

Developing paradigms and discourses to establish more appropriate evaluation frameworks and indicators for housing programs

authored by

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for the

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and Urban Research Institute**

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DISCLAIMER

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SPECIAL ACKNOWLEDGEMENTS

As authors we would like to thank all participants and stakeholders for their generosity of time and information to allow this research to occur. We believe that the findings of this research could provide a significant contribution to research undertaken in Indigenous contexts. However, while we authored this report Indigenous people hold many of the ideas and positions reflected in this paper. Often throughout the research Indigenous community members have through their comments and insights challenged us to think harder and deeper about the topics under question. Hopefully, as a consequence, what is presented here is truly meaningful and has positive outcomes for Indigenous peoples.

We also appreciate the extent to which AHURI has from the initial proposal stage to the presentation of the positioning paper willingly embraced the Indigenous research principles and ideas presented. This is reflected not only reflected in the inclusion of the new of research principles but genuine commitment to get it right.

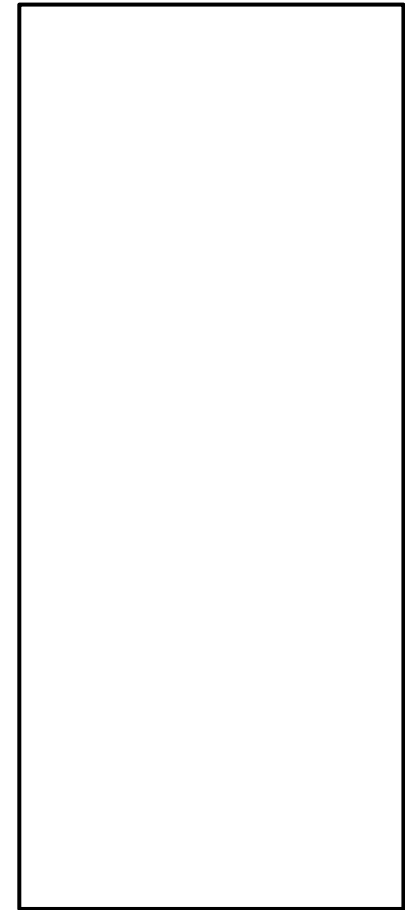
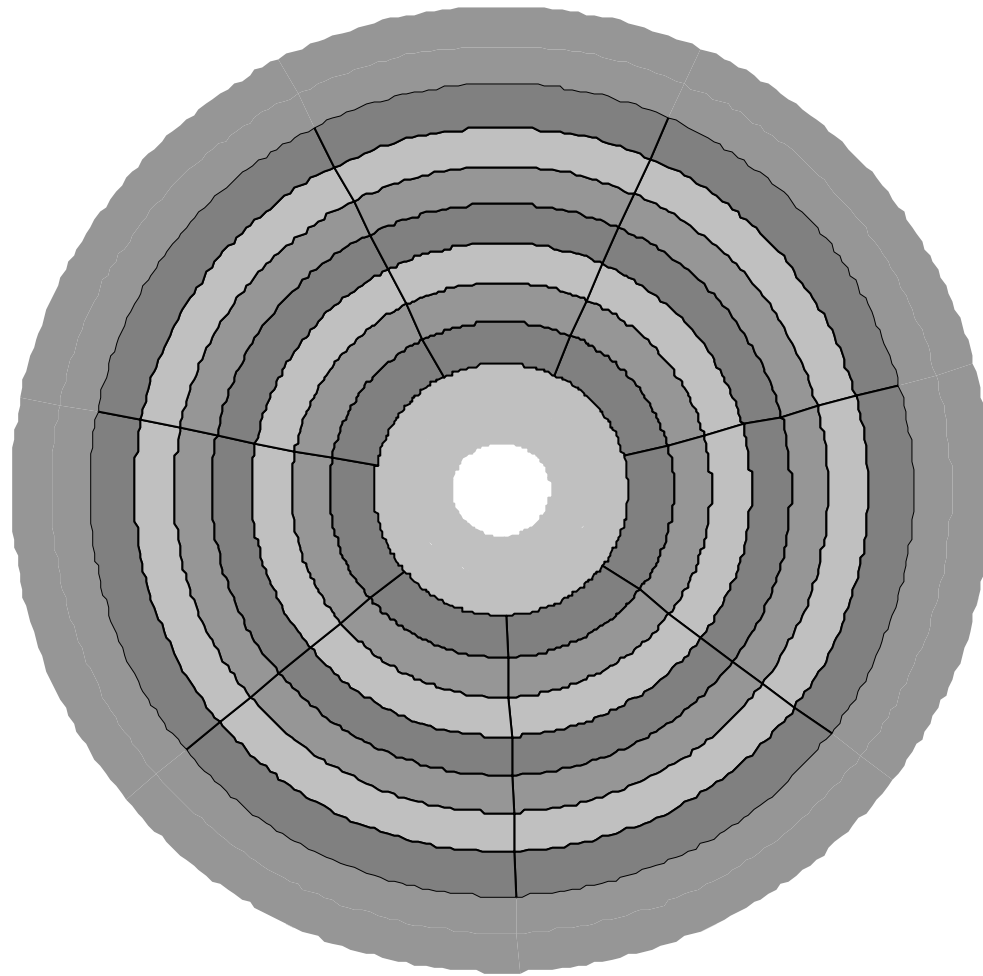
POSTSCRIPT

As an Indigenous woman I would like to acknowledge the contribution made to this project by the two non-Indigenous researchers Roz Walker and John Ballard for creating the space for an Indigenous perspective. This has allowed an Indigenous co-author to assume a central position in knowledge generation and shared interpretation of the contents and process of this research paper. I welcome the opportunity of these two knowledges coming together. It is also important for me to acknowledge the contribution made to this project by other Indigenous stakeholders whose knowledge and experience has been invaluable in developing the process to this point. – *Cheryle Taylor*

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Appendix 1: Conceptual and Analytical Framework



Appendix 2: Operationalising Indigenous Research Principles and their Guiding Values

