

Research Paper

Older persons in public housing: present and future profile

authored by

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for the

**Australian Housing
and Urban Research Institute**

Swinburne-Monash Research Centre

November 2007

ISBN: 1 921201 82 7



Australian Housing
and Urban Research Institute

ACKNOWLEDGEMENTS

This material was produced with funding from the Australian Government and the Australian States and Territories. AHURI Ltd gratefully acknowledges the financial and other support it has received from the Australian, State and Territory governments, without which this work would not have been possible.

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

The author would also like to acknowledge the contribution of the following to this Research Paper and thank them for their assistance:

- Liss Ralston for providing the statistical material upon which Section 3 and Section 4 are based;
- Liss Ralston and Terry Burke for reviewing the methodology for projecting future demand for public housing from older people;
- David Hudson for editing the Paper.

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ABBREVIATIONS

ABS	Australian Bureau of Statistics
ACHA	Assistance with Care and Housing for the Aged (Program)
AIHW	Australian Institute of Health and Welfare
APHA	Aged Persons' Homes Act 1954 (Cth)
CACP	Community Aged Care Package
CSHA	Commonwealth-State Housing Agreement
EACH	Extended Aged Care at Home
FaCSIA	Australian Government Department of Family and Community Services and Indigenous Affairs
GSS	General Social Survey
HAA	Housing Assistance Act 1996
HACC	Home and Community Care (Program)
SAAP	Supported Accommodation Assistance Program
SHA	State (or Territory) Housing Authority
SOMIH	State Owned and Managed Indigenous Housing

GLOSSARY OF TERMS

Bedsitter: A self-contained dwelling which does not have a separate bedroom. It generally consists of two rooms: a bathroom and a room containing a kitchenette for dining, sitting, sleeping etc.

Commonwealth Rent Assistance: Assistance provided by the Australian government to recipients of pensions and allowances to help them pay their rent in the private rental market.

Community housing: A form of social housing provided by or managed by a community housing organisation.

Independent living unit (ILU): a self-contained dwelling where an older person can live independently.

Non-private dwelling: A dwelling which provides a communal type of accommodation. Relevant examples are boarding or rooming house, private hotel, hostel for the homeless, night shelter, refuge. Non-private dwellings do not include independent living units or self-care units for older people.

Older person household: A household in which there is at least one older person.

Older person: A person who is 65 years or over.

Public housing demand: The demand for housing from households who are eligible for public housing.

Public housing: A form of social housing managed and usually owned by the state or territory government.

Social housing: Forms of housing which are financed, owned and managed for the purposes of meeting social objectives. It includes both public and community housing.

EXECUTIVE SUMMARY

Numerous reports on Australia's ageing population and positive or healthy ageing by Australian and state/territory governments over the past decade reveal a changing approach to older people (65 years and over). Notwithstanding, Australia still lacks 'a comprehensive and coordinated approach to housing and older people' (Jones et al. 2004), such that community care programs will achieve not only good outcomes for owner-occupiers but also good outcomes for vulnerable older people who rent (McNelis and Herbert 2004).

102,735 persons aged 65 years or more live in public housing, nearly all living alone or with their partners. Tenancies with older persons comprise approximately 29 per cent of tenancies. The number of older person tenancies is likely to increase as older tenants age in place and more apply for public housing in the absence of other viable alternatives.

State and Territory Housing Authorities (SHAs) are now being confronted by a range of major policy, management and practice challenges: the demand from older people for public housing has not peaked; older people have higher and changing expectations; many will need support; and the size of their housing units is too small, below community standards and no longer meets the expectations of older people.

Aims and research questions

This research project seeks to explore these challenges for SHAs. It has four aims, as follows:

- Develop a profile of older public housing tenants;
- Identify the housing policy and management issues associated with older tenants;
- Identify the issues associated with linkages to support services for older people;
- Discuss the implications of these issues and new approaches to older people for the future of public housing and SHAs.

In the process of achieving these aims, the project will address five key research questions:

- What are the characteristics and housing circumstances of older public housing tenants?
- What is the likely future demand for public housing from older people over the next ten years?
- What are the housing policy and management issues associated with older tenants?
- What is the role and responsibilities of SHAs in facilitating the access of older people to support services, in particular, to aged care?
- What examples of good practice and policy initiatives are there among social housing providers in Australia and overseas?

