homelessness Service Collection during 2011–13. Data provided by AIHW for these 38 programs showed that, in this period, support was provided to 41 502 presenting units, 8932 of whom received assistance to maintain a tenancy whilst in a social housing tenancy. It should be noted that it is not possible to use SHSC data items to identify those presenting units being assisted to access and maintain a social housing tenancy, but who were not able to be housed in 2011–13. Therefore, total program activity relating to providing assistance to access and/or maintain a social tenancy is likely to be considerably higher than the 8932 presenting units that were able to be identified.

The most common reasons for people to seek assistance through the NPAH sustaining tenancies programs we examined was financial difficulties, inappropriate dwellings and housing crises. For young people, family or relationship breakdown was also critical. For those being supported to transfer from an institutional setting into social housing the most common reason was mental health issues. People in these programs identified a need for general services, such as advice, advocacy, meals, as well as specialist services. The need for mental health services was identified for over half of street-to-home/Common Ground clients and young people being supported in a Youth Foyer model, and just under half of clients receiving support to transition from an institution into social housing.

Social housing and program-related data derived from a survey administered to state and territory managers of programs, combined with the AIHW SHSC data influenced the

conclusion that the NPAH programs being studied were successful in assisting presenting units who were able to be housed to maintain their tenancy. The SHSC data showed that where programs were able to house presenting units, they were successful in assisting them to maintain the tenancy. For all program types examined (excluding those providing support to maintain an existing social housing tenancy), the proportion of presenting unit heads classified as homeless decreased from 33.7 per cent at the start of support to 2.1 per cent at the end of the support period. A further 6.2 per cent were living in institutional settings at the commencement of support, and this decreased to 0.4 per cent at the end. Correspondingly, the proportion of presenting unit heads in public/community housing increased from 36.3 per cent at commencement of support to 87.6 per cent at completion of support. When focusing on programs to maintain an existing social housing tenancy at risk, we found that 84.3 per cent were in a social housing tenancy at the beginning of support, but by completion of support, only 1.6 per cent were homeless and 89.6 per cent were in a social housing tenancy. Given the nature of these programs, this suggests that the programs were successful in sustaining at risk tenancies and preventing eviction.

The SHSC data can only provide outcomes for the duration of a client's support period. Government administrative data is not as broad, as tenancy outcome data is only available for a limited number of programs. However, it does suggest that clients assisted through these programs are more likely to be able to sustain these tenancies once support is completed than if they had not received support. For those programs where tenancy outcome data was available, the proportion of tenancies sustained in a one year data window was between 80 and 90 per cent depending on the program in question. The rate of eviction was also comparatively low, between 0.3 per cent and 3.2 per cent. It also showed that, for programs offering general homelessness support to access/maintain a tenancy, street-to-home/Common Ground programs, and those providing support to transition from an institutional setting into social housing, approximately 80 per cent of all tenancies had been sustained for 12 months or more, and approximately 40 per cent had been sustained for two years or more at the end of the data period. These are very good outcomes given the homelessness experiences of these client groups.

The success of programs in assisting clients to sustain a tenancy is also supported where government administrative data is able to identify the eviction rate for at risk tenancies. WA is able to identify tenancies what that were entered into under an NPAH program, and other tenancies classified as 'at risk'. Victoria is able to identify tenancies entered into which were classified as 'homeless with support.' Both jurisdictions report an eviction rate for these tenancies of between 3 and 6 per cent, depending on the period. This rate is high compared with the overall eviction rate for public housing properties, but the literature suggests it is very low compared with the high eviction rates experienced for people who access homelessness services and enter a public housing tenancy *without support*. A mean cost of an eviction event is estimated from government administrative data at \$8814/eviction event. Thus, every eviction avoided represents significant savings to government.

Of course, reduced eviction costs are not the only savings achieved by government through effective NPAH service delivery. Through a well-established research program we have shown the costs of homelessness to be significant and so by accessing and sustaining tenancies, the costs of homelessness are being avoided. This provides an economic case for the recurrent spending on homelessness support programs that are form part of the NPAH and the attendant capital expenditures.

A range of factors were considered by states and territories as contributing to program success including well-developed relationships, in particular between the primary support agency and other services and agencies; the provision of wrap around flexible support; the availability of brokerage funds; the use of housing as a platform for delivery of other social and human services; supportive and flexible housing providers; and suitable housing, particularly where it

was close to amenities and transport. Long waiting list for mainstream services, in particular mental health services, financial and budgeting services hamper the effectiveness of program delivery as do lack of suitable accommodation and staff shortages and turnover in agencies delivering programs.

The mean cost of providing support is estimated as \$4260 per support period (2011–13). This varies markedly across program types, with programs providing support for young people, both to access/maintain a social housing dwelling and in a Youth Foyer, being over \$20 000/support period. In contrast, the mean cost of support to sustain an existing social housing tenancy is \$1693/support period. These programs have a comparatively short mean support period of approximately four months. For all other programs the mean cost is between \$8670/support period and \$11 184/support period. The average cost per eviction event estimated across the ACT, TAS, VIC and WA, was \$8814/event, representing a significant savings opportunity to government for each eviction avoided. As average costs of homelessness per year per person experiencing homelessness is twice that of the eviction cost there are strong economic drivers to effective tenancy support programs. The blockage remains more the absence of public and community dwellings and the ability of programs to house clients.

Our next AHURI report in this domain will investigate the very rich linked health administrative data in Western Australia and examine how NPAH social housing tenancy-related programs impact on the utilisation of government health services. The report will also present findings from a Tenant Survey of those entering social housing tenancies through NPAH related programs.

REFERENCES

- Australian Bureau of Statistics 2012a, *Information paper to a statistical definition of homelessness*, viewed 14 October 2015, [http://www.ausstats.abs.gov.au/ausstats/subscriber.nsf/0/B4B1A5BC17CEDBC9CA257A6E00186823/\\$File/49220_2012.pdf](http://www.ausstats.abs.gov.au/ausstats/subscriber.nsf/0/B4B1A5BC17CEDBC9CA257A6E00186823/$File/49220_2012.pdf).
- 2012b, *Census of population and housing: estimating homelessness 2011*, viewed 14 October 2015, <http://www.abs.gov.au/ausstats/abs@.nsf/mf/2049.0>
- Australian Capital Territory Auditor-General's Office 2013, *Report No. 4 national partnership agreement on homelessness: 2013*, viewed 14 October 2015, <http://www.audit.act.gov.au/auditreports/reports2013/Report%204%202013%20National%20Partnership%20Agreement%20on%20Homelessness.pdf>.
- Australian Capital Territory Government 2011, *NPAH Annual Report 2009–10*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/05_2012/act_annualreport_2009-10.pdf.
- 2012a, *NPAH Annual Report 2010–11*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/10_2012/act_npah_annual_report_2010-11.pdf.
- 2012b, *Implementation plan for the national partnership agreement on homelessness between the Commonwealth of Australia and the Australian Capital Territory*, July 2009 to June 2013, Updated March 2012, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superse ded/ACT_IP.pdf.
- 2013, *NPAH Annual Report 2011–12*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/12_2013/act_2011-12_annual_report.pdf
- Australian Institute of Health and Welfare 2013, *Specialist homelessness services collection manual*, cat. no. HOU 268, AIHW, Canberra.
- 2014, *Specialist homelessness services: 2013–14*, cat. no. HOU 276, AIHW, Canberra.
- Australian National Audit Office 2013, *implementation of the national partnership agreement on homelessness*, viewed 14 October 2015, www.anao.gov.au.
- Breckenridge, J, Hamer, J, Newton, B & Valentine, K 2013a, *NSW homelessness action plan extended evaluation: Greater Western Sydney HAP domestic violence project final report*, UNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/2F8826C9-222B-4AB7-A397-53245EC487E4/0/GreaterWesternSydneyHAPDomesticViolenceProjectReport.pdf>.
- 2013b, *NSW homelessness action plan extended evaluation: Illawarra HAP Domestic Violence Project Final Report*, UNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/2C6703C4-B784-436C-9EC5-7BC54669EE7D/0/IllawaraHAPDomesticViolenceProjectReport.pdf>.
- 2013c, *NSW homelessness action plan extended Evaluation: Hunter HAP Domestic Violence Project Final Report*, UNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/66D8B354-F925-4BDA-A0EC-977825D68CF2/0/HunterHAPDomesticViolenceProjectReport.pdf>.
- 2013d, *NSW homelessness action plan extended evaluation: Final evaluation report for long-term accommodation and support for women and children experiencing domestic and family violence*, UNSW, Sydney, viewed 14 October 2015,

<http://www.housing.nsw.gov.au/NR/rdonlyres/388D987B-35FA-4AA6-A931-2CA4FFD82BFA/0/LongTermAccommodation.pdf>.

- Cant, R, Meddin, B & Penter, C 2013, *National partnership agreement on homelessness: Evaluation of Western Australian programs*, DCP, Perth, viewed 14 October 2015, <http://www.dcp.wa.gov.au/servicescommunity/Documents/WA%20NPAH%20Evaluation%20Report.pdf>.
- Chan, S, Valentine, K & Eastman, C 2013, *NSW homelessness action projects: analysis of self evaluation reports*, UNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/DB37D85F-F228-47CE-AD9D-E23687845869/0/AnalysisofSelfEvaluationReports.pdf>.
- Cohen, G 2012, *I'm Safe, I'm Home: domestic violence support Western Sydney service to a process evaluation*, NSW WRM, Redford.
- Commonwealth of Australia 2008, *The Road Home: A national approach to reducing homelessness*, viewed 14 October 2015, http://www.dss.gov.au/sites/default/files/documents/05_2012/the_road_home.pdf.
- Conroy, E, Bower, M, Flatau, P, Zaretsky, K, Eardley, T & Burns, L 2014, *The Misha Project. From homelessness to sustained housing 2010 to 2013*, Mission Australia, Sydney, viewed 14 October 2015, <https://www.missionaustralia.com.au/what-we-do-to-help-new/homelessness/improving-services/misha>.
- Council of Australian Governments (n.d. a), *National affordable housing agreement*, viewed 14 October 2015, <http://www.federalfinancialrelations.gov.au/content/npa/housing/affordable/national-agreement.pdf>.
- n.d. b, *National partnership agreement on homelessness*, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superse ded/national_partnership_superseded.pdf.
- Culhane, D, Metraux, S & Hadley, T 2002, 'Public service reductions associated with placement of homeless persons with severe mental illness in supportive housing', *Housing Policy Debate*, vol. 13, pp.107–163
- Department of Social Services 2013, *National partnership agreement on homelessness*, DSC, Canberra, viewed 14 October 2015, <https://www.dss.gov.au/housing-support/programmes-services/national-partnership-agreement-on-homelessness>.
- Flatau, P & Zaretsky, K 2008, 'The economic evaluation of homelessness programs', *The European Journal of Homelessness*, vol. 2, no. 2, pp.305-320.
- Flatau, P, Conroy, E, Marchant, T, Burns, L, Spicer, B, Di Nicola, K, Edwards, R, Bauskis, A, Athanassios, M & Larsen, K 2010, *Increasing our understanding of homeless men: the Michael Project*, Mission Australia, Sydney.
- 2012, *The Michael Project, 2007–10, New perspectives and possibilities for homeless men*, Mission Australia, Sydney.
- Flatau, P, Conroy, E, Spooner, C, Edwards, R, Eardely, T & Forbes, C 2013, *Lifetime and intergenerational experiences of homelessness in Australia*, Final Report No. 200, Australian Housing and Urban Research Institute, Melbourne.
- Flatau, P, Zaretsky, K, Brady, M, Haigh, Y & Martin, R 2008, *The cost-effectiveness of homelessness programs: a first assessment Vols 1 & 2*, Final Report No. 119, Australian Housing and Urban Research Institute: WA Research Centre, Perth.
- Gabriel, M, Stafford, J 2013, *Evaluation of supported accommodation facilities to Grove House, Thistle Street, and Thyne House*, University of Tasmania Housing and Community