Indigenous peoples have the right of self-determination. By virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development*

| Values Underpinning Indigenous Research | | Generosity | Respect | Dignity | Tolerance | Equality | Freedom | Diversity | Reciprocity | Equity | |
|---|--|--|--|---|--|--|--|---|--|---|--|
| Human Rights / Cultural Democracy | | | | | | | | | | | |
| Principles guiding Indigenous research | Context principles | | | | Action Principles | | | | | | |
| | Recognise and work within an Indigenous cultural/political framework | Identify and overcome Power Differences in: · Gender · Cultural knowledge · Colonial domination and other variables | Identify and work with diversity in: · Culture · Environment · Language · Experience · Background | Identify and work with variations in socio-economic and geographic disadvantage | Prioritise Indigenous knowledge and experience | Ensure for Indigenous future's orientation | Disseminate research information in an appropriate form to the relevant stakeholders | Ensure research processes and outcomes benefit Indigenous people | Include and be guided by Indigenous people in all phases of the evaluation/research | Assist Indigenous capacity building | |
| Goals of Indigenous Research | Maximise Indigenous participation | Use structures that are already in place to encourage participation. | Identify how power relations may prevent/assist participation of the community | Be aware and responsive to different cultural and family groups that may impact on the research | Minimise the stress of the research on the participants | Ensure that the information shared by the researcher is in a language understandable by the community | Involve as many Indigenous participants as possible in identifying needs | Inform the community at every stage of the research. | Discussions with the community about benefits of the research can assist in maximising participation | Involve the Indigenous participants in as many aspects of the research as possible. Engage an Indigenous reference group that has strong links with the community | Maximising Indigenous participation in the research design, process and implementation will assist in capacity building |
| | Strengthen community/capacity building | Be responsive to the needs of the Indigenous participants | Identify how power relation hinder/contribute to the communities development. Also identify the strengths in the community have overcome any hindrances. | Identify difference as a strength | Research to build on the community strengths | Facilitate the exchange of the participants knowledge within the community. Eg research of language programs | Assist the community in Identifying options | Using appropriate forms of communication with the research will assist in capacity building | Assist the community members in developing research skills | Assist the community in fulfilling identified needs | |
| | Increase effectiveness & efficiency (as defined by Indigenous people) | Identify a schedule that fits in with the community's time frame and allow for deviation due to unforeseen circumstances eg a funeral in the community | Identify how power relations hinder/contribute to Indigenous ways of working | The greater the researcher's understanding of the communities diversity the more effective the research will be | | Indigenous understandings of effectiveness and efficiency needs to be prioritised over economically driven interpretations | Possible future outcomes need to be assessed within the capacity of the community | Effective communication will assist in an efficient research process | The Indigenous participants must benefit from decisions on effectiveness and efficiency | Use the reference group to assist in decisions on what is effective and efficient in the community | Decisions on effectiveness and efficient must assist in building strengths in the community |
| | Increase empowerment (individual and collective) | Legitimise Indigenous cultural and political structures through the research | Identify how power relations hinders/contributes to empowerment | Increase empowerment across the diversity of the community | Increase empowerment across all peoples in the community not just those with power and influence | Legitimise Indigenous knowledge through the research | Legitimise the Indigenous participants future goals through the research | Understanding the research will lead to greater empowerment | Ensure that the research serves the community's agenda | Disempower oneself to varying degrees in order to empower the community's views (this is mainly applicable to non-Indigenous researchers) | The areas and extent to which the community gains research skills and other skills needs to be determined by the community |

This matrix attempts to hold the multidimensional interrelationship of context and action principles and the goals of Indigenous research although the use of the matrix is not meant to suggest that every box has to be filled in for every evaluation or research project. While the goals and principles or goals may act as an important checklist or audit for all research/evaluation projects it is not intended to be prescriptive of a specific set of actions. Rather they ought to serve as a basis for discussion between all stakeholders. Importantly Indigenous self-determination is included here as both a goal and a non-negotiable right — as such it remains a fundamental principle and criteria of all research concerning Indigenous peoples.

* Article 3 The Draft Declaration of Indigenous Rights

Indigenous peoples have the right of self-determination. By virtue of that right they freely determine their political status and freely pursue their economic, social and cultural development*

| Values Underpinning Indigenous Research | Generosity | Respect | Dignity | Tolerance | Equality | Freedom | Diversity | Reciprocity | Equity | |
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| Human Rights / Cultural Democracy | | | | | | | | | | |
| Principles guiding Indigenous research | Context Principles | | | | Action Principles | | | | | |
| | Recognise and work within an Indigenous cultural/ political framework | Identify and overcome Power Differences in: .. Gender .. Cultural knowledge .. Colonial domination and other variables | Identify and work with diversity in: .. Culture .. Environment .. Language .. Experience .. Background | Identify and work with variations in socio-economic and geographic disadvantage | Prioritise Indigenous knowledge and experience | Ensure for Indigenous future's orientation | Disseminate research information in an appropriate form to the relevant stakeholders | Ensure research processes and outcomes benefit Indigenous people | Include and be guided by Indigenous people in all phases of the evaluation/ research | Assist Indigenous capacity building |
| Ensure dual accountability: partnership | Guidelines that are both acceptable to the researcher and the community need to be discussed and adhered to | Identify how power relations hinder/contribute to dual accountability processes | Partnerships need to allow for different opinions | Ensure that accountability across socio-economic and cultural differences in Indigenous groups | Accountability processes must be acceptable within the community's knowledge framework | The researcher should not make promises that s/he can not guarantee | Open and honest communication will assist with the researchers responsibilities to the community | Accountability processes must benefit the community | Accountability processes must have input from the community and the reference group | Knowledge and systems should be shared to enable the community to hold the researcher accountable |
| Achieve appropriate representation | The research must reflect the community's cultural/political framework in a way that is acceptable to the community | Represent the community with an understanding of the power relationships | Acknowledge diversity of views within the community | Acknowledge variations of disadvantage | The research must reflect the community's knowledge system/s | The research must reflect the community's aspirations in a way that is acceptable to the community | Understanding the research processes and outcome will assist the community to ensure they feel represented appropriately | The representations of the community and the research matter must reflect the positives of the community | Representations of the community must reflect the community's view of themselves and the level of participation by the community | Assist the community to understand how and why community representations are important |
| Gain Indigenous control and ownership | Identify political and cultural processes as belonging to the community | Identify how power relations hinder/contribute to Indigenous control and ownership | Be aware of different points of view in the community | Acknowledge how variations of disadvantage impact on ownership and control | Discuss issues of copyright of the research including Indigenous cultural knowledge captured in the research. | Identify goals and aspirations as belonging to the community | Understanding research processes and outcomes will assist in the participants being able to take ownership over the research | Ownership over processes and outcomes will lead to greater benefits for the community | Use the reference group to assist in identifying control and ownership issues | Assist the community to enable them to maximise ownership over the research outcomes and processes |
| Realise gender equity and equality | Work within appropriate gender frameworks eg. Men's business & Women's business | Identify how power relationships impact on women & men. Especially how Indigenous women have been disempowered in relationships. | Acknowledge different views and experience on gender relationships | Acknowledge gender difference and disadvantage across regions | Give voice to both women and men and acknowledge gendered knowledge | Ensure that both men, women and children's future goals are taken into account | Ensure that both women and men are within the stakeholder group | Ensure both men and women benefit from the research | Be guided by both women and men in all phases of the evaluation/research | Assist the capacity building of both men and women |
| Realise Indigenous self-determination | Do not claim expertise on Indigenous issues | Identify how power relations hinder/ contribute to self-determination | Identify different views within the community | Acknowledge how variations of disadvantage impact on self-determination | Express the Indigenous participants' strengths through the research | Listen and respond to the aspirations of the participants | Understanding the research process and outcomes will assist the community to determine the research direction. | Ensure that the research serves the community's agenda | The greater the involvement of Indigenous participants the greater chance for community self-determination rather | The research needs to be assessed in its capacity to assist in self-management of the community |