Methods

This study will use a variety of methods. An analysis of secondary and other data sets will develop a profile of older public housing tenants. Demographic projections will estimate the future demand from older people for public housing to 2016 as well as the number of older people in public housing in 2016. A literature search and review will identify the changing approaches to older people, their changing housing circumstances within Australia and the policy and management issues.

The literature review and data analysis will be complemented by a series of face-to-face interviews in three states with different attributes: Victoria, a larger state with culturally and linguistically diverse older tenants; Queensland, a state with an increasing aged population in the context of the fastest growing state; and Tasmania, a small state with the highest rate of ageing (ABS 2004a). The purpose of these interviews is to identify policy and management issues from the perspective of four groups: older people living in public housing; services providing support to older people in public housing; SHA frontline staff; and SHA area/regional managers.

These methods are interrelated and cumulative. They form the basis for a synthesis of findings which will identify the key policy and management issues and the implications for SHAs of changing approaches to older people.

Reports

The results of the project will be presented in two reports: this Research Paper and a Final Report.

This Research Paper addresses the first two research questions. It locates and orients the project within a broader context: changing approaches to older people, ageing in place, the history of older people in public housing in Australia, a profile of older people in public housing, the results of demographic projections of the future demand for public housing from older people to 2016 and the results of demographic projections of older people living in public housing.

A Final Report will address the third, fourth and fifth research questions. It will outline the findings of the interviews, outline examples of policy initiatives and provide a synthesis of the policy and management issues that older people present for the Australian and state/territory governments and for SHAs.

Changing approaches to older people

The last three decades have seen a dramatic change in approach to older people, highlighting the positive and creative aspects of ageing, the diversity among older people and their right to independent living.

Ageing is not just a matter of chronological age but the more complex process of biological ageing, psychological ageing and social ageing.

While ageing in place has long been the preference of older people, its recent emphasis recognises that independence is not simply a function of the capacity or incapacity of older people but also a function of their environment. Thus, it transfers the onus of responsibility from just the older person to the creators of the local environment, including the providers of housing and support services. It requires them to adjust this environment so that the older person can remain in the housing option of their choice.

The history of public housing for older people is relatively short – at the outset, they were allocated stock specifically constructed for this target group, were provided with additional amenities and received preferential treatment in relation to eligibility, allocation to specific stock, and rents based upon the age pension rather than actual income.

Public housing is but one social housing option for older people. Any decision about the future of this option must take account of housing and management models of these other options.

Public housing stock for older people is now in a state of transition. Much of it has passed its use-by date and requires upgrading to new standards, or demolition and redevelopment. SHAs have already begun this process, adopting new standards and introducing programs to modify dwellings where required.

Profile of older people in public housing

Four sources of secondary data were analysed to build up a profile of older people in public housing:

- Housing Assistance Act 1996 Annual Report 2004-05;
- ABS 2001 Census;
- 2005 National Social Housing Survey (public housing);
- ABS 2002 General Social Survey.

These data sources differ in their units of analysis (tenancies, households and persons), in their mode of collection (administrative collection, questionnaire completed by the householder and face-to-face interview) and in their scope (enumerate all data and a random survey). As a result they are not comparable and the findings from each are presented separately.

The analysis highlights the particular characteristics of older people living in public housing. Where possible, these characteristics are compared: older public housing tenants with other public housing tenants; older person households in public housing with other households in public housing; older persons in public housing with other persons in public housing; and older persons in public housing with all older persons.

The 2004-05 Annual Report of the Housing Assistance Act 1996 (Cth) indicates that:

- 29% of all public tenants are older, ranging from a high of 32% in South Australia to a low of 23% in Tasmania, Northern Territory and ACT;
- 48% of all older public tenants are 75 years and over;
- 22% of all public tenants in state-owned and managed Indigenous housing are older tenants (55 years and over), with 11% of these older tenants 75 years and over;
- 5% of public housing allocations in 2004-05 were made to applicants 75 years and over.