- Research Unit, Hobart, viewed 14 October 2015, http://www.dhhs.tas.gov.au/data/assets/pdf_file/0018/171225/NPAH-Supported_Accommodaton_Facilities_Report.pdf.
- Gabriel, M, Stafford, J & Lloyd, B 2013, *Evaluation of new homelessness support services in Tasmania, Report Four: Evaluation of the Stay - Keys to the Future Program*, University of Tasmania Housing and Community Research Unit, Hobart, viewed 14 October 2015, http://www.dhhs.tas.gov.au/data/assets/pdf_file/0003/171219/NPAH-Stay-Keys_Program_Report.pdf.
- Housing NSW 2013a, *NSW Homelessness action plan evaluation: North coast accommodation project*, HNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/F96C0123-AAE8-41AE-99B0-1B287040737B/0/EvaluationoftheNorthCoast.pdf>.
- 2013b, *NSW Homelessness action plan evaluation: South West Sydney Youth Hub Project incorporating the foyer model*, HNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/93708A24-5EE6-48ED-8114-A4965CF4638F/0/SouthWestSydneyYouthHubProject.pdf>.
- 2013c, *NSW Homelessness action plan extended evaluation: Coastal Sydney Aboriginal Tenancy support service*, HNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/E1E0AD05-4495-4C7F-A01D-E37C8FD95A16/0/SupportforpeopleatriskofevictionCoastalSydney.pdf>.
- 2013d, *NSW homelessness action plan evaluation: Young people leaving care support service to North Coast*, HNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/99A0DB8A-B56F-475A-B6A5-DAC57D49141B/0/YoungPeopleLeavingCareNorthCoast.pdf>.
- 2013e, *NSW homelessness action plan: Summary of evaluation findings*, HNSW, Sydney, viewed 14 October 2015, <http://www.housing.nsw.gov.au/NR/rdonlyres/D5B94887-369B-48AA-B6ED-9B0C8C79A2A9/0/summaryofevaluationfindings.pdf>.
- Johnson, G & Chamberlain, C 2012, *Evaluation of the Melbourne Street to Home program: Baseline Report*, RMIT University, Melbourne, viewed 14 October 2015, <https://homelessnessclearinghouse.govspace.gov.au/files/2012/12/Report-2-Melb-S2H-First-Evaluation-Report-Baseline-Report-FINAL-incl-Oct-Revisions.pdf>.
- Mason, C & Grimbeek, P 2013, *A Housing First approach to homelessness in Brisbane: Sustaining tenancies and the cost effectiveness of support services*, Micah Projects Inc, South Brisbane, viewed 14 October 2015, http://www.micahprojects.org.au/resource_files/micah/IR_127_A-Housing-First-Approach-to-Homelessness.pdf.
- New South Wales Government 2011, *NPAH Year 1 Annual Report 2009–10*, DSS Sydney, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/05_2012/nsw_annual_report_2009-10.pdf.
- 2012a, *NPAH Year 2 Annual Report 2010–11*, DSS Sydney, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/10_2012/nsw_npah_ar_2010-11.pdf.
- 2012b, *Implementation Plan for the National Partnership Agreement on Homelessness between the Commonwealth of Australia and New South Wales, 2009/10 to 2012/13*, updated August 2012, DSS Sydney, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superse ded/NSW_IP.PDF.

- 2013, *NPAH Year 3 Annual Report 2011–12*, DSS Sydney, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/12_2013/nsw_2011-12_annual_report.pdf.
- 2014, *NPAH Year 4 Annual Report 2012–13*, DSS Sydney, viewed 14 October 2015, http://www.homelessnessnsw.org.au/images/stories/documents/NSW_2012-13_NPAH_Annual_Report_public_vs_3.doc.
- Northern Territory Auditor-General's Office 2013, *March 2013 Report to the Legislative Assembly*, Auditor General for the Northern Territory, Darwin, pp.27–65.
- Northern Territory Government 2011, *NPAH Annual Report 2009–10*, DSS, Darwin, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/05_2012/nt_annualreport_2009-10.pdf.
- 2012a, *NPAH Annual Report 2010–11*, DSS, Darwin, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/10_2012/nt_npah_annual_report_2010-11.pdf.
- 2012b, *Northern Territory's Homelessness Implementation Plan to NPAH*, DSS, Darwin, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superseded/NT_IP.pdf.
- 2013, *NPAH Annual Report 2011–12*, DSS, Darwin, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/12_2013/nt_2011-12_annual_report.pdf.
- Office of the Auditor General Western Australia 2012, *Implementation of the National Partnership Agreement on Homelessness in Western Australia: Report 13 to October 2012*, Office of the Auditor General Western Australia, Perth.
- Pawson, H, Netto, G, Jones, C, Wager, F, Fancy, C & Lomax, D 2007, *Evaluating homelessness Prevention*, Communities and Local Government, London.
- Pleace, N, Baptista, I, Benjaminsen, L & Busch-Geertsema, V 2013, *The costs of homelessness in Europe: An assessment of the current evidence base*, European Observatory on Homelessness, Brussels, viewed 14 October 2015, http://www.feantsaresearch.org/IMG/pdf/feantsa-studies_03_web.pdf
- Queensland Audit Office 2013, *Implementing the National Partnership Agreement on Homelessness in Queensland, Report to parliament: 6 2012–13*, Queensland Audit Office, Brisbane, viewed 14 October 2015, <https://www.gao.qld.gov.au/files/file/RTP6for2012-13NPAHomelessnessWebPDF.pdf>.
- Queensland Government 2009, *Queensland Implementation Plan for the National Partnership Agreement on Homelessness*, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superseded/QLD_IP_superseded.pdf.
- 2011, *NPAH Annual Report 2009–10*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/05_2012/qld_annualreport_2009-10.pdf.
- 2012a, *NPAH Annual Report 2010–11*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/10_2012/qld_npah_2010-11_annual_report.pdf.
- 2012b, *Implementation Plan for Queensland to NPAH*, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superseded/QLD_IP_revised.pdf

- 2013, *NPAH Annual Report 2011–12*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/12_2013/qld_2011-12_annual_report.pdf.
- Social Policy Research Centre 2007, *Housing and Accommodation Support Initiative [HaSI] Stage 1 Evaluation Report*, NSW Department of Health, Sydney.
- South Australian Government 2010, *NPAH Annual Review: Year 1 July 2009 to June 2010*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/05_2012/sa_annualreport_2009-10.pdf.
- 2012a, *NPAH Annual Report: Year 2 July 2010 to June 2011*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/10_2012/sa_npah_ar_2010-11.pdf
- 2012b, *Homelessness National Partnership: Implementation plan for South Australia*, July 2009 to June 2013, Updated May 2012, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superse ded/SA_IP.pdf.
- 2013a, *2011–12 NPAH Annual Report*. https://www.dss.gov.au/sites/default/files/documents/12_2013/sa_2011-12_annual_report.pdf.
- 2013b, *Evaluation of South Australian homelessness reforms Final Report*. DCSI, Adelaide, viewed 14 October 2015, http://www.dcsi.sa.gov.au/_data/assets/pdf_file/0019/14617/Evaluation-of-South-Australian-Homelessness-Reforms-Report-FINAL-OCTOBER-2013.pdf.
- State Government of Victoria 2014, *Homeless with Support Segment Fact Sheet*, viewed 14 October 2015, <http://www.dhs.vic.gov.au/about-the-department/documents-and-resources/reports-publications/homeless-with-support-factsheet/Homeless-with-Support-segment-factsheet-June-2014.doc>.
- Steering Committee for the Review of Government Services Provision 2015, *Report on Government Services 2014*, SCRGP, Melbourne, viewed 14 October 2015, <http://www.pc.gov.au/research/ongoing/report-on-government-services/2015/housing-and-homelessness/factsheets/rogs-2015-volume-g-chapter17-factsheet.pdf>.
- Tasmanian Audit Office 2013, *Report of the Auditor-General No. 8 of 2012–13: National Partnership Agreement on Homelessness*, viewed 14 October 2015, <http://www.audit.tas.gov.au/media/Report-of-the-Auditor-General-No.8-of-2012-13-National-Partnership-Agreement-on-Homelessness-March-2013.pdf>.
- Tasmanian Government 2010a, *NPAH Annual Report 2009–10*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/05_2012/tas_annualreport_2009-10.pdf.
- 2010b, *Tasmanian Homelessness Plan 2010–13: Coming in from the cold*. DHHS, Hobart, viewed 14 October 2015, http://www.dhhs.tas.gov.au/_data/assets/pdf_file/0005/63536/Tas_Homelessness_Plan_2010_13.pdf.
- 2012, *NPAH Annual Report 2010–11*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/10_2012/tas_npah_annual_report_2010-2011.pdf
- 2013, *NPAH Annual Report 2011–12*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/10_2012/tas_npah_annual_report_2010-2011.pdf.

- Victorian Auditor-General's Office 2013, *Addressing Homelessness: Partnerships and Plans*, viewed 14 October 2015, <http://www.audit.vic.gov.au/publications/2012-13/20130206-Homelessness/20130206-Homelessness.pdf>.
- Victorian Government, *NPAH Annual Report 2009–10*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/09_2011/vic_npah_annual_report_2009-10.pdf.
- 2011, *Victorian Homelessness Action Plan*, viewed 14 October 2015, http://www.dhs.vic.gov.au/_data/assets/pdf_file/0007/661633/Victorian_Homelessness_Action_Plan.pdf.
- 2012, *Implementation Plan for National Partnership Agreement on Homelessness between the Commonwealth of Australia and Victoria*, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superse ded/VIC_IP.doc.
- Western Australian Government 2011, *NPAH Annual Report 2009–10*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/05_2012/wa_annualreport_2009-10_0.pdf.
- 2012a, *NPAH Annual Report 2010–11*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/09_2012/wa_npah_annual_report_2010-11.pdf.
- 2012b, *Implementation Plan for National Partnership Agreement on Homelessness between the Commonwealth of Australia and Western Australia*, viewed 14 October 2015, http://www.federalfinancialrelations.gov.au/content/npa/housing/homelessness_superseded/WA_IP.pdf.
- 2013, *NPAH Annual Report 2011–12*, viewed 14 October 2015, https://www.dss.gov.au/sites/default/files/documents/12_2013/wa_2011-12_annual_report.pdf.
- Zaretsky, K & Flatau, P 2013, *The cost of homelessness and the net benefit of homelessness programs: a national study*, Final Report No. 218, Australian Housing and Urban Research Institute, Perth.
- Zaretsky, K, Flatau, P & Brady, M 2008, 'What is the (net) cost to government of homelessness programs?', *The Australian Journal of Social Issues*, vol. 43, no. 2, pp.231–254.
- Zaretsky, K, Flatau, P, Clear, A, Conroy, E, Burns, L & Spicer, B 2013, *The cost of homelessness and the net benefit of homelessness programs: A national study - findings from the baseline client survey*, Final Report No. 205, Australian Housing and Urban Research Institute, Perth.