Goals of Indigenous research

This matrix attempts to hold the multidimensional interrelationship of context and action principles and the goals of Indigenous research although the use of the matrix is not meant to suggest that every box has to be filled in for every evaluation or research project. While the goals and principles or goals may act as an important checklist or audit for all research/evaluation projects it is not intended to be prescriptive of specific set of actions. Rather they ought to serve as a basis for discussion between all stakeholders. Importantly Indigenous self-determination is included here as both a goal and a non-negotiable right — as such it remains a fundamental principle and criteria of all research concerning Indigenous peoples.

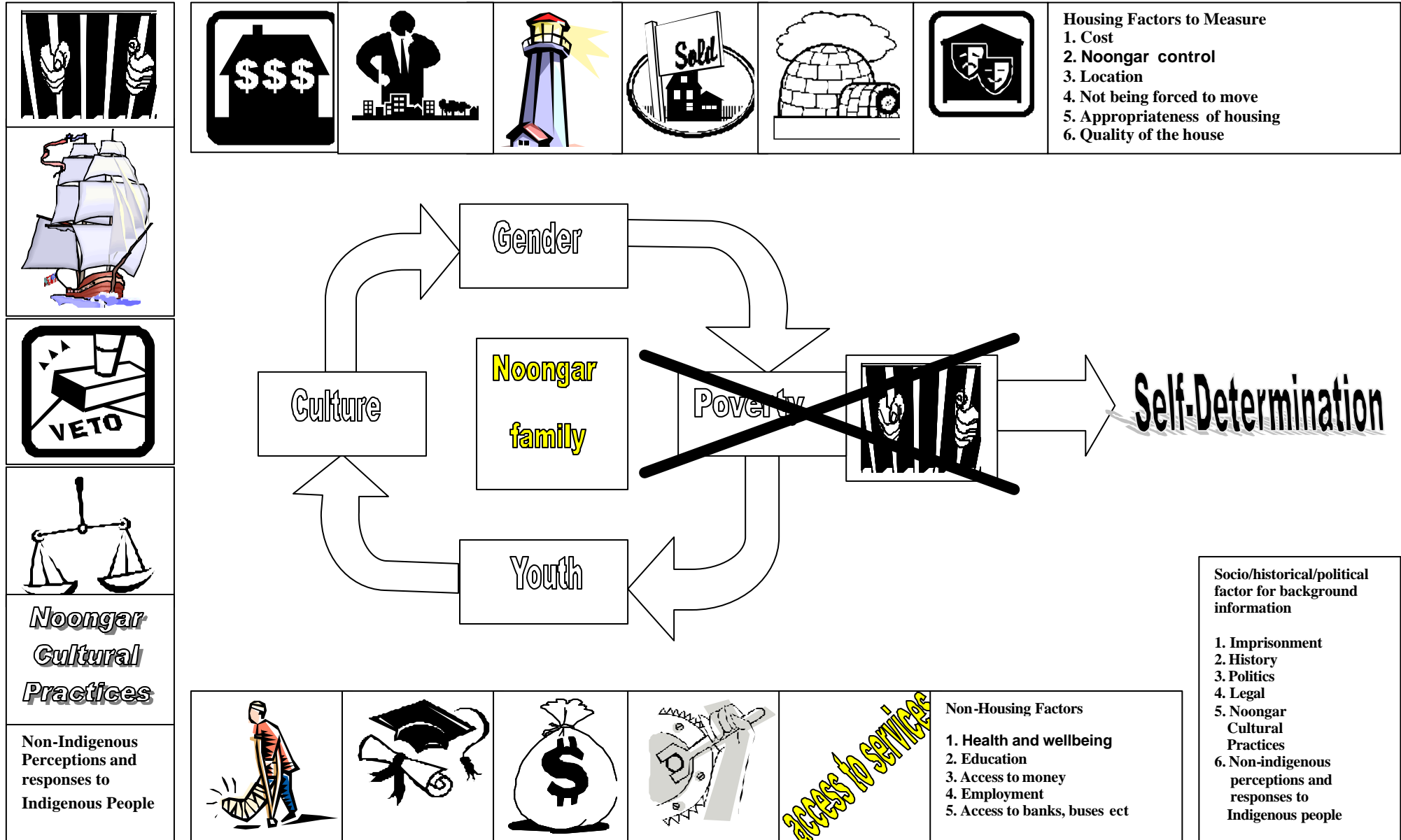
* Article 3 The Draft Declaration of Indigenous Rights