The ABS 2001 Census indicates that:

- 14% of public housing residents are older persons, with the largest proportion in South Australia (22%) and the lowest proportion in ACT (3%);
- Yet both South Australia and ACT have the highest proportion of older persons in public housing (9%), with Victoria and Tasmania having the lowest proportion (3%);
- Over 60% of older persons in public housing are women in all states/territories, except the Northern Territory (50%);
- Over half (56%) of older persons in public housing are 65-74 years. However, this varies by state/territory with ACT 28% and NT 75%.
- The proportion of older people in public housing born overseas is less than all older persons (57% compared to 63%), though the proportion born in New Zealand, United Kingdom and Ireland is higher (18% compared to 12%).
- 70% of older public housing tenants have not moved in the previous five years, compared to 51% of all public housing tenants and 65% of all older persons;
- 65% of older person households in public housing are lone person, compared to 34% of all older person households. Only 19% of older person households in public housing are couple households, compared to 33% of all older person households.

The 2005 National Social Housing Survey (public housing) on tenant satisfaction with public housing, tenants needs etc. indicated that:

- The level of satisfaction with SHA service delivery and dwellings is generally higher among older age-groups (65-74, and 75 and over) than younger age-groups (15-64 years), for example 74% of those 65-74 years and 79% of those 75 years and over were very satisfied or satisfied with the overall service provided compared to 64% of those 15-64 years;
- Two exceptions to high levels of satisfaction with service delivery were 'the time it takes before you are attended to in the office' and 'the knowledge of staff about policies and procedures', particularly among the 75 and over age-group;
- The exception to high levels of satisfaction with condition of dwellings related to sharing facilities or common area;
- The most important ways in which public housing helped older persons were (i) they felt more settled in general and (ii) they were able to continue living in the area;
- The aspect of the dwelling which most older persons regarded as important was 'safety and security of the home' (over 94%);
- Over 80% of older persons regarded three aspects of dwelling location as important: close to shops and banking facilities, close to family and friends and close to public transport;
- Surprisingly, the proportion of older persons with a disability or health condition is not significantly different from those under 65 years.

The General Social Survey presents data on a range of social dimensions of the Australian community. Compared to all older persons, those in public housing are more likely:

- To be in fair or poor health, have a disability or long-term health condition (20% difference);
- To have difficulty getting out of their home and to the places needed (11% difference);
- To feel unsafe in their home, both during the day (8% difference) and after dark (6% difference);
- To have greater difficulty paying household bills (7% difference) and little capacity to raise emergency money (22% difference);
- To have no contact with family or relatives outside the household (4% difference);
- Not to participate in social (16% difference), leisure (17% difference), cultural (9% difference) and sporting activities (8% difference) outside their home;
- Not to have access to a computer or to the internet (10% difference).

Older persons in public housing differ from all persons in public housing in that:

- A lower proportion were born in Australia (17% difference) and a higher proportion were born in the main non-English-speaking countries (10% difference);
- Even though a higher proportion had arrived in Australia before 1986 (18% difference), a higher proportion were not proficient in English (12% difference);
- A lower proportion of older persons have financial difficulties (including being able to pay the rent on time);
- While 17% of persons in public housing had been the victim of physical or threatened violence in the last 12 months, only 4% of older persons had been a victim;
- The rate of participation in social, cultural and other activities outside the home was considerably lower among older persons.

Future demand for public housing from older people

At 2001 eligible demand for public housing came from three groups of older person households:

- Those who are living in public housing;
- Those who are living in other rented dwellings;
- Those who are living in non-private dwellings.

But what of future demand? Using the ABS Life Tables to estimate the number of deaths and making certain assumptions about household formation, the demand for public housing from older people was estimated at 2016. In summary:

- At 2001, the eligible demand was from 209,210 households;
- Public housing currently meets 42% of this eligible demand;
- Eligible demand is estimated to increase by 76% between 2001 and 2016;
- The estimated increase in eligible demand varies between jurisdictions ranging from 30% in South Australia to 103% in Queensland and 140% in the Northern Territory.
- If public housing is to continue to meet 42% of eligible demand, then an average of an additional 4,391 older person households will have to be housed each year to 2016;
- While the demand from women will increase as their numbers increase, the demand relative to men will decrease from 58% in 2001 to 54% by 2016;
- The highest level of demand is from the 65-69 age-group, and this decreases with each older age-group as the numerical sizes of the age cohorts get smaller;
- While demand from the 65-69 age-group will increase over time (by 113% at 2016), the highest increase in demand will be from the 85+ age-group (118% by 2016);
- In five of the eight states/territories, demand from the 85+ age-group will more than double: New South Wales 136%, Victoria 110%, Queensland 144%, Western Australia 105% and ACT 110%;
- Demand from lone person households will increase by 90,375 households to 2016; from couple households by 35,192, from older person within family households by 30,564, and from group households by 4,291.