APPENDICES

Appendix 1: Publically available activity, outcome and financial information for NPAH programs which provide supported social tenancies

Several jurisdictions commissioned independent evaluations of key NPAH programs. The Australian Council of Auditors-General elected to conduct a concurrent audit on the NPAH. As part of this, the Audit Office in five jurisdictions, Western Australia (WA), Victoria (VIC), Queensland (QLD), Tasmania (TAS) and the Northern Territory (NT) conducted an audit examining whether or not the relevant government agencies were meeting their obligations under the NPAH, and whether or not the NPAH was making a difference to homelessness.

In addition to the audits conducted by the individual jurisdictions, the Australian National Audit Office (ANAO) undertook an audit of the effectiveness of the FaHCSIA's administration of the NPAH, including monitoring and reporting of progress against the objective and outcomes of the agreement (ANAO 2013). Reporting on NPAH initiatives varied by jurisdiction and the audits undertaken noted some limitations which make it difficult to assess both the effectiveness of programs and cost effectiveness. The ANAO audit concluded:

FaHCSIA put in place a structured performance framework under which each state and territory government was required to provide information on performance as agreed in their implementation plans. Annual reporting requirements have focused on measuring activity at an individual initiative level, rather than progress towards the outcomes of preventing, reducing and breaking the cycle of homelessness. The absence of outcomes-based reporting limits FaHCSIA's ability to make meaningful assessments of overall progress within each jurisdiction, or on a national basis. In addition, FaHCSIA receives only limited information on the extent to which the reforms sought through the NPAH are proving effective. Further, the state and territory governments are not required to report financial information to FaHCSIA, limiting the department's ability to obtain assurance that the jurisdictions are meeting their financial commitments under the NPAH. (ANAO 2013, p.4)

The ANAO report also identified a number of thematic issues in the jurisdictional Audit Reports. One of the common issues was that the expected reduction in homelessness would not be achieved in any of these state and territory jurisdictions despite the implementation of a range of homelessness initiatives. This is coupled with a reported lack of focus on measuring the outcomes being achieved or evaluation of the effectiveness of the funded initiatives. They commented that measuring and reporting on activity or outputs provides information about the services that are being delivered, but this approach to reporting does not provide an insight into the quality, timeliness or longer term impact of the services. They also found that validity of reported information could not be confirmed in all instances and that there were also variances in the effectiveness of the management arrangements established to coordinate and drive activities in each jurisdiction (ANAO 2013).

Review of the NPAH Implementation Plans, NPAH Annual Reports and evaluations (table below) shows variation in the approach taken by jurisdictions in meeting their reporting obligations. Detail provided in the initial implementation plans varied significantly, for example the ACT, WA and NSW provide considerable detail of how each program would operate, the NPAH core output, key strategy and performance indicators the program was linked to, performance measure(s) to be used in relation to the individual program (for example, in WA the program Homeless Accommodation Support Workers specified a performance target as 'the number assisted to obtain and maintain stable accommodation for at least 12 months.')

and program funding. In contrast, the NT, QLD and TAS provided limited detail of planned program operation. Performance measures detailed in the NT and QLD plans predominantly

related to number of people assisted and the Tasmanian plan did not provide performance targets at a program level. The NT and Tasmanian plans did not provide details of funding at a program level.

At the time of writing, NPAH Annual Reports were available through the Department of Social Services website for 2009–10, 2010–11 and 2011–12 for all jurisdictions except Victoria. Only the 2009–10 report was available for Victoria. The NSW NPAH Annual Report for 2012–13 was available through www.homelessnessnsw.org.au. All Annual Reports provided details of the target and actual number of clients assisted during the year, by NPAH program. All reports except for NSW, NT and Victoria used a standard template to provide details on the primary and additional NPAH outputs associated with the program, performance indicators, target group(s), accommodation type, service type, location of services and the key NPAH strategy alignment, as well as discussion around key achievements and challenges. Only the NPAH Annual Reports for the ACT, Queensland and SA also included details of program funding. No jurisdictions reported actual program expenditure in the NPAH Annual Reports.

The evaluations by the Auditor General's offices varied in scope and level of detail. For many the focus was on whether NPAH programs were meeting the overall objectives of the NPAH, the ability to measure the impact of programs at a jurisdiction level, and issues of accountability. All Auditor General Reports except for Queensland, did provide details of target and actual number of clients by program. Queensland provided target activity levels only. Some reports provided details of program expenditure, but it was not always for the same time period for which the number of clients was reported. For example the WA report included the number of clients assisted by program for the period 2009–10, the Implementation plan budget for the period 2009–13, and the actual expenditure for the period to 30 June 2012 (Office of the Auditor General Western Australia 2012). Some reports examined client outcomes, for example the ACT report examined the level of arrears and maintenance costs (ACT Auditor General Office 2013). However, the report also noted that the original outcome target measures from the Implementation Plan were changed in the revised 2012 plan. This revision excluded the targets relating to arrears and maintenance. It also excluded a target relating to the number of tenancies which had been sustained for two years or more, which was not reported on. The reason cited for targets being left out of the revised plan was that it was too difficult to obtain reliable data on these issues.

Each state undertook mid-term evaluations of key NPAH programs, including a selection of those programs providing supported social tenancies. To the author's knowledge, publicly available reviews were not performed in the ACT or the NT. The evaluation of South Australian programs was conducted at a system level, across all programs. This is consistent with the integrated approach taken to homelessness services in SA. Again, evaluations varied in scope, detail and type of information provided. All evaluations, except for the evaluation of the Melbourne Street-to-Home program (Johnson & Chamberlain 2012) provided details of program activity levels; the target and actual number of program clients or families assisted. Some evaluations provided details of actual program expenditure for the time period the evaluation related to. For example, the majority of evaluations on NSW programs provided details of budgeted and actual funding and the actual program expenditure to date. Some evaluations provided details of client outcomes. The WA evaluation of NPAH programs and some of the evaluations of NSW programs included tenancy outcomes. For example, the evaluation of WA NPAH programs (Cant et al. 2013) examined the number of clients or families housed and the proportion who had sustained the tenancy for 12 months or more. This was compared with the original targets.

Programs providing Supported Social Tenancies												
State/ territory	Publication	Type	Period	Program/s	Activity level indicator(s)				Outcomes		Program expenditure / funding	Comment
					Client	Family/ household	Target	Actual	Tenancy	Other		
ACT	ACT Government (2012b).	Plan	2009–10 to 2012–13	All	X	X	X		Target number achieve indep. living, tenancies sustained	Target number doing education/ training/ work, reengaging with family	Comm and ACT funding, budgeted	
	ACT Government (2011, 2012a, 2013).	NPAH ARs	2009–10 to 2011–12	All	X	X	X	X	Number: housed, indep., sustained for period, maint. costs	Case studies	Comm. and ACT govt funding	Some programs only have number of clients reported, others have only number of households
	ACT Auditor-General's Office (2013).	Eval.	2009–10 to 2012–13	A Place to Call Home; Our Place; Housing and Support Initiative	X		X	X	Number of dwellings, arrears, maint. cost.	Our Place: Education, employment and training	Budgeted funding, actual expenditure	Reported inconsistencies between actual and reported expenditure.
NSW	NSW Government (2012b).	Plan		All	X		X		Number: access stable accom. Maintain accom.	Access to supports such as health etc.	Funding	
	NSW Government (2011, 2012a, 2013, 2014)	NPAH ARs	2009–10 to 2012–13	All	X	X	X	X	Number housed	Included in discussion	No	Number of families reported for small number of programs
	Housing NSW (2013a).	Eval.	March 2011 to June 2012	North Coast Accomm. Project	X	X	X	X	Number housed, type of housing, length of support,	Clients' wellbeing, employment, life skills - discussion	Budget, funding, expenditure.	Some stats reported at individual client level (demographics)

								number sustained), some reported at household level (number assisted)	
Breckenridge et al. (2013a).	Eval	January 2010 to June 2012	Greater Western Sydney HAP Domestic Violence Project	X				X	Number housed, maintained type of housing, average support period	Number of clients assisted by various services, discussion	Budget, funding, expenditure.	Predominantly qualitative discussion, thoughts from clients and staff
Breckenridge et al. (2013b).	Eval	January 2010 to June 2012	Hunter HAP Domestic Violence Project	X				X	Number housed, maintained type of housing, average support period	Number of clients assisted by various services, discussion	Budget, funding, expenditure.	Predominantly qualitative discussion, thoughts from clients and staff
Breckenridge et al. (2013c).	Eval	January 2010 to June 2012	Illawarra HAP Domestic Violence Project	X				X	Number housed, maintained average support period	Number of clients assisted by various services, discussion	Budget, funding, expenditure	Predominantly qualitative discussion, thoughts from clients and staff
Cohen (2012).	Eval	October 2011 to Sept. 2012	Domestic Violence Support, Western Sydney Service	X	X	X	X	X	Number receiving tenancy support, status post exit from program	Number of clients assisted by various services, hours of case management, discussion	Budget, brokerage spending	Number of clients (all female) and also number of children accompanying them
Breckenridge et al. (2013d).	Eval	2009–12	Greater Western Sydney, Hunter, Illawarra HAP Domestic Violence Project	X				X			Budget, funding, expenditure breakdown, average expenditure per client	Only number of clients and expenditure/funding reported

Housing NSW (2013b).	Eval	July 2009 to June 2012	South West Sydney Youth Hub Project	X		X	X	Number of clients assisted (on campus, in juvenile justice, outreach), number of clients in long-term accomm., ave tenancy length	Support hours per week, number of clients provided with each service, case studies	Budget, funding, expenditure breakdown	
Housing NSW (2013c).	Eval	2009/10 to 2011/12	Coastal Sydney Aboriginal Tenancy Support Service	X		X	X	Number of clients, type of tenure, number sustaining a tenancy	Support hours per week, level of need, non-housing services accessed	Budget, funding expenditure	Predominantly qualitative discussion, thoughts from clients and staff
Housing NSW (2013d).	Eval	2011/12, 2012/13	Young People Leaving Care - North Coast	X		X	X	Number of clients, housing type	Other support services accessed, case studies	Budget, expenditure breakdown	
Housing NSW (2013e).	Eval	2009–13	All	X		X	X	Number of clients, number maintain accomm., housing type	Other support services accessed - discussion	No	
Chan, Valentine & Eastman (2013).	Eval	2010–12	All	X		X	X	Number of clients (each program, homeless status prior to support, type of housing (total over all programs))	Non-housing support provided/ referred, intensity of assistance (total over all programs)	Total brokerage spent	