Appendix 3: Stakeholder Consultation & Dissemination

| 2001 | Who | What | Outcomes |
|-------------|--|---|--|
| Jan & Feb | 5 Manguri 2 Derbarl Yerrigan Health services 6 Coalition of Aboriginal Agencies 3 Community Representatives 1 Department of Aboriginal Housing 1 Indigenous Families Program 1 Tenants Advice Service 1 Shelter WA 1 Geraldton Resource Centre | Stakeholder group: On going discussions and direction in the development of frameworks and access to relevant information and connections | Interest shown for the development of evaluations for the Indigenous Families Program, Manguri: Transitional Housing Program, Department of Aboriginal Housing: Management Support Program |
| March | 3 Transitional Accommodation Program: Manguri | Discussion on housing problems and how an evaluation framework may look | Discussion highlighted a number of problems that exist in Indigenous housing and ways that a development of transformative evaluation processes may assist in program development |
| April | 3 Derbarl Yerrigan | | |
| May | Indigenous Academics/Authors Darlene Oxenham Lester Rigney Wendy Brady Veronica Arbon Martin Nakata Linda Tuhiwai Smith | Discussion on the Position Paper | Support for the research principles and indicators developed through the Position Paper |
| | Community based Aboriginal organisation | Development of Audit Critique and discussion of Principles | Formulation of a document that assisted the organisation to challenge the audit |
| June & July | Broome: community member | Discussions on the usefulness of principle & indicator matrixes and frameworks | Support for the research principles and indicators developed through the Position Paper |
| | Geraldton Resource Centre | | |
| | 2 Derbarl Yerrigan | | |
| | ATSIC | | |
| | 2 Department of Aboriginal Housing | | |
| | Community member 2 Manguri Transitional Accommodation Program | | |
| Aug | AHURI board members | Discussion on research principles | Adoption of research principles by AHURI |
| | Indigenous families Program | Critique of evaluation model | The development of a new model that is acceptable to the program workers |
| Sept | Department of Indigenous Affairs | Discussion on IFP evaluation | Development of an working relationship with DIA, ATSIC |
| | Conference Participants | Indigenous Researchers' Forum | The workshop developed a positive response from the participants and the suggestion the research principles should be adopted by all universities |
| Oct | Conference Participants | Our Homes, Our Communities, Our Future: Australian Housing Conference | Representatives from Family & Community Services, Queensland Department of Housing & Centrecare Marriage & Family Service showed strong support for the indicators & principles |
| | 7 Department of Indigenous affairs 1 Coalition of Aboriginal Agencies 1 Indigenous Families Program 2 ATSIC; 1 Family & Community Services (Commonwealth) | Presentation & Discussion on IFP evaluation | The discussion lead to unanimous support for the evaluation framework for the IFP & other programs such as ATSIC's Community Action Groups |
| Nov | Department of Industry & Technology | Presentation & Discussion on IFP evaluation | The discussion and presentation lead to support for the evaluation framework for the IFP |

Appendix 4: Pictorial Representation of Program Evaluation

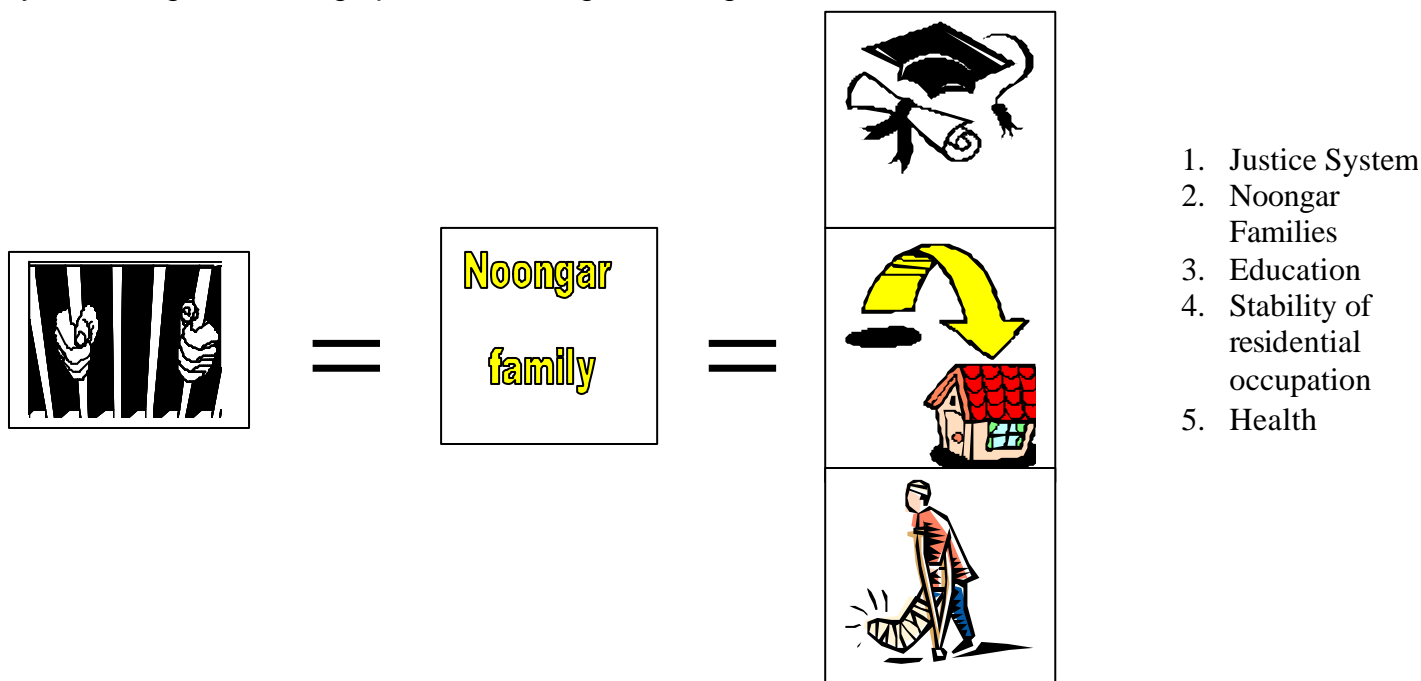
Context For Housing Program Evaluation



Appendix 4a: CAMS Critique

The Limitations of the CAMS evaluation

- It does not take into consideration broader historical / political / social factors into account that impact of Aboriginal Service Providers and families involved in the IFP. By not doing so it does not place the program or the community in a broader perspective of social disadvantage and therefore does not highlight the need for tools of measurement that are based on social equity.
- The document shows no signs of adhering to Royal Commission into Aboriginal Deaths in Custody Report recommendations 48 – 51 on Social Indicators and Research or Recommendations 73 –76 on Housing and Infrastructure or recommendations 77 & 78 on Self-Determination. By not doing so it does not use the knowledge that has already been developed to assist research within Indigenous communities.
- It does not differentiate between short, medium and long term goals of the IFP. By not doing so it appears that a reduction of family members into the justice system is a short term goal this can set the IFP up to failure.
- The points of measurement that are used for housing are very limited; 'stability of residential occupation'. Firstly it focuses on the family as being the 'problem' for their stability. Secondly it does not take into account other factors such as the house location which can impact on a families stability.
- It also only proposes a 'bottom up' accountability model rather than a model that has dual accountability and reflective processes so that the IFP can develop further and the government are accountable to fair policy and processes.
- One way accountability is in danger of setting up both the Indigenous organisations and the families to failure.