Future profile of older people in public housing

In 2001, 87,940 public housing households included an older person. The number of older person households in public housing is estimated to increase nationally to 109,478 in 2016, an increase of 24%. This increase varies between jurisdictions, ranging from a low of 7% in South Australia to a high of 53% in the Northern Territory.

What is more notable is the change in the age-groups. The initial data did not allow for an analysis of age-group by households, but an analysis of age-groups by persons indicates that in 2016 the highest number of older people will be in the lower age-groups (65-69, 70-74 and 75-79). However, the largest increases are estimated in the oldest age-group (85+) with an Australia-wide increase of 155%. Between jurisdictions, this increase ranges from a low of 110% in Tasmania to a high of 201% in Queensland and 271% in the Northern Territory. Not only, then, will public housing providers face the prospect of more households with older people, but they will face the prospect of more people in the oldest age-groups.

Further research

This Research Paper provides the context and basis for further work on older people in public housing. Interviews with older people living in public housing, support services, SHA frontline staff and SHA managers, complemented by a review of published and unpublished documents on older people in public housing, will identify more clearly the range of policy and management issues which Australian and state/territory Governments as well as public housing providers face in relation to older people in public housing.

1 INTRODUCTION

The challenges of an ageing population in Australia are well documented (Olsberg et al. 2004; Olsberg and Winter 2005; Australia. Minister for Ageing 2001; Australia. House of Representatives 2005; Australia. Treasurer 2002 – to mention a few). These cultural, social and economic challenges include: the role of older people in the community; their expectations of personal growth and development and of participation in the decisions that affect their lives; an ageing population will impact on the health care system, on community care and on a range of other services that older people will require to age in place; an ageing workforce will need to adapt to changing economic demands; an ageing population will require changes in the income system to support retirement; and the design of our physical infrastructure (transport, housing and other buildings) will need to adapt to the needs of older people.

The Australian and state/territory governments have invested significant resources in planning for a future with many more older people (65 years or more), and have jointly undertaken a National Strategy on an Ageing Australia (Australia. Minister for Ageing 2001). The Australian government's Intergenerational Report 2002-03 has highlighted the impact of ageing on future budgets. Most states/territories are actively changing their approach to older people developing new policy frameworks (e.g. Victoria. Parliament 1997; New South Wales. Ageing and Disability Department 1998; Tasmania. Department of Premier and Cabinet 2005; Queensland. Department of Families, Youth and Community Care 1999; Australian Capital Territory 2006)

This changing approach will have an impact on the housing options for older people. Notwithstanding the many publications on the ageing population, Australia still lacks 'a comprehensive and coordinated approach to housing and older people' (Jones et al. 2004), such that community care programs will achieve good outcomes not only for owner-occupiers but also for vulnerable older people who rent (McNelis and Herbert 2004).

It is in this context that SHAs face particular challenges with an ageing population.

1.1 The challenge for public housing providers

Around 103,000 persons aged 65 years or more live in public housing, 82% of whom live alone or with their partners. Older tenants comprise approximately 29% of all tenancies.

Since 1968, SHAs have adopted a range of housing strategies specifically for older people, including high-rise towers and walk-up flats with bedsitter units, small residential developments specifically for older people; joint venture arrangements with local government, churches and service organisations, and 'granny flats'.

Meanwhile, the parents within families of the 1950s and 1960s have become older. With children leaving home, these parents are ageing in place in what were 'family dwellings'. Thus, older people are now spread throughout public housing rather than channelled into specific arrangements. The traditional distinction between older persons' housing stock and general housing stock has largely become irrelevant but raises new issues for SHAs. Moreover, with changing target groups such as single people with complex needs and the relative scarcity of 1- and 2-bedroom stock, SHAs are changing their definition of an older person and biological, psychological or social ageing factors become far more significant than chronological age (such as 65 years and over) (AIHW 1999). As a result, SHAs are housing people in their 50s who have many of the characteristics of older people as they respond to the needs of homeless and Indigenous people who have significantly shorter life-spans than other Australians.