NT	NT Government (2012b).	Plan		All	X	X	X		Target: Number homeless		No, total NPAH funding only	
	NT Government (2011, 2012a, 2013).	NPAH ARs	2009–10 to 2011–12	All	X	X	X	X	Number housed.	Case studies included.	No	Focus on Indigenous people in NT.
	NT Auditor-General's Office (2013).	Eval	2009–12	All	X	X	X	X			No, total NPAH funding / expenditure only	States: outcomes can't be segregated from those of other programs
QLD	QLD Government (2009, 2012b).	Plans	2008–13	All	X			X	Target number of clients provided tenancy assistance	Target clients provided with various (non-tenancy) assistance	Funding budget	Number of people assisted refers to the number of cases, which could include individuals or families.
	QLD Government (2011, 2012a, 2013).	NPAH ARs	2009–10 to 2011–12	All	X	X	X	X	Number homeless (target and actual), number maintained safe/sustainable housing.	Case studies, number receive other support/services, number of children maintained contact with school	Funding	2010–11 and 2011–12 are mostly qualitative discussion and case studies
	QLD Audit Office (2013).	Eval	2008–13	A Place to Call Home, Homestay Support	X	X	X		Target number of clients/families, number homeless.	Case studies	No, total funding budget only	

	Mason & Grimbeek (2013).	Eval	2012–13	Common Ground	X			X	Number of clients supported	Quality of life, health, safety, finance management, housing satisfaction	No	
SA	SA Government (2012b).	Plan	2009–13 Updated: May 2012	All	X	X	X		Number housed.		Combined NPAH and NAHA funding	
	SA Government (2010, 2012a, 2013a).	NPAH ARs	2009–10 to 2011–12	All	X	X	X	X	Number housed	Other KPIs; case studies	Funding reported at for generic service only.	
	SA Government (2013b).	Eval	October 2013	Report is not program-specific	X	X	X (p.61)	X	Number housed	Process, immediate, intermediate and long-term outcomes		Limited data available for intermediate outcomes and no data available for long-term outcomes
TAS	TAS Government (2010b).	Plan	2010–13	All					Number homeless, number of properties to be built/ upgraded		No	Targets are in terms of number of properties, not clients.
	TAS Government (2010a, 2012, 2013).	NPAH ARs	2009–10 to 2011–12	All	X		X	X		Case studies	No, total NPAH funding only (2011–12 report)	2009–10 does not contain much information regarding outcomes or targets
	TAS Audit Office	Eval	2009–13	All	X			X	Occupancy rates	Improvements in various	Budget, actual	

	(2013).									areas (health, education, family etc.)	expenditure, estimated expenditure		
	Gabriel, Stafford & Lloyd (2013).	Eval	2011–12, 2012–13	Stay to Keys to the future	X			X		Number of clients, support periods (open/closed)	Services needed/provided	No	Predominantly discussion & anecdotes
	Gabriel & Stafford (2013).	Eval	2011–12, 2012–13	Supported Accommodations Facilities	X			X		Number of clients, support periods (open/closed)	Services needed/provided	Funding (briefly)	Predominantly discussion & anecdotes
VIC	VIC Government (2012).	Plan	2009–10 to 2012–13	All	X			X		Proportion homeless, target number of clients		Funding (state/Commonwealth), proposed budgets	
	VIC Government (2011).	Plan	2011–15 (includes data from 2005–10)		X				X			No, funding by initiative type only	Does not provide detail regarding outcomes or specific targets
	VIC Government (n.d.).	NPAH AR	2009–10	All	X			X	X			No	Number of clients is reported for groups of programs. For some individual programs number of clients is included in discussion.
	VIC Auditor-General's Office (2013).	Eval	2009–10 to 2012–13	All	X	X		X	X	Number of clients/families homeless, maintained housing.		No, total NPAH funding only	Has target & actual performance indicator outcomes at a state level.

	Johnson & Chamberlain (2012).	Eval	2010	Street to Home						Outcomes for a sample of clients on health (physical/ mental)		Case studies, anecdotes
WA	WA Government (2012b).	Plan		All	X	X	X		Number housed Number sustained in tenancies	Discussion	Budgeted funding	
	WA Government (2011, 2012a, 2013).	NPAH ARs	2009–10 to 2011–12	All	X	X	X	X		Range of performance indicators and case studies	No	
	Office of the Auditor General WA (2012).	Eval	October 2012	All	X	X	X	X	Number housed		Budget and expenditure	
	Cant, Meddin & Penter (2013)	Eval	2013	All	X		X	X	Housed. Tenancies sustained for more than 12 months	Included in case studies and discussion.	Budget and expenditure	Predominantly qualitative discussion.

Type: Indicates the publication type; Plan = NPAH Implementation Plan; NPAH ARs = NPAH Annual Report(s); Eval = Evaluation of NPAH program(s).

Program(s): Programs identified as providing supported social tenancies which are included in the publication. 'All' indicates that all programs identified as in-scope are included in the publication.

Activity level: indicates the type(s) of activity level indicators provided

Outcomes: Indicates whether outcome information is provided, and where provided the format of that information.

Expenditure/funding: Indicates whether any program expenditure and/or funding information is provided.

Abbreviations: Comm. = Commonwealth; govts = government; indep. = independent; maint = maintenance.

Appendix 2: Methodology issues and discussion

NPAH in-scope programs are those programs funded under NPAH where a significant component of the program relates to maintaining or securing a public or community housing (i.e., social housing) tenancy, or other long-term supported tenancy.

In-scope programs

- 'A Place to Call Home' tenancies.
- Tenancy support provided as part of a street-to-home program with an aim to secure and maintain public or community housing, or a long-term supported tenancy.
- Tenancy support for public and community housing tenants, including advocacy, financial counselling and referral services to help people sustain their tenancies.
- Assistance for people leaving child protection, jail and health facilities, to secure and maintain public or community housing, or a long-term supported tenancy.
- Support services and accommodation to assist older people who are homeless or at risk of homelessness to secure and maintain public or community housing or a long-term supported tenancy.
- Services that assist homeless people with substance abuse to secure and maintain public or community housing or a long-term supported tenancy.
- Services that assist homeless people with mental health issues to secure and maintain public or community housing or a long-term supported tenancy.
- Services that assist young people aged 16 to 25 years who are homeless or at risk of homelessness to secure and maintain public or community housing, or a long-term supported tenancy.
- Services that assist homelessness people, including families with children, to secure and/or maintain public or community housing or a long-term supported tenancy.
- Outreach programs that connect rough sleepers to long-term housing, to secure and maintain public or community housing or a long-term supported tenancy.

Out-of-scope programs

- Programs that only provide assistance to secure and/or maintain a private tenancy.
- Programs which assist the client to access a tenancy, but do not provide ongoing support to maintain that tenancy.
- Street-to-home programs that only provide street outreach prior to a client being housed.
- Supported accommodation that is crisis/emergency, or short to medium term.
- Programs supporting young people aged 12 to 18 years which predominantly focus on reconnecting the young person with their family or care giver.
- Programs providing support for women and children experiencing domestic and family violence to stay in their present housing when it is safe to do so, where that support relates primarily to ensuring appropriate security.
- Programs which provide 'auxiliary' or one-off support only or where support is provided to the wider community and NPAH clients do not represent the primary client base. For example programs which provide financial counselling only or programs which primarily provide one-off financial hardship grants or loans.

Table A1: Programs identified by jurisdictions as having a significant ‘supported social tenancy component’

Program type	Jurisdiction	Program name	Data provided to SHSC 2011–13	Part 2 Survey completed	Funding/ expenditure information source
General homeless support to access/maintain a social housing tenancy	ACT	A Place to Call Home	No	No	n.a.
	NSW	Domestic Violence Support Illawarra	Yes	Yes	FACS NSW
		Domestic Violence Support Western Sydney	Yes	Yes	FACS NSW
		NOVA HIR (Hunter)	Yes	No	FACS NSW
		North Coast Accommodation Project	Yes	No	FACS NSW
		A Place to Call Home	No	No	n.a.
	QLD	A Place to Call Home	No	No	n.a.
	TAS	STAY	Yes	No	Tasmanian Audit Office
		Supported Accommodation Facilities	Yes	Yes	Tasmanian Audit Office
	VIC	A Place to Call Home	No	Yes	Survey*
WA	Homelessness Accommodation Support	Yes	Yes	Survey	
Support to help indigenous people access/and/or maintain social housing tenancies	NSW	North-west aboriginal SHS project	Yes	No	FACS NSW
		Young Aboriginal Parents	Yes	No	FACS NSW
		Coastal Sydney Aboriginal Tenancy Support Service (CSATSS) (Also known as Aboriginal Advocacy and Tenancy Support Service)	Yes	No	FACS NSW
		Young Aboriginal People Leaving Care Support	No	No	n.a.
	NT	A Place to Call Home	Yes	No	n.a.
Support to help young people access/maintain social housing tenancies	NSW	Youth Homelessness Services, Illawarra and Nepean	Yes	No	FACS NSW
		South West Sydney Youth Hub	Yes	No	FACS NSW
	NT	Youth Housing Options and Pathways Program	Yes	No	n.a.
Transition from an institutional setting into social housing	ACT	Managed Accommodation Support Service (Men’s Managed Accommodation Program)	Yes	No	NPAH Annual Report
		Women Exiting Corrections (Coming Home. Women’s Managed Accommodation Program)	Yes	Yes	NPAH Annual Report
		Mental Health Housing and Support Initiative (HaSI)	No	Yes	Survey*

Program type	Jurisdiction	Program name	Data provided to SHSC 2011–13	Part 2 Survey completed	Funding/ expenditure information source
	NSW	Young People Leaving Care Support Service	Yes	No	FACS NSW
	NT	Youth Housing and Advocacy Service	Yes	No	n.a.
	QLD	Young Adults Exiting from the Care of the State (YACS)	No	No	n.a.
		PostCare Support to Young Adults Exiting Care of the State—Disability	No	No	n.a.
		PostCare Support to Young Adults Exiting Out of Home Care	No	No	n.a.
		Housing and Support Program	No	No	n.a.
	WA	Housing Support Worker Mental Health	Yes	Yes	Survey
		Housing Support Worker Corrective Services	Yes	Yes	Survey
		Housing Support Worker Drug and Alcohol	Yes	Yes	Survey
Street-to-home/Common Ground	ACT	Street-to-home	Yes	Yes	Survey
	NSW	Project 40 Supportive Housing Service	Yes	Yes	FACS NSW
		Way-2-Home	Yes	No	FACS NSW
		Reaching Home to Newcastle Assertive Outreach Program	No	No	n.a.
	QLD	Common Ground	Yes	No	NPAH Annual Report
	VIC	Common Ground	Yes	Yes	Survey
		Street-to-home	Yes	Yes	Survey
	WA	Street-to-home	Yes	Yes	Survey
Support to maintain an existing social housing tenancy	ACT	Supportive Tenancy Service	Yes	Yes	Survey
		Transitional and Head Tenancies	No	No	n.a.
	NT	Tenancy Sustainability Program	Yes	No	n.a.
		Homestay	Yes	No	NPAH Annual Report
	SA	Intensive Tenancy Support	Yes	No	n.a.
	VIC	Social Housing Support	Yes	Yes	Survey
	WA	Public Tenancy Support	Yes	Yes	Survey

Program type	Jurisdiction	Program name	Data provided to SHSC 2011–13	Part 2 Survey completed	Funding/ expenditure information source
Supported accommodation for young people using a Foyer model	ACT	Our Place (Youth identified accommodation and support program)	Yes	No	NPAH Annual Report
	QLD	Logan Youth Foyer	Yes	No	NPAH Annual Report
	VIC	Youth Foyer	Yes	Yes	Survey
	WA	Oxford Youth Foyer	Yes	Yes	Survey

Notes:

n.a. Not available

Data provided to SHSC 2011–13: Where 'Yes' is indicated the program provided data to the SHSC during 2011–13 is represented in the activity level and other data sourced from AIHW.