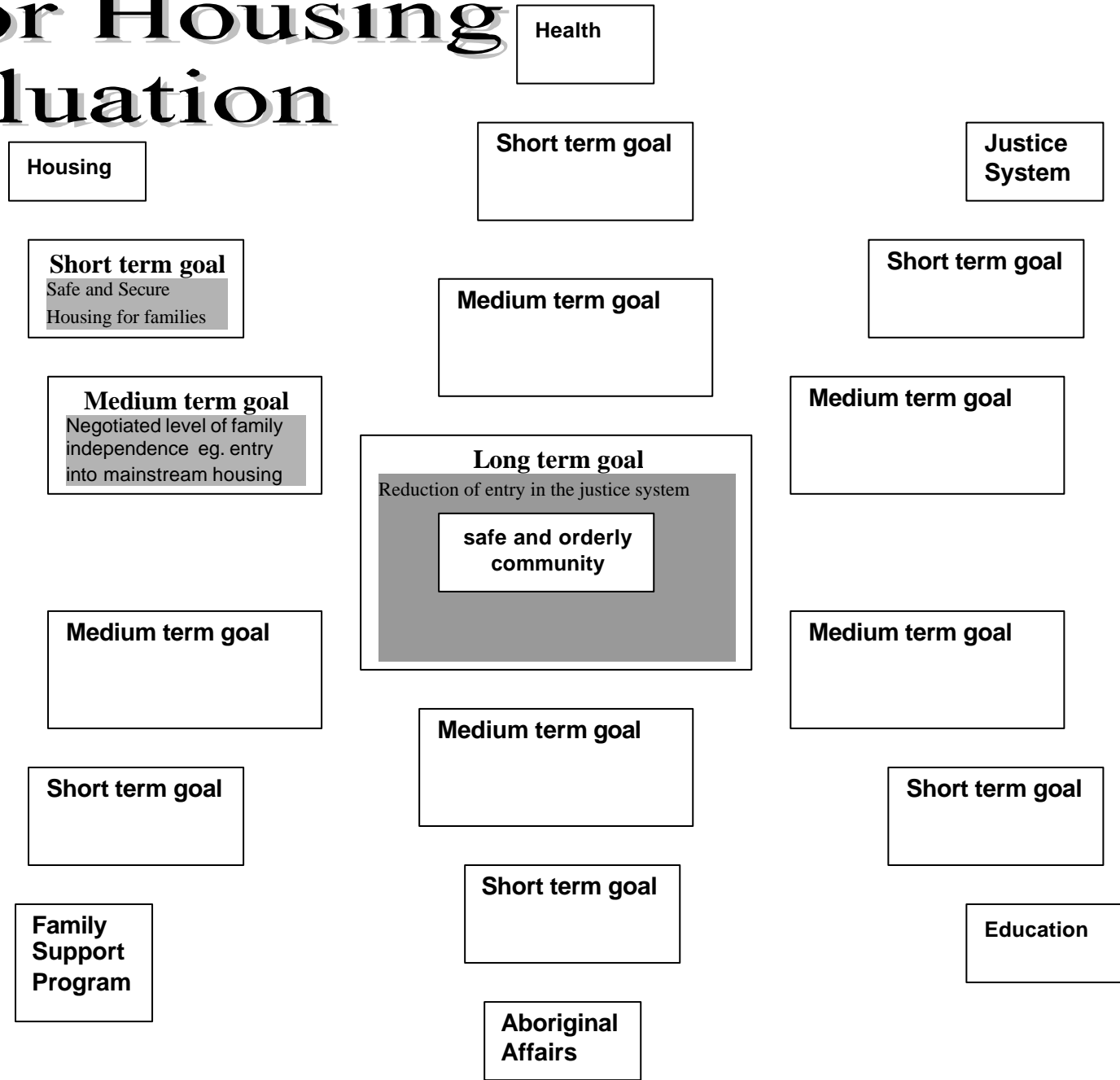


Alternative Housing Evaluation Model

Our discussions to date have shown that there is a need to take a number of factors into account when doing housing evaluation:

- Evaluation needs to be guided by culturally appropriate research principles that are underpinned by human rights and have the goal of self-determination and social justice for Indigenous peoples.
- Evaluation needs to be placed within an historical / political / social context in order to accurately locate forms of disadvantage.
- Evaluation needs to also take into account non-housing factors such as health that may be impacted on or affect housing.
- Housing indicators need to incorporate Indigenous control and cultural adequacy. Other indicators need to be developed by consultation with the Indigenous organisation.
- Accountability measures need to be fair and not set the organisation up for failure.
- Accountability measures need to also be placed on government services in which the organisation relies upon in order to meet its goals.
- Evaluation must also assist in the development of the organisation.
- Measurable goals must be achievable.