SHAs have provided housing to older people since their commencement in the late 1930s and early 1940s. Since that time, there have been a number of significant

changes: people are living longer; older people are living more active lives and want to maintain their independence; their housing arrangements are more complex; public housing stock has aged and older people are seeking better quality housing. Other important shifts in policy now impact on SHAs: not only ageing in place but also the impact of broader de-institutionalisation policies whereby people with mental ill-health and disabilities, many of whom are ageing and living longer, are living in the community. Community care programs allow older people to age in their homes and communities.

As a result, SHAs are now being confronted by a range of major policy, management and practice challenges. The demand from older people for public housing has not peaked. Many will need support. But how do they access support packages, and what role should public housing managers have in linking tenants with support services? All states/territories face a common problem – housing stock which is too small, below community standards and no longer meets the expectations of older people. Some have already responded to the legacy of the past, for example, by converting bedsitters into 1-bedroom units. Queensland has initiated flexible or adaptive housing, and Victoria has introduced support packages for older public housing tenants.

This research project seeks to explore these challenges for SHAs. It has four aims, as follows:

- Develop a profile of older public housing tenants;
- Identify the housing policy and management issues associated with older tenants;
- Identify the issues associated with linkages to support services for older people;
- Discuss the implications of these issues and new approaches to older people for the future of public housing and SHAs.

In the process of achieving these aims, the project will address a number of key research questions:

- What are the characteristics and housing circumstances of older public housing tenants?
- What is the likely future demand for public housing from older people over the next ten years?
- What are the housing policy and management issues associated with older tenants?
- What is the role and responsibilities of SHAs in facilitating the access of older people to support services, in particular, to aged care?
- What examples of good practice and policy initiatives are there among social housing providers in Australia and overseas?

1.2 Methods

This study will use a variety of methods. A review of national and international literature will identify the changing approaches to older people and their changing housing circumstances within Australia. An analysis of secondary and other data sets will develop a profile of older public housing tenants. Demographic projections will determine the likely future demand for public housing from older people over the next ten years as well as changes to the older public housing population.

The literature review, data analysis and demographic projections will be complemented by a series of face-to-face interviews in three states with different attributes: Victoria, a larger state with culturally and linguistically diverse older tenants; Queensland, a state with an increasing aged population in the context of the fastest growing state; and Tasmania, a small state with the highest rate of ageing (ABS 2004a). Four groups –

older people living in public housing, services providing support to older people, SHA frontline staff and SHA managers – will be interviewed in each of these states. It is anticipated that each of these groups will provide different perspectives on older people in public housing, the policy and management issues and the role of SHAs. In addition, these interviews will seek to identify any examples of good practice and policy initiatives among social housing providers in Australia.

A further national and international literature search and review will focus specifically on possible housing policy, management and administrative initiatives across Australia and internationally.

These methods are interrelated and cumulative. They form the basis for a synthesis of findings into a presentation of key management issues and the implications for SHAs of changing approaches to older people.

1.3 Presentation of results

The results of the project will be presented in two reports: this Research Paper and a Final Report.

This Research Paper addresses the first two key research questions concerning the characteristics and housing circumstances of older public housing tenants and the likely future demand for public housing from older people over the next ten years. Its purpose is to locate and orient this project within a broader context. In this way, it provides some background for the further identification and discussion of the policy and management issues that SHAs face in relation to their older tenants. In addition, then, to a brief overview of the project and its methods, this Research Report does four things:

- Outlines the context within which SHAs have to make decisions about the management of housing for older people (Section 2);
- Provides a profile of older persons in public housing, highlighting their differences from other people in public housing and from other older people in the larger community (Section 3);
- Presents the results of projections for future demand for public housing from older people to the year 2016 (Section 4.2);
- Presents the results of projections of the older population living in public housing to the year 2016 (Section 4.3).

A Final Report will address the third, fourth and fifth key research questions concerning the housing policy and management issues, the role and responsibilities of SHAs and example of good practice and policy initiatives. After the interviews with older tenants, support services, SHA frontline staff and SHA managers are completed, it will outline the findings of these interviews and then develop a synthesis (from the literature review, secondary data analysis, demographic projections and interviews) of the policy and management issues that older people present for the Australian and state/territory governments and for SHAs.

2 CONTEXT

This section outlines the context within which SHAs make decisions about their management of housing for older people. It puts in context the housing circumstances of older people, the policy and management issues that will be identified and the limited role that SHAs have in facilitating access by older people to support services. Four aspects of this context are discussed. It begins with a discussion of the different meanings of ageing. It then briefly outlines how approaches to older people have changed over the past two decades. There then follow two brief sections which discuss support services and housing for older people. This section includes a historical perspective on public housing for older people.