Part 2 Survey completed: Where 'Yes' is indicated, a *Jurisdiction Survey* Part 2 was completed for the program and it is included in discussion of the *Jurisdiction Survey* part 2 results.

Funding/expenditure information source: Provides details of the source used to obtain information on recurrent program funding and expenditure. For NSW programs, program funding information was provided by FACS NSW. Where a *Jurisdiction Survey* part 2 was completed for the program, funding and/or expenditure information was also provided in survey responses. The information from FACS NSW was referred to when estimating program cost/PUH.

Survey to *Jurisdiction Survey* part 2

Survey*—Funding or expenditure was provided in the *Jurisdiction Survey* part 2 response. However, this information was not included in calculation of cost/PUH because the program did not provide data into the SHSC.

NPAH program types

The in-scope NPAH programs were grouped into seven program types. A brief description of the target client group and type of support provided in each of the seven program types is provided below along with the jurisdictions operating NPAH programs targeting each group for those programs which provide data to the SHSC.

- *General homelessness support to access/maintain a social housing tenancy*: included in this category are a range of homeless support programs such as support programs targeted at people at risk of homelessness and women escaping domestic violence (NSW, TAS, WA).
- *Support to help Indigenous people access/maintain a social housing tenancy*: Included in this category are a range of Indigenous specific homeless support programs (NSW, NT).
- *Support to help young people access/maintain a social housing tenancy*: included in this category are a range of homeless support programs provided specifically to assist youth, generally those between 16 and 25 years of age (NSW, NT).
- *Transition from an institutional setting into social housing*: clients receive support to find and maintain social housing following their exit from an institutional setting such as a correctional facility, a mental health facility or drug and alcohol rehabilitation centre, or for young people leaving state care (ACT, NSW, NT, WA).
- *Street-to-home/common ground*: programs designed to assist those who have experienced complex problems, including chronic homelessness to find and maintain accommodation (ACT, NSW, QLD, VIC, WA).
- *Support to maintain an existing social housing tenancy*: clients currently have their own social housing tenancy but have been identified as at risk of losing this tenancy. They are provided with the relevant supports to maintain their housing (ACT, NT, SA, VIC, WA).
- *Supported accommodation for young people, Youth Foyer model*: services that assist young people who are homeless or at risk of homelessness to take part in education or employment, within a long-term supported tenancy (ACT, QLD, VIC, WA).

To enable access to the AIHW SHSC data, permission had to be granted on a jurisdiction by jurisdiction basis. Once permission was obtained the lead NPAH department provided the organisation IDs for all agencies delivering in-scope NPAH programs, 152 organisation IDs in total. In most instances an organisation ID is unique for an agency delivering a particular program, thus allowing data to be extracted for clients of each in-scope program. However, for SA the organisation ID is unique at the NGO agency level only, and where an agency delivers a number of programs it is not possible to separately extract data for a particular program.

Data was obtained from the AIHW SHSC via a customised data request. As many programs which provide supported social tenancies also provide a range of other support types, data was requested in relation to total program activity and in relation to households receiving support to access and maintain a social housing tenancy, or to maintain a social housing tenancy that was at risk. As the SHSC does not specifically identify either individual households or those clients who are receiving support to access/maintain a social tenancy it was necessary to use a combination of data items to act as a proxy to identify these households:

- A household is defined as a presenting unit.
- A presenting unit receiving support to access and maintain a social housing tenancy, or to maintain a social housing tenancy that was at risk.
- A presenting unit where the PUH sought assistance to sustain a tenancy or prevent tenancy failure or eviction and was in public or community housing at the time.

This proxy does not identify those presenting units which were being supported under the 'Supported Social Tenancy' component of the program, but were not able to be placed in a public or community housing tenancy during the period 2011–13. Therefore the reported activity levels are likely to underrepresent total activity in relation to the 'Supported Social Tenancy' component of programs.

Data recording issues may also result in under identification of presenting units which received support under the 'Supported Social Tenancy' component of a program, if:

- The agency did not record the PUH's tenure situation
- The agency did not record that the PUH was receiving support to sustain a tenancy or prevent tenancy failure or eviction.

Details of data items requested are provided in Table A2.

Table A2: Data items requested

Client group	Data requested	Period	
		2011–12, 2012–13	2011–13
<i>All presenting units and clients</i>			
	Activity indicators:		
	Number of presenting units, clients and support periods	X	X
	Profile of PUH	X	X
<i>Where the PUH sought assistance to sustain a tenancy or prevent tenancy failure or eviction</i>			
	Number of PUHs by tenure type:		
	Public/community housing	X	X
	Private housing		
	Other tenure		
<i>Where the PUH sought assistance to sustain a tenancy or prevent tenancy failure or eviction and was in public or community housing at the time</i>			
	Activity indicators:		
	Number of presenting units, total clients	X	X
	Presenting situation of PUH	X	X
	Profile of PUH; sex, average age, living situation	X	X
	Formal referral source for PUH	X	X
	Reason(s) for PUH seeking assistance to main and all	X	X
	Housing status of PUH when presenting		X
	Accommodation services provided to PUH		X
	Specialist and general services provided to all clients		X
	Length of support periods, by duration, mean and median.		X
	Length of closed support periods that commenced after 1 July 2011; by duration, mean and median		X
	Mean period between commencement of support and entering public/community housing		X
	Mean period which identified as receiving support to sustain a tenancy or prevent tenancy failure/eviction		X
	Mean duration of tenancy in public or community housing for closed support periods that commenced after July 1 2011.		X
	Housing situation of PUH at beginning and end of support period to closed support periods that commenced after July 1 2011 only.		X

The primary unit of interest is households receiving support, for which the presenting unit was used as a proxy. The number of clients in those presenting units is provided as an indicator of the total number of people assisted by the programs. Through the SHSC, each client has a unique client code and it is possible to identify each time an individual client receives assistance. For example, if a client receives three periods of support in a reporting period, they will be counted as one client. Also, where a client receives support in both year 2011–12 and

2012–13, and/or when a support period spans both years, the client is counted once for the period 2011–13. When considering data items reported for all presenting units, the number of support periods represents the number of support periods for unique clients during that period.

In contrast, each presenting unit is allocated a new identifier when presenting to a service and it is not possible to determine when a presenting unit has multiple support periods. For all data items relating to presenting units, one presenting unit is equivalent to one support period. For example, where a presenting unit commences support in April 2012, and that support is completed in August of 2012, this would be counted as one presenting unit and one support period in each of the individual periods 2011–12 and 2012–13, and for 2011–13 be counted as one unique presenting unit and one unique support period for a presenting unit. If that presenting unit were to receive a second period of support December 2012 to February 2013 it would be reported as one presenting unit and one support period in 2011–12; two presenting units and two periods of support in 2012–13; and two presenting units and two periods of support 2011–13.

The start date for data requested from AIHW coincides with commencement of the SHSC in its current form, 1 July 2011. Prior to this data was collected at a national level through the National Data Collection (NDC) and reported on for services defined as Supported Accommodation and Assistance Programs (SAAP). SAAP programs typically did not provide supported tenancies as a primary focus of the program. Jurisdictions which operated programs which provided supported tenancies collected performance data at the jurisdiction level via a data collection platform which was unique to that jurisdiction. With the commencement of the NPAH and NAHA in 2009 some non-SAAP like programs were included in the NDC and the National Data Collection Agency SAAP Annual Reports. However, it was really only with commencement of the SHSC that the vast majority of programs commenced providing data at a national level, and thus data on these services became available in a common format across jurisdictions. This transition between data collection systems post commencement of NPAH programs created a number of issues that must be considered when interpreting the data reported here. In particular, where a support period commenced prior to 1 July 2011, agencies often recorded that support period in the new SHSC as commencing on 1 July 2011. When considering closed support periods, this would artificially truncate the duration of these periods. This practice means that it is not possible to determine the total duration of all support periods closed within the period of interest here, 2011–13. To avoid the downward bias caused by this practice, all data relating to closed support periods is for support periods that commenced after 1 July 2011. For those supported tenancy programs which provide support for around three months, the reported duration of closed support periods should still provide a representative indication of the typical support period provided. However, for those programs which provide longer periods of support, the average duration of closed support reported here is likely to underestimate the true average duration of support.

Appendix 3: Presenting unit heads receiving assistance to sustain a tenancy or prevent tenancy failure/eviction, by tenure and program type, by financial year

	2011–12				2012–13			
	Public or community housing	Private housing	Other tenure	Total in tenancy when supported	Public or community housing	Private housing	Other tenure	Total in tenancy when supported
General homeless support to access/maintain a social housing tenancy	517	300	49	866	539	375	190	1,104
Support to help Indigenous people access/maintain social housing tenancies	12	5	15	32	141	15	22	178
Support to help young people access/maintain social housing tenancies	76	10	6	92	113	21	7	141
Transition from an institutional setting into social housing	273	42	56	371	300	65	79	444
Street-to-home/Common Ground	278	10	74	362	375	1	65	441
Support to maintain an existing social housing tenancy	3,168	2,349	1,364	6,881	4,569	2,544	1,603	8,716
Supported accommodation for young people, Youth Foyer model	58	2	10	70	51	7	32	90
<i>Total</i>	<i>4,382</i>	<i>2,718</i>	<i>1,574</i>	<i>8,674</i>	<i>6,088</i>	<i>3,028</i>	<i>1,998</i>	<i>11,114</i>
<i>Per cent of PUHs in a tenancy while supported</i>	<i>50.5</i>	<i>31.3</i>	<i>18.1</i>		<i>54.8</i>	<i>27.2</i>	<i>18.0</i>	
<i>Per cent of total presenting units *</i>				<i>42.0</i>				<i>42.7</i>

* In total 20 632 presenting units received support 2011–12 and 26 003 presenting units received support in 2012–13. See Table 18.