Goals for Housing Evaluation



Evaluation Goals, Variables and Questions

| Organisation | Short Term Goals 1-2 years | Medium Term Goals 5-7 years | Long Term Goals 10-15 years | Evaluation Variables | Evaluation Questions |
|----------------------------------|---|--|---|---|--|
| IFP | Accountability | | | | |
| | Development | | | | |
| CoAA | Accountability | | | | |
| | Development | | | | |
| Department of Aboriginal Affairs | Accountability | | | | |
| | Development | | | | |
| Department of Housing and Works | Accountability <i>For example:</i> Safe and Secure Housing for families | <i>For example:</i> Negotiated level of family independence | <i>For example:</i> Reduction of housing risk factors that cause entry in the justice system | <i>For example:</i> <ul style="list-style-type: none"> • Location • Affordability • Indigenous Control • Cultural Adequacy • Habitability • Security of Tenure • Accessibility • Timing of response | <i>For example:</i> Is the housing/services provided by the Ministry: <ul style="list-style-type: none"> • In an appropriate location? • affordable? • In the control of the family and/or IFP? • Cultural Adequate? • In good condition? • With a secure tenure? • Accessible to appropriate resources/family/ education? • Been within an appropriate time frame? |
| | Development <i>For example:</i> Positive working relationships with the IFP | <i>For example:</i> Policy development and change | <i>For example:</i> Reduction of housing risk factors that cause entry in the justice system | <i>For example:</i> <ul style="list-style-type: none"> • Staff training • DoHW/IFP relationships • Policy change | <i>For example:</i> <ul style="list-style-type: none"> • What cross-cultural training has the staff at DoHW had? • Is the working relationship between DoHW productive? • What policies have change within DoHW related to Indigenous housing? |

Appendix 5: Analysis of measures and indicators problems (Burke et al 2000)

| Outcome to be measured | Performance Indicator | Problem |
|--|---|--|
| Level of provision The extent to which public housing provision meets agreed need. | Proportion of households provided with housing assistance in a year relative to an agreed level of provision. | This is a measure of the capability of each SHA, not what would need to be done in order to ensure an adequate level of housing provision. |
| Targeting The need status of all households receiving assistance. | The proportion of households in need who are in public housing. | Difficulty of measuring housing need accurately, and there is an assumption that targeting is good. |
| Affordability The level of affordability within the public sector. | The percentage of assessable household income spent on housing costs. | This is effectively a tautological measure in that SHAs are required to keep rents for low-income tenants to an affordability level. It is really a descriptor of current policy. |
| Housing conditions | Housing stock condition as determined by client perceptions. | Problems in comparability of data collections across states, difficulties that inevitably arise when tenants have to assess a complex housing attribute, and not amenable to policy or program action. |
| Under utilization-degree of under-occupation of dwellings | Proportion of households where dwelling size is not appropriate. | This assumes that there is a clear and unambiguous relationship between household size and number of bedrooms. These relationships do not hold in the home ownership sector, so why assume that they are valid for the public sector? |
| Timeliness The time waiting for rental housing | Proportion of total number of households on waiting list in specific time-wait periods eg less than twelve months, three to four years etc. | Waiting lists are a notorious inaccurate indicator, reflecting the size of the stock relative to unmet demand, the degree to which stock is allocated on a priority basis, and the severity of the eligibility criteria. |
| Rate of Return of Assets | Rate of Return on equity. | Requires heroic assumptions to be made about the value of assets and prone to the vagaries of the market in that values reflect private sector operating environment. |
| Equity value of Assets | The equity value of a given year relative to target levels. | What is the point? What is the policy objective? Also equity subject to instability of market values. |
| Administrative and operational efficiency | The average administration and operational cost per dwelling. | Assumes that low costs are good. But this depends on services that are offered. Difficulties of comparable data across different jurisdictions. |
| Community service obligations Direct subsidies | Direct subsidies as a proportion of the total market value. | Heroic assumptions required to measure market values. Does this subsidy actually reflect the cost of providing housing assistance. Assumes limited concept of what are community service obligations. |
| Cost of stock production The acquisition of stock | Average purchase cost per dwelling. | Variations in costs might reflect regional variations in the housing cycle. They might also simply reflect differing housing standards. High costs might mean better quality dwellings. |
| Rent Arrears The management of rent arrears | Percentage of tenants in arrears at any time | Does this lead to a 'moral hazard', with SHAs prematurely evicting high need, low income tenants? |
| Stock turnaround | Proportion of rent lost through vacancy divided by the potential rent. | Being based on market rents subject to vagaries of market processes. |
| Rent Arrears | Total rent actually collected as a percentage of total rent charged. | Sensitive to timing of arrears. Thus arrears created in one year may be recovered in next. Created possibility of rent collected in some jurisdictions in some years exceeding 100%. Sensitive to market forces given rent charged is market rent. |