2.1 Older persons and ageing

The focus of this project is older people in public housing. But this raises a question as to what constitutes an 'older person'. Most definitions are based upon chronological age. For example, eligibility for the age pension in Australia is 65 years for men and 63 years for women,¹ while a United Nations (2005) study of the living arrangements of older persons based its analysis on persons 60 or more years. Within SHAs, the chronological age at which persons can access older persons' stock varies (usually 55 years or more). Planning for aged care services is based upon the population 70 years and over. This may change for some special needs groups, for example, planning for Aboriginal and Torres Strait Islander people is based upon the population 50 years and over as it is widely recognised that disability and ageing affects such people earlier (Australia. Department of Health and Ageing 2006; AIHW 2004).

Chronological age is but a rough and ready way in which to determine a person's eligibility for services, and can indeed be discriminatory. Many people may need these services prior to the designated age. On the other hand, many people may not need services even in their 90s. While there is an increasing propensity for people to need services as they age when they need these services and the type of services they require depends upon a range of biological, psychological, environmental, social and cultural factors (AIHW 2005).

Ageing is an ongoing process which incorporates aspects of growth and development as well as deterioration. It is a process which unfolds on many different levels: biological, psychological, intellectual and spiritual. It is a process which can broaden and deepen our experience and provide an expanding basis for creativity.

The structural, sensory, motor, behavioural and cognitive changes associated with ageing influence the opportunities and lifestyle of each person at various stages in their life. Health conditions and health-related issues which may emerge as a person ages include:

- Impairments in mobility, including suppleness and flexibility, with some of the major causes being arthritis, osteoporosis and foot problems;
- Increased difficulties with vision and hearing;
- Cardiovascular health, including heart attack, strokes, angina, hypertension and atherosclerosis;
- Impact of medications;
- Falls and injuries;
- Urinary incontinence;
- Psychological health, depression and anxiety;

¹ As at 1 January 2006, women aged 63 years were eligible for the age pension. This age is currently being increased to 65 years by 2014.

→ Dementia (Teshuva et al. 1994).

However, chronological age is only an approximate indicator of the extent of changes associated with ageing. Three broad dimensions of ageing can be identified:

- Biological ageing which takes account of individual differences and mainly reflects the relationship between biological maturation or deterioration and changes in ability to adapt and perform specific physical, cognitive and social tasks;
- Psychological ageing which involves the reaction of the individual to biological, cognitive, sensory, motor, emotional and behavioural changes and to the external environmental factors affecting these changes;
- Social ageing which refers to the patterns of interaction between the ageing individual and the social system within which they live (AIHW 1999).

These broad dimensions of ageing – biological, psychological and social – highlight particular influences on the ageing process and the pace of this process as it impacts on the person's health and functioning, particularly in areas of self-care, personal hygiene and other basic activities of daily living.

Chronological age, then, is a very limited way in which to define the needs, preferences and aspirations of older people who, like other groups of people, are very diverse. It is an inappropriate way in which to identify when a person may require support services commonly associated with ageing. Indeed, as we will discuss further in this paper, their housing environment plays an important role in maintaining an independent lifestyle among older people, even those whose everyday functioning is severely limited.

Eligibility for support services (and for housing) based solely upon chronological age may discriminate against those who age more rapidly and/or develop functional impairments earlier than the norm as a result of their biological, psychological and social history. For example, for some people with a disability or who have been homeless for long periods, biological, psychological or social ageing factors may be far more significant than their chronological age. This presents a challenge for both policy makers and service providers who seek to develop services targeted at older people based upon their chronological age (Ecumenical Housing and Bigby 1999).

While this highlights the difficulty for policy makers and SHAs in dealing with ageing, a statistical analysis requires some 'arbitrary' point based upon chronological age. Thus, the statistical analysis in this paper defines an older person as a person aged 65 years or more. This is the generally accepted retirement age and the age generally used by the Australian Bureau of Statistics (ABS) and the Australian Institute for Health and Welfare (AIHW) in their reports on older persons (for example, ABS 2003a; AIHW 2002). However, it should be noted that issues in relation to service delivery require a more nuanced approach.