Appendix 4: Housing situation: presenting unit head beginning of support, all support periods 2011–13

	General homeless support: access/maintain social housing tenancy		Support for Indigenous people: access/maintain social housing		Support for young people: access/maintain social housing tenancy		Transition from an institutional setting into social housing		Street-to-home/Common Ground		Support to maintain an existing social housing tenancy		Supported accommodation: Youth Foyer model		Total across all program types	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
No shelter or improvised/inadequate dwelling	50	6.1	0	0.0	8	5.8	27	6.2	115	22.2	39	0.6	0	0.0	239	2.7
Short term temporary accommodation	242	29.6	15	10.3	28	20.3	60	13.7	83	16.0	116	1.7	32	39.5	576	6.4
House, townhouse or flat—couch surfer or no tenure	52	6.4	3	2.1	23	16.7	35	8.0	19	3.7	78	1.1	14	17.3	224	2.5
Other homeless not elsewhere specified	6	0.7	0	0.0	0	0.0	4	0.9	7	1.3	6	0.1	0	0.0	23	0.3
Public or community housing—renter or rent free	263	32.2	115	79.3	49	35.5	98	22.4	111	21.4	5,683	83.6	10	12.3	6,329	70.9
Private or other housing—owner, renter or rent free	58	7.1	0	0.0	18	13.0	37	8.4	25	4.8	205	3.0	15	18.5	358	4.0
Institutional settings	24	2.9	0	0.0	4	2.9	137	31.3	11	2.1	0	0.0	0	0.0	176	2.0
Other 'at risk' not elsewhere specified	13	1.6	4	2.8	7	5.1	8	1.8	4	0.8	96	1.4	4	4.9	136	1.5
Other not elsewhere specified and Don't know	109	13.3	8	5.5	1	0.7	32	7.3	144	27.7	571	8.4	6	7.4	871	9.8
<i>Total</i>	<i>817</i>	<i>100.0</i>	<i>145</i>	<i>100.0</i>	<i>138</i>	<i>100.0</i>	<i>438</i>	<i>100.0</i>	<i>519</i>	<i>100.0</i>	<i>6,794</i>	<i>100.0</i>	<i>81</i>	<i>100.0</i>	<i>8,932</i>	<i>100.0</i>

Appendix 5: Length of support periods and closed support periods, 2011–13

			Length of support period					
			Up to 5 days	6–45 days	46–90 days	91–180 days	Over 180 days	Total
General homeless support: access/maintain social housing tenancy	Support periods	N	14	40	58	92	613	817
		%	1.7	4.9	7.1	11.3	75.0	100.0
General homeless support: access/maintain social housing tenancy	Closed support periods	N	13	19	37	52	267	388
		%	3.4	4.9	9.5	13.4	68.8	100.0
Support for Indigenous people: access/maintain social housing tenancy	Support periods	N	1	41	34	30	39	145
		%	0.7	28.3	23.4	20.7	26.9	100.0
Support for Indigenous people: access/maintain social housing tenancy	Closed support periods	N	1	41	34	30	36	142
		%	0.7	28.9	23.9	21.1	25.4	100.0
Support for young people: access/maintain social housing tenancy	Support periods	N	3	3	10	17	105	138
		%	2.2	2.2	7.2	12.3	76.1	100.0
Support for young people: access/maintain social housing tenancy	Closed support periods	N	3	2	7	14	45	71
		%	4.2	2.8	9.9	19.7	63.4	100.0
Transition from an institutional setting into social housing	Support periods	N	4	19	24	61	330	438
		%	0.9	4.3	5.5	13.9	75.3	100.0
Transition from an institutional setting into social housing	Closed support periods	N	4	3	12	29	157	205
		%	2.0	1.5	5.9	14.1	76.6	100.0
Street-to-home/Common Ground	Support periods	N	6	17	30	56	410	519
		%	1.2	3.3	5.8	10.8	79.0	100.0
Street-to-home/Common Ground	Closed support periods	N	6	16	23	35	102	182
		%	3.3	8.8	12.6	19.2	56.0	100.0
Support to maintain an existing social housing tenancy	Support periods	N	531	1,743	1,273	1,460	1,787	6,794
		%	7.8	25.7	18.7	21.5	26.3	100.0
Support to maintain an existing social housing tenancy	Closed support periods	N	527	1,680	1,211	1,386	1,169	5,973
		%	8.8	28.1	20.3	23.2	19.6	100.0

			Length of support period					
			Up to 5 days	6–45 days	46–90 days	91–180 days	Over 180 days	Total
Supported accommodation:	Support periods	N	0	4	1	11	65	81
		%	0.0	4.9	1.2	13.6	80.2	100.0
Youth Foyer model	Closed support periods	N	0	3	1	8	30	42
		%	0.0	7.1	2.4	19.0	71.4	100.0
<i>Total across all program types</i>	<i>Support periods</i>	<i>N</i>	<i>559</i>	<i>1,867</i>	<i>1,430</i>	<i>1,727</i>	<i>3,349</i>	<i>8,932</i>
		<i>%</i>	<i>6.3</i>	<i>20.9</i>	<i>16.0</i>	<i>19.3</i>	<i>37.5</i>	<i>100.0</i>
	<i>Closed support periods</i>	<i>N</i>	<i>554</i>	<i>1,764</i>	<i>1,325</i>	<i>1,554</i>	<i>1,806</i>	<i>7,003</i>
		<i>%</i>	<i>7.9</i>	<i>25.2</i>	<i>18.9</i>	<i>22.2</i>	<i>25.8</i>	<i>100.0</i>

Appendix 6: Time until housed and support duration while housed, 2011–13

		General homeless support: access/maintain social housing tenancy		Support for Indigenous people: access/maintain social housing tenancy		Support for young people: access/maintain social housing tenancy		Transition from an institutional setting into social housing		Street-to-home/Common Ground		Support to maintain an existing social housing tenancy		Supported accommodation: Youth Foyer model	
		Mean	Median	Mean	Median	Mean	Median	Mean	Median	Mean	Median	Mean	Median	Mean	Median
All support periods	Average period between commencement of support and entering public/community housing (months)	1.2	0	1.6	1	2.1	0	1.9	0	1.2	0	0.4	0	0.7	0
	Average period which identified as receiving support to sustain a tenancy or prevent tenancy failure/eviction (months)	7.1	5	3.0	2	5.6	4	6.1	4	6.4	5	3.7	2	3.4	3
Closed support periods	Average duration of tenancy in public or community housing (months)	7.5	7	2.7	2	6.3	5	7.4	6	6.0	4	3.6	2	9.4	7.5

Note: due to limitations of the SHSC data these results represent a rough indication of the actual durations. Please see discussion of the data limitations and implications included in this Appendix.

When interpreting the results in Appendix 6 it should be noted that there are limitations with the AIHW data items used to identify the duration periods reported here and the reported results should be treated with caution, and as a rough indication only of support duration prior to being housed and the duration of support whilst in a tenancy. Ongoing SHSC data is collected on a monthly basis, and indicates the type of support provided during that month (collected on an ongoing basis over the month) and details of accommodation situation at the date of the last service provision during that month (AIHW 2013). There is no date available for when a presenting unit moved into their social housing tenancy or for the exact period over which tenancy support was provided.

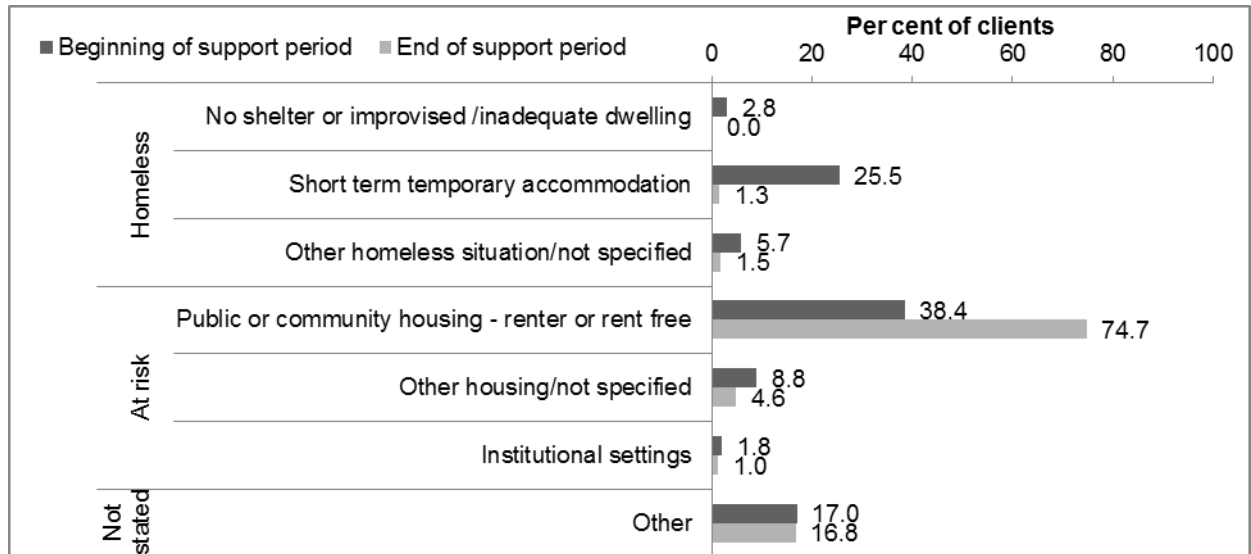
When considering the time between support commencing and entering a social housing tenancy, it is only possible to determine the duration between when support commenced and the first month in which it was recorded that the presenting unit had a social housing tenancy. This will result in an under-estimation of the actual period for some presenting units and an over-estimation for others. For example, if a presenting unit commenced support on 10 April, then commenced a social housing tenancy on the 15 May, and the last date of support for May was after the 15 May, it would only be possible to determine that there was a duration of 20 days between when support commenced and the month in which the presenting unit moved into a social tenancy, which represents a conservative indication of the actual period until housed. However, if the presenting unit's last date of support for May was prior to 15 May, and then they received support in June, the SHSC data would first record the PUH as living in a social housing tenancy during June, resulting in an over-estimation of the actual period until housed. It is also possible that the tenure situation is not recorded each month when the SHSC data collection occurs, in which case the tenure either is recorded as if it commence in a period after it actually did, or it is not recorded at all.

In relation to the period over which a presenting unit was identified as receiving support to sustain a tenancy or prevent tenancy failure/eviction, it is only possible to determine the total number of months over which this support was provided, for example, if support to sustain tenancy was provided from 20 May, during June and terminated on 4 July, the SHSC would record that support had been provided during three months, providing an over-estimation of the actual period over which support occurred. There is also no indication in the SHSC data of the intensity of support. For example, whether a support worker contacted the client on a daily basis over this period, or only once in each month.