Appendix 6: Indigenous Housing Programs List & Description

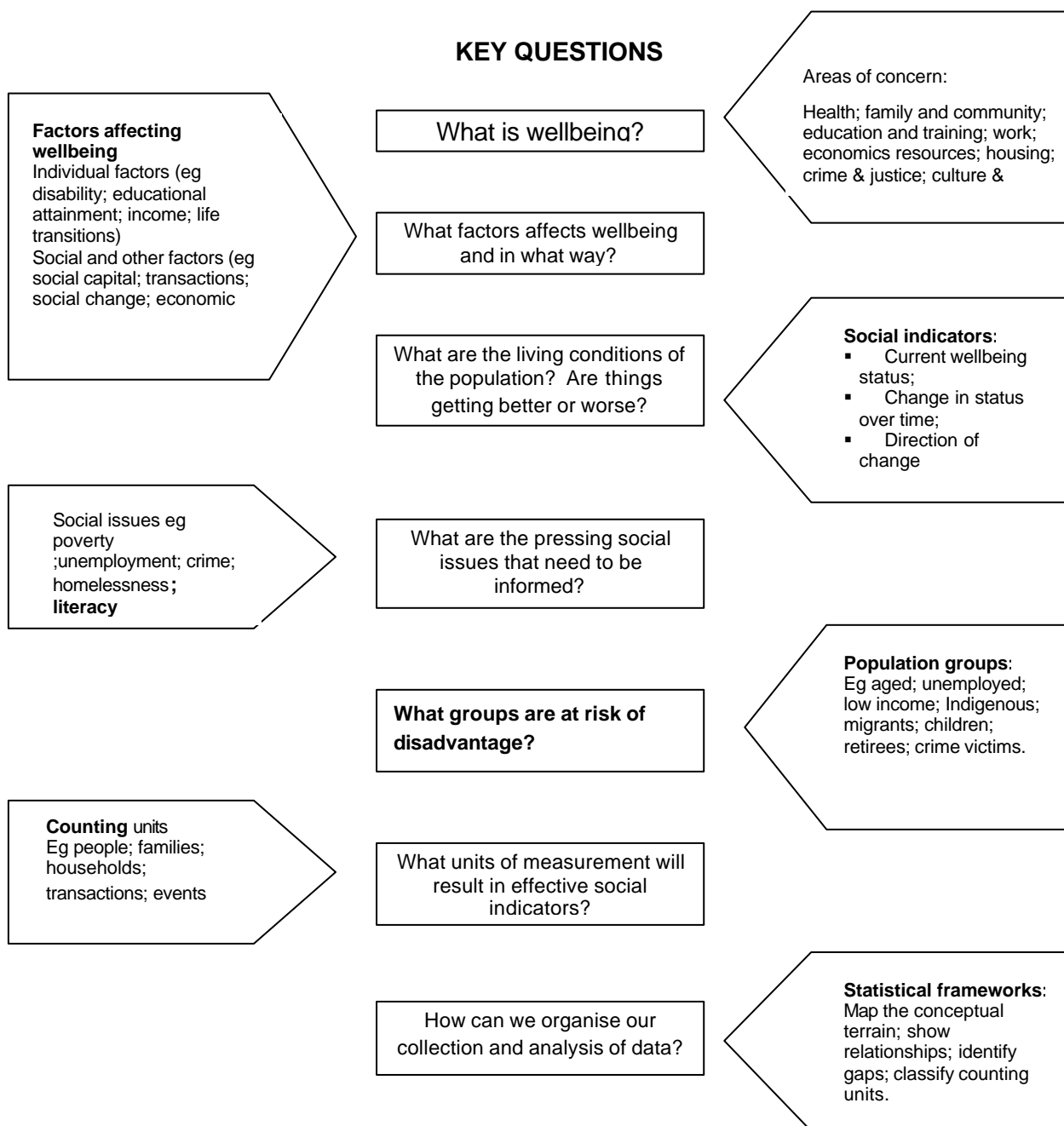
| Programs | Org'n | Goals/Purpose | Delivery Agent | Evaluation Approach | Measures |
|---|--------------------|---|-----------------------------|--|--|
| Aboriginal Communities Strategic Investment Program (ACSIP) | DoH & W | To upgrade & normalise essential services to large established remote Aboriginal communities by: <ul style="list-style-type: none"> • Advising communities, govt. & stake holders • Coordination • funding | DoH&W | | |
| Community Housing Infrastructure Program: <ul style="list-style-type: none"> • National Aboriginal Health Strategy | ATSIC | Assist in future design, construction and maintenance of housing | Indigenous Orgn's | Negotiated Terms of Reference and Reporting Survey, Stocktake/ Audit & Community training | Effectiveness, efficiency, reducing the level of Indigenous housing needs, supporting housing infrastructure services, meeting clients needs |
| Joint Venture Housing Program Aboriginal Tenants Support Service | MoH DoH&W & AHB | Provide information & advice on local housing and tenancy issues to Aboriginal families living in regional areas | | Preparation of annual budget Quarterly financial reports Service reports Annual audit | |
| Aboriginal Home Ownership Scheme | DoH&W | To assist Aboriginal people to own their homes | | | |
| Management Support Program | DoH&W | Provide accredited training in | MoH | Monthly progress reports and annual report Annual work plan budget. Quarterly financial report Quarterly progress reports and annual audits | |
| Transitional Accommodation Service for Aboriginal Families | FaC's | To provide short term assisted accommodation for homeless people. | Non-govt org's | | |
| Environmental Health Package | DoH&W | Combat health problems in selected Aboriginal communities | Qualified service providers | Training & employment | |
| Home Ownership Program | ATSIC | To assist Aboriginal people to own their homes | | | |
| Community Construction Program | DoH&W | Build and maintain houses in remote communities | | Training & employment | |
| Remote Area Essential Services Program | DoH&W | To provide infrastructure maintenance to remote Aboriginal communities | Qualified service providers | Training & employment | |
| Aboriginal Urban Construction Program | DoH&W | Build houses for Aboriginal people in Urban areas | | | |

Appendix 7: Goals and Performance Indicators for Government Housing Programs

| | Public Housing Assistance Program | Community Housing Program | Crisis Accommodation Program | Home Purchase Assistance | |
|----------------------------------|---|---|--|---|---|
| Specific Program Goals | To provide assistance to people on low incomes, including people at risk of homelessness, in urgent housing need, in crisis or unable to obtain affordable and appropriate housing in the private rental market | To provides rental accommodation for people with low to moderate incomes. To provide the opportunity for self management | Provide accommodation for people who homeless and in crises | To assist low- to moderate-income households to purchase a home or to provide help with mortgage repayments | |
| General Program goals Under CSHA | Program Indicators used to used to measure the efficiency and the effectiveness of the programs | | | | |
| Stated Goals | Affordable Housing | <ul style="list-style-type: none"> Affordability of the assistance provided | <ul style="list-style-type: none"> Affordability of the assistance provided | <ul style="list-style-type: none"> Affordability | <ul style="list-style-type: none"> Affordability of the assistance provided |
| | Appropriate to their needs | <ul style="list-style-type: none"> The standard of rental housing provided Match of dwelling size to household size Timeliness of assistance Consumer satisfaction | <ul style="list-style-type: none"> Match of dwelling to household size | <ul style="list-style-type: none"> Unmet need | <ul style="list-style-type: none"> Consumer satisfaction |
| | Assistance provided for other housing related purposes | | | | |
| Unstated Goals | Instrumental efficiency | <ul style="list-style-type: none"> Total amount of assistance provided Targeting assistance to those most in need The efficient use of housing assets The value of housing assets | <ul style="list-style-type: none"> Cost of stock production Rent arrears | <ul style="list-style-type: none"> Level of stock provision Stock condition | <ul style="list-style-type: none"> Level of provision Targeting assistance to those most in need Value of HPA assets and rate of return Capital adequacy Number and value of arrears Level of provision for doubtful debts Number & value of bad debts & other loses written off |

Highlighted by this diagram is that housing related needs are not required to be measured through the reporting systems in mainstream housing programs, which are also accessed by Indigenous people. The outcome of which is that programs are either not encouraged to assist people with their housing related needs or they are not recognised for doing so. Discussions within this paper have highlighted the interconnectedness of health, education and other social indicators relationship to housing that can value add to or take a way from Indigenous and broader community wellbeing. Further to this is the weight placed on 'unstated goals' that emphasize efficiency at the cost of meeting broader social goals.