2.2 Changing approaches to older people

2.2.1 Positive ageing

Traditionally, the major focus on older people was on meeting their needs for care and support, particularly among frail aged and those with functional impairments as a result of age related disabilities or health problems.

Since the early 1990s, however, policy makers have begun to focus on the ageing of Australia's population (AIHW 2005). In the past few years a series of Australian government reports (Australia. Treasurer 2002; Australia. Productivity Commission 2005; Australia. House of Representatives 2005) has highlighted a range of issues such as the cost of health and aged care and the implications for labour force participation. These reports, along with various statements/strategies by state/territory governments, reflect and promote a positive approach to ageing (for example, Victoria. Parliament 1997; Queensland. Department of Families, Youth and Community Care

1999; New South Wales. Department of Ageing, Disability and Home Care 2004; Australian Capital Territory 2006).²

Approaches to older people have changed rapidly over the past two decades. Van Egdorn (1997) contrasts two fundamentally different visions of ageing. Vision I states that ageing is decline. Vision II states that ageing is development. Vision I compensates for loss of abilities while Vision II facilitates problem solving. In a similar vein, a review of Dutch policy towards the elderly over the past 25 years by van den Heuvel (1997) distinguishes three stages: in the 1970s, the central issue was emancipation of the elderly; in the 1980s, care arrangements were the major concerns; while in the 1990s, participation was emphasised. As a way of illustrating the extent of the differences in approaches, Table 1 contrasts 9 myths and realities of ageing.

Table 1: Ageing: myths and realities

<i>Myth</i>	<i>Reality</i>
Older people are all the same	Older people represent a broad spectrum of economic, political and social backgrounds. Adjustment to older age differs greatly between individuals
Growing old means becoming sick and disabled	The majority of older people are healthy and active
Older people are an economic burden on society	It is a minority of older people who become disabled to the point that they need care and assistance with the activities of daily living
Older people are more likely to be lonely than other age-groups and will gradually withdraw from society	People of all ages engage in varying degrees in the community
It is common for older people to live in poverty	Older people exhibit considerable diversity in their economic circumstances
Mature age workers are slower and less productive than younger workers. Older workers prefer to retire early	Evidence suggests that productivity shows little decline with age and may actually rise in some cases
Older people are asexual	The need for physical and emotional intimacy does not end as we become older
Older people don't participate in many activities	In 1995, 20% of people aged 55 to 64 years and 18% aged 65 years and over carried out voluntary work in the community
Older people are more likely to be victims of crime than other age-groups	The 1998 national survey on crime and safety reported that people aged 65 years and over comprised only 1.5% of all victims of assault

Source: Queensland. Department of Families (2002)

This vision of a positive and productive role for older people is a worldwide movement summed up in the United Nations Principles for Older Persons outlined in Exhibit 1 below under five themes: independence, participation, care, self-fulfilment and dignity.

Such a vision poses a twofold challenge for the management of older persons' public housing: in relation to the management of older persons' public housing and in relation to housing as a way in which to facilitate this vision for older persons. What current practices and policies, then, accord with such a vision? What current policies and practices inhibit such a vision? What are the implications of such a vision for the provision and management of public housing?

² See Jones et al. forthcoming for a brief overview of state/territory ageing policies.

2.2.2 Ageing in place

One of the most important changes in approach to older people for housing providers revolves around the term 'ageing in place'. This is now a key theme underpinning many policies and programs which aim to support their desire to continue living independently in their own homes, maintain their relationships and continue their connections with the local community in which they have lived. Indeed, Houben (2001) argues that ageing in place can be seen as one of the cornerstones of the transformation of European welfare states.

Exhibit 1: United Nations Principles for Older Persons

Independence

1. Older persons should have access to adequate food, water, shelter, clothing and health care through the provision of income, family and community support and self-help.
2. Older persons should have the opportunity to work or to have access to other income-generating opportunities.
3. Older persons should be able to participate in determining when and at what pace withdrawal from the labour force takes place.
4. Older persons should have access to appropriate educational and training programmes.
5. Older persons should be able to live in environments that are safe and adaptable to personal preferences and changing capacities.
6. Older persons should be able to reside at home for as long as possible.

Participation

7. Older persons should remain integrated in society, participate actively in the formulation and implementation of policies that directly affect their wellbeing and share their knowledge and skills with younger generations.
8. Older persons should be able to seek and develop opportunities for service to the community and to serve as volunteers in positions appropriate to their interests and capabilities.
9. Older persons should be able to form movements or associations of older persons.