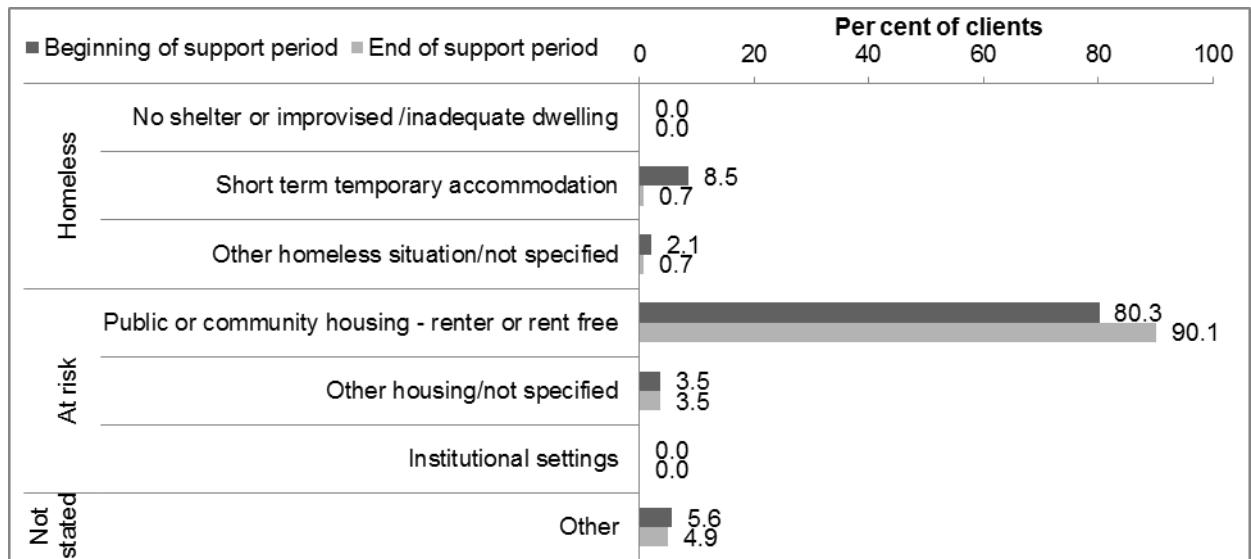
It should also be noted that whilst using SHSC data items it has not been possible to identify those presenting units who are in a program to access/maintain a social housing tenancy but have not yet been able to be housed. Therefore, these results only relate to those presenting units who were actually housed. It is possible that other presenting units were receiving assistance to access housing, but had not been able to do so. The time between support commencing and being housed (if ever housed) is likely to be greater than the durations reported here.

Appendix 7: Housing situation at the beginning and the end of support, closed support periods, 2011–13

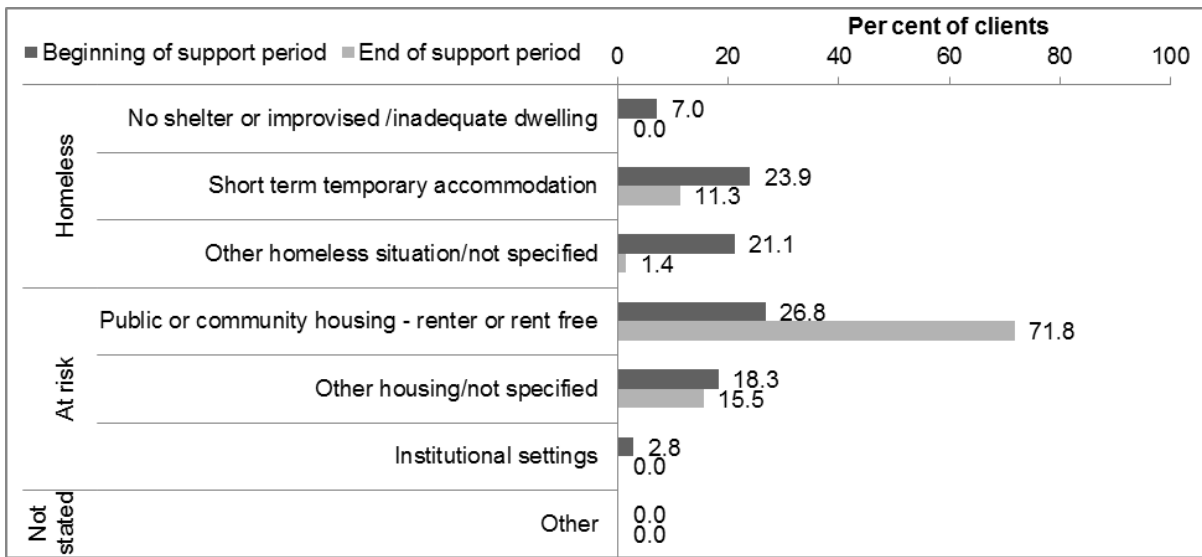
a) General homeless support: access/maintain social housing tenancy



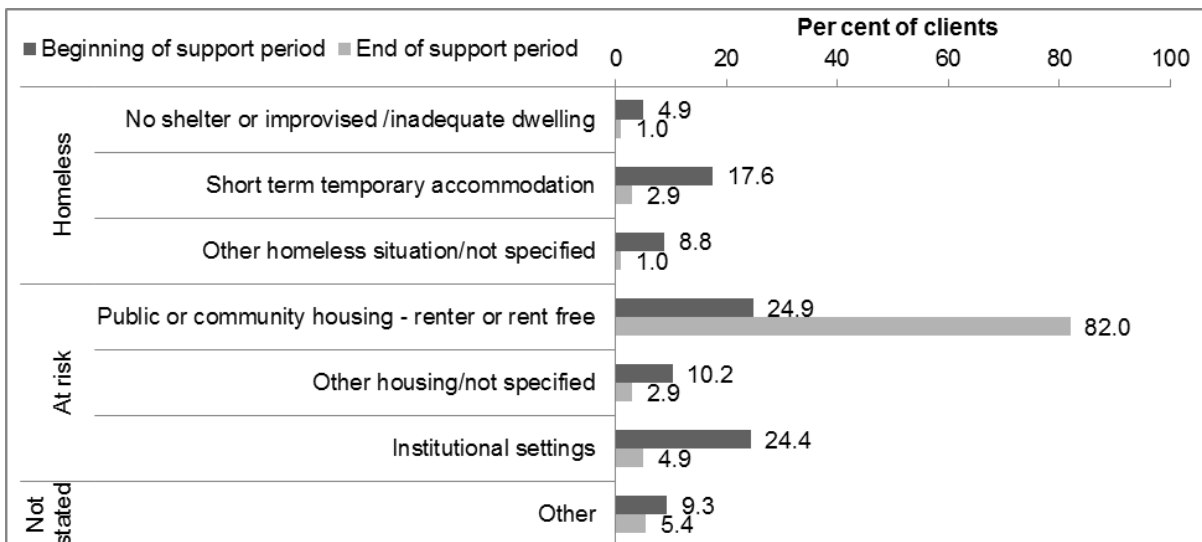
b) Support for Indigenous people: access/maintain social housing tenancy



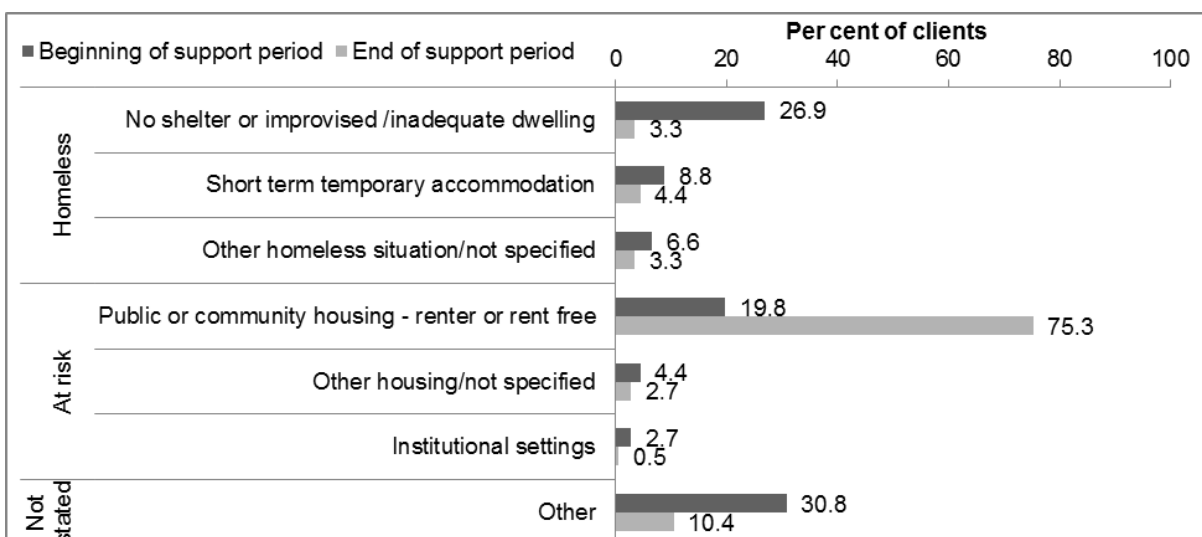
c) Support for young people: access/maintain social housing tenancy



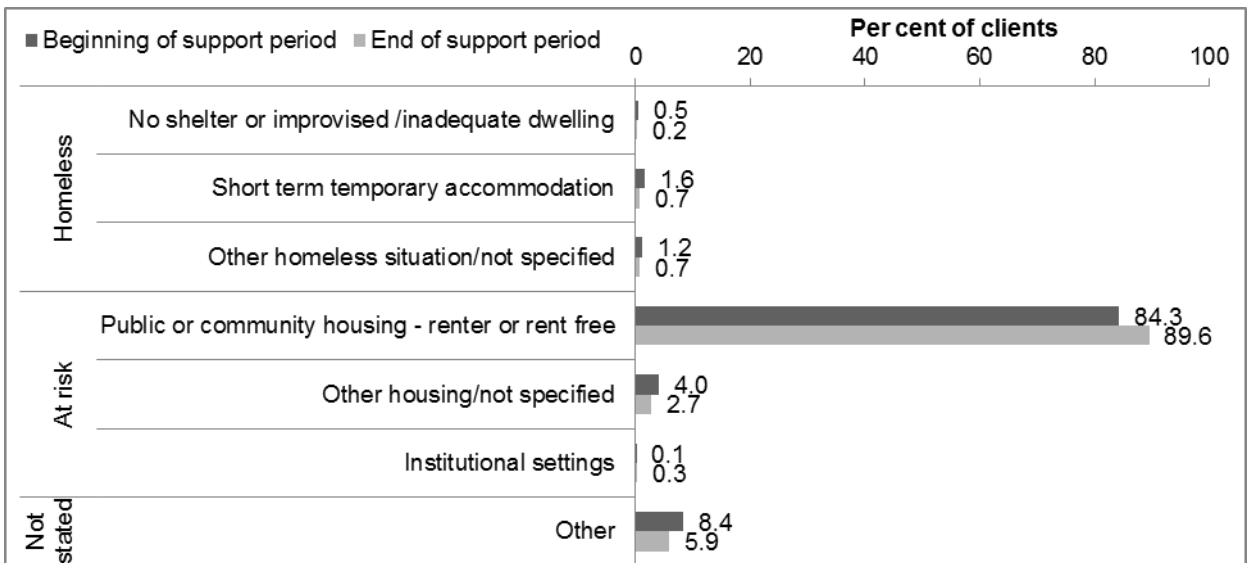
d) Transition from an institutional setting into social housing