Appendix 8: ABS System of Social Statistics



(figure : Trewin 2001, *Measuring Wellbeing Frameworks for Australian Social Statistics.*)

Appendix 9: Recommendations on Auditing Manguri to Family and Children's Services

| AREA | WHAT THE REVIEW FOUND | WHY IT IS IMPORTANT TO CHANGE | RECOMMENDATIONS |
|--|--|--|---|
| Identifying Power Difference | There is a concern that Manguri is subjected to culturally inappropriate interrogation. Manguri is one of the few Indigenous community organisations. It struggles between developing a culturally appropriate service for it's clients and fulfilling non-Indigenous rationalised measurement strategies. | Indigenous people are over-represented in the welfare system and are too often subjected to mainstream organisations that do not provide culturally appropriate services. The outcome of which multi-generational welfare dependency and further abuse of Indigenous people. | Audits within Manguri need to follow Indigenous research principles |
| Genderising Audit | There is a concern that the Auditor did not speak to any Indigenous women about the economic position of Manguri. | In the last year Indigenous women have joined the Manguri board. These women have been instrumental in assisting Manguri to develop an economic restructuring program that address a number of issues raised by the audit. | Listen to Indigenous women board members when commencing an Audit on Manguri |
| Assisting Indigenous people with their search for a better future | There is a concern that the auditors showed little to no concern for the future of Manguri. | Manguri is one of the few Indigenous organisations servicing Indigenous people and plays an important role in the wellbeing of Indigenous people | The auditors need to listen to the vision that the board has for the of Indigenous futures and work a long side to help achieve this goal |
| Indigenous Benefits from the Audit | The review found that the audit assisted the board in confirming issues that had already been identified in the internal restructure. For this the board is grateful. However, the aggressive tone of the document has caused funding partners to withdraw their support. This has caused much pain to the Indigenous workers and clients. | Manguri is one of the few Indigenous organisations servicing Indigenous people. This Audit may false the closure of this organisation by the withdrawal of funding. The result will be of a great loss to the Indigenous community. | Consult with Indigenous people to find out what benefits can arise from an Audit and work alone side of them so that those benefits are achieved. |
| Indigenous participation Guided by Indigenous people involved in the research | 1. There is a concern that no Indigenous board members or workers were consulted during the course of the Audit. 2. There is concern that Indigenous board members had no control over the direction and development of the Audit | Due to the lack of control and participation of Indigenous board members and workers a bias document has been developed that does not reflect the positive influence that Manguri has had within the Indigenous community | Indigenous board members and staff need to be involved in the design and the ongoing development of any Audits that occur in Manguri |

| AREA | WHAT THE REVIEW FOUND | WHY IT IS IMPORTANT TO CHANGE | OUR RECOMENDATIONS |
|--|--|---|---|
| Prioitising Indigenous knowledge and Experience | There is concern that the Indigenous board members and staff were not interviewed during the Audit and Indigenous position was not in the final report. | The Indigenous board members and workers have a wealth of knowledge about fiscal matters relating to Manguri. By not including them in the Auditors were unable to understand how the restructure was taking place and what impact that will have on fiscal matters in Manguri. | Audits commenced at Manguri should have offer to have the full involvement of both the staff and the board members |
| Enhancing Indigenous Capacity | The board thank the Auditors for their final report as this goes someway into assisting Manguri's capacity to do an internal Audit. However, by not inviting the Indigenous board members and staff members on to a Auditing panel no opportunities were provided for further skill enhancement. | Manguri needs to have the capacity to commence internal Audits. | Involve Indigenous board members and staff members in all aspects of the Audit. |
| Working in an Indigenous Cultural/political framework | It is of concern to the board that processes that are already in place were not utilised. | By not using Manguri processes the Audit misrepresented Manguri and made many errors in its interpretation of information. | The Auditors should work closely with the manager and the director to assure that appropriate processes are being used. |

Appendix 10: Transitional Accommodation Program Measures

| Aim and Goals | | Measures/Indicators | | |
|--|------------------------------|--|---|--|
| | | Output Measures | Objectives | Service Activities (Strategies) |
| To be self reliant | | <ul style="list-style-type: none"> Number and percentage of service users who show increased knowledge and skills in areas indicated in their case plans Number and percentage of service users who show an increased knowledge of the housing market and their rights and responsibilities in relation to housing | <ul style="list-style-type: none"> Service users develop increased knowledge and skills in order to reduce the likelihood of future crises Service users are assisted to develop a knowledge of the housing market and their rights and responsibilities in relation to housing | |
| To be independence | | <ul style="list-style-type: none"> The accommodation period for all consumers accommodated | | <ul style="list-style-type: none"> Assistance to obtain long term housing Skills development |
| To resolve crisis | | <ul style="list-style-type: none"> The number and percentage of service users who received different types of support and accommodation services Number and percentage of families requesting assistance who are able to access accommodation and/or support | <ul style="list-style-type: none"> Families who are homeless, or at imminent risk of homelessness: <ul style="list-style-type: none"> are supported to work through their crisis can access safe and supported accommodation Families accommodated feel safe and supported during their stay | <ul style="list-style-type: none"> Support Case management Brokerage – with other community support agencies Counseling Advocacy |
| To re-establish family links where appropriate | | | | |
| Unidentified goals | Other | <ul style="list-style-type: none"> Number and percentage of consumers who report satisfaction with the service provided as measures by consumer feedback Number and percentage of service users who indicate that the service is safe and supportive Percentage of consumers who report satisfaction with the cultural appropriateness of the service | <ul style="list-style-type: none"> Service users have access to accommodation and support that is appropriate to their cultural background | Assistance to access: <ul style="list-style-type: none"> Education opportunities Employment/training opportunities Appropriate recreational activities Income entitlements Medical care Treatment services |
| | To be economically efficient | <ul style="list-style-type: none"> The number of hours the service is available Total number of people supported for the reporting period The number of case plans developed with service users The number of individual consumers accommodated with a breakdown of age, ethnicity and gender | | <ul style="list-style-type: none"> Financial Records Management Records and Minutes Staff Records Client reports (as appropriate) Annual reports Outcome and Output measurements |

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