Care

10. Older persons should benefit from family and community care and protection in accordance with each society's system of cultural values.
11. Older persons should have access to health care to help them to maintain or regain the optimum level of physical, mental and emotional wellbeing and to prevent or delay the onset of illness.
12. Older persons should have access to social and legal services to enhance their autonomy, protection and care.
13. Older persons should be able to utilise appropriate levels of institutional care providing protection, rehabilitation and social and mental stimulation in a humane and secure environment.
14. Older persons should be able to enjoy human rights and fundamental freedoms when residing in any shelter, care or treatment facility, including full respect for their dignity, beliefs, needs and privacy and for the right to make decisions about their care and the quality of their lives.

Self-fulfilment

15. Older persons should be able to pursue opportunities for the full development of their potential.
16. Older persons should have access to the educational, cultural, spiritual and recreational resources of society.

Dignity

17. Older persons should be able to live in dignity and security and be free of exploitation and physical or mental abuse.
18. Older persons should be treated fairly regardless of age, gender, racial or ethnic background, disability or other status, and be valued independently of their economic contribution.

Source: United Nations (1999)

Ageing in place seeks to maximise a person's choice about where they age, by allowing them to remain in the environment of their choice for as long as possible. It applies to all older people, whether they live in their own homes, in public housing, in other forms of social housing, in private rental housing, or in some form of non-private dwelling such as a rooming house, a private hotel, a boarding house (Supported Residential Service in some states), or in residential care.

The term 'ageing in place' marks a definite change in approach to older people and its implications are still being worked through. Houben (2001) defines it as 'creating a situation whereby older people can remain in their own familiar surrounding for longer, so delaying or possibly obviating the need to move to specific institutional residential care facilities'. But he also notes that ageing in place is interpreted in two ways in Europe. In the first approach, predominant in central and southern Europe where family relationships are strong and the level of owner-occupied housing is high, the starting point is the housing situation of 'able-bodied' older persons. Ageing in place involves structural adaptations to homes and to the local environment as well as the location of basic services and amenities within walking distance. The second approach which has been adopted where the first approach cannot be implemented involves moving to a housing option which is specifically geared towards older people as they age. Houben sees this as typical in northern European countries and the Netherlands. But it is also an approach which is prominent in the UK, USA and Australia with the development of different forms of retirement villages, sheltered housing, serviced apartments and assisted living options.

Ageing in place is not new. Informal family support and the precursors of HAAC and CACPs³ have allowed older people to age in place for decades. For many older people, this was their preference. However, this occurred in a context where older people had to adapt to what was provided. Thus, as noted below, where they could not adapt, SHAs with policies which incorporated 'independent living criteria' required any older person who was unable to live in public housing to move on to a more appropriate housing situation. Ageing in place was supported, provided an older person could adapt to their environment. Where they could not do so, they shifted from one housing situation to another as changes in their circumstances, capacities and functioning made the current dwelling inappropriate.

³ For example, home care and nursing services provided by the states extend back to the 1950s and beyond. Commonwealth Government involvement in these services only began in 1969, when the Commonwealth passed a series of Acts providing funds to the states such as the States Grants (Home Care) Act 1969 (Commonwealth) and the States Grants (Paramedical Services) Act 1969 (Commonwealth). This was a way of reducing the demand for nursing homes.

In recent times, the key aspect of ageing in place, its intent, is to reverse the onus of responsibility from the older person to the providers of their environment. Thus it is the responsibility of services to adapt an older person's environment so that it meets their needs. Services now have to work positively towards this goal.

Ageing in place recognises that undertaking the tasks of daily living is not just a function of the individual (and the extent of their impairment) but a function of their environment. Such an approach has many implications for:

- Urban design – the streetscape;
- The internal and external design of a dwelling;
- The design of fixtures and fittings within a dwelling;
- The proximity of a dwelling, such that it provides access to a range of services such as transport, medical, education, cultural and retail;
- The proximity of a dwelling to family, friends and relatives;
- The style of management suitable for older people;
- The provision of appropriate support services and timely linkage to these services, etc.

Ageing in place has brought to the fore some important debates about housing and older people. Four ongoing debates concern:

- The scope of the environment to be adapted: to what extent is the focus on adapting the dwelling to meet the needs of an older person and to what extent is the focus on