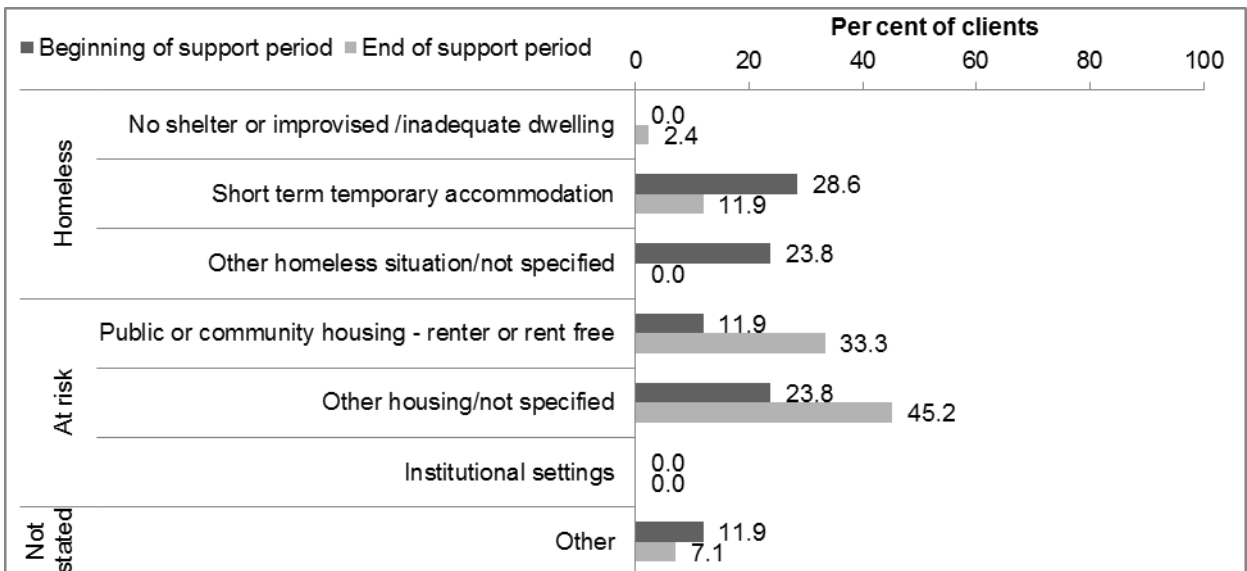
e) Street-to-home/Common Ground



f) Support to maintain an existing social housing tenancy



g) Supported accommodation for young people, Youth Foyer model



a) General homeless support: access/maintain social housing tenancy

Housing situation at beginning of support		Housing situation at end of support						Total (at beginning of support)	Per cent (at beginning of support)	
		Homeless			At risk					Not stated
		No shelter or improvised/inadequate dwelling	Short term temporary accommodation	Other homeless situation or not specified	Public or community housing to renter or rent free	Other housing or not specified	Institutional settings			Other or not specified
Homeless	No shelter or improvised/inadequate dwelling				8			3	11	2.8
	Short term temporary accommodation		2	2	78	5		12	99	25.5
	Other homeless situation or not specified			1	12	3		6	22	5.7
At risk	Public or community housing to renter or rent free		2		124	6	1	16	149	38.4
	Other housing or not specified			3	19	2		10	34	8.8
	Institutional settings				5		2		7	1.8
Not stated	Other or not specified		1		44	2	1	18	66	17.0
Total (at end of support)		0	5	6	290	18	4	65	388	100.0
<i>Per cent (at end of support)</i>		<i>0.0</i>	<i>1.3</i>	<i>1.5</i>	<i>74.7</i>	<i>4.6</i>	<i>1.0</i>	<i>16.8</i>	<i>100.0</i>	

b) Support for Indigenous people: access/maintain social housing tenancy

Housing situation at beginning of support		Housing situation at end of support						Total (at beginning of support)	Per cent (at beginning of support)	
		Homeless			At risk		Not stated			
		No shelter or improvised/inadequate dwelling	Short term temporary accommodation	Other homeless situation or not specified	Public or community housing to renter or rent free	Other housing or not specified	Institutional settings			Other or not specified
Homeless	No shelter or improvised/inadequate dwelling							0	0.0	
	Short term temporary accommodation				11			1	12	8.5
	Other homeless situation or not specified		1			1		1	3	2.1
At risk	Public or community housing to renter or rent free				109	3		2	114	80.3
	Other housing or not specified			1	2	1		1	5	3.5
	Institutional settings								0	0.0
Not stated	Other or not specified				6			2	8	5.6
Total (at end of support)		0	1	1	128	5	0	7	142	100.0
<i>Per cent (at end of support)</i>		<i>0.0</i>	<i>0.7</i>	<i>0.7</i>	<i>90.1</i>	<i>3.5</i>	<i>0.0</i>	<i>4.9</i>	<i>100.0</i>	

c) Support for young people to access/maintain a social housing tenancy

Housing situation at beginning of support		Housing situation at end of support						Total (at beginning of support)	Per cent (at beginning of support)	
		Homeless			At risk					Not stated
		No shelter or improvised/inadequate dwelling	Short term temporary accommodation	Other homeless situation or not specified	Public or community housing to renter or rent free	Other housing or not specified	Institutional settings			Other or not specified
Homeless	No shelter or improvised/inadequate dwelling				3	2		5	7.0	
	Short term temporary accommodation		3		12	2		17	23.9	
	Other homeless situation or not specified		1	1	10	3		15	21.1	
At risk	Public or community housing to renter or rent free		2		14	3		19	26.8	
	Other housing or not specified		2		11			13	18.3	
	Institutional settings				1	1		2	2.8	
Not stated	Other or not specified							0	0.0	
Total (at end of support)		0	8	1	51	11	0	0	71	100.0
<i>Per cent (at end of support)</i>		<i>0.0</i>	<i>11.3</i>	<i>1.4</i>	<i>71.8</i>	<i>15.5</i>	<i>0.0</i>	<i>0.0</i>	<i>100.0</i>	

d) Transition from an institutional setting into social housing

Housing situation at beginning of support		Housing situation at end of support						Total (at beginning of support)	Per cent (at beginning of support)	
		Homeless			At risk		Not stated			
		No shelter or improvised/inadequate dwelling	Short term temporary accommodation	Other homeless situation or not specified	Public or community housing to renter or rent free	Other housing or not specified	Institutional settings			Other or not specified
Homeless	No shelter or improvised/inadequate dwelling				9			1	10	4.9
	Short term temporary accommodation		1		30	2	1	2	36	17.6
	Other homeless situation or not specified		1		12		1	3	18	8.8
At risk	Public or community housing to renter or rent free	1			45	1	2	2	51	24.9
	Other housing or not specified		1		17	1		2	21	10.2
	Institutional settings	1	3	1	39		5	1	50	24.4
Not stated	Other or not specified			1	16	1	1		19	9.3
Total (at end of support)		2	6	2	168	5	10	11	205	100.0
<i>Per cent (at end of support)</i>		<i>1.0</i>	<i>2.9</i>	<i>1.0</i>	<i>82.0</i>	<i>2.4</i>	<i>4.9</i>	<i>5.4</i>	<i>100.0</i>	

e) Street-to-home/Common Ground

Housing situation at beginning of support		Housing situation at end of support						Total (at beginning of support)	Per cent (at beginning of support)	
		Homeless			At risk					Not stated
		No shelter or improvised/inadequate dwelling	Short term temporary accommodation	Other homeless situation or not specified	Public or community housing to renter or rent free	Other housing or not specified	Institutional settings			Other or not specified
Homeless	No shelter or improvised/inadequate dwelling	1	4	1	41			2	49	26.9
	Short term temporary accommodation		1		12	1		2	16	8.8
	Other homeless situation or not specified			3	5	1		3	12	6.6
At risk	Public or community housing to renter or rent free		1	1	30	2		2	36	19.8
	Other housing or not specified	1			6	1			8	4.4
	Institutional settings	1			3			1	5	2.7
Not stated	Other or not specified	3	2	1	40		1	9	56	30.8
Total (at end of support)		6	8	6	137	5	1	19	182	100.0
<i>Per cent (at end of support)</i>		3.3	4.4	3.3	75.3	2.7	0.5	10.4	100.0	

f) Support to maintain an existing social housing tenancy

Housing situation at beginning of support		Housing situation at end of support						Total (at beginning of support)	Per cent (at beginning of support)	
		Homeless			At risk					Not stated
		No shelter or improvised/inadequate dwelling	Short term temporary accommodation	Other homeless situation or not specified	Public or community housing to renter or rent free	Other housing or not specified	Institutional settings			Other or not specified
Homeless	No shelter or improvised/inadequate dwelling	6			17	4		27	0.5	
	Short term temporary accommodation	1	8		76	1	2	6	94	1.6
	Other homeless situation or not specified		5	13	45	2	1	3	69	1.2
At risk	Public or community housing to renter or rent free	5	21	22	4606	104	11	267	5036	84.3
	Other housing or not specified		3	1	190	34		13	241	4.0
	Institutional settings				4	1	1		6	0.1
Not stated	Other or not specified	1	3	5	412	13		66	500	8.4
Total (at end of support)		13	40	41	5350	159	15	355	5973	100.0
<i>Per cent (at end of support)</i>		0.2	0.7	0.7	89.6	2.7	0.3	5.9	100.0	

g) Supported accommodation for young people, Youth Foyer model

Housing situation at beginning of support		Housing situation at end of support						Total (at beginning of support)	Per cent (at beginning of support)	
		No shelter or improvised/inadequate dwelling	Homeless Short term temporary accommodation	Other homeless situation or not specified	Public or community housing to renter or rent free	At risk Other housing or not specified	Institutional settings			Not stated Other or not specified
Homeless	No shelter or improvised/inadequate dwelling								0.0	
	Short term temporary accommodation		3		5	4		12	28.6	
	Other homeless situation or not specified	1	1		1	6	1	10	23.8	
At risk	Public or community housing to renter or rent free				3	2		5	11.9	
	Other housing or not specified		1		2	5	2	10	23.8	
	Institutional settings								0.0	
Not stated	Other or not specified				3	2		5	11.9	
Total (at end of support)		1	5	0	14	19	0	3	42	100.0
Per cent (at end of support)		2.4	11.9	0.0	33.3	45.2	0.0	7.1	100.0	

AHURI Research Centres

AHURI Research Centre—Curtin University

AHURI Research Centre—RMIT University

AHURI Research Centre—Swinburne University of Technology

AHURI Research Centre—The University of Adelaide

AHURI Research Centre—The University of New South Wales

AHURI Research Centre—The University of Sydney

AHURI Research Centre—The University of Western Australia

AHURI Research Centre—University of Tasmania

Australian Housing and Urban Research Institute Limited

Level 1, 114 Flinders Street, Melbourne Victoria 3000

Phone +61 3 9660 2300

Email information@ahuri.edu.au

Web www.ahuri.edu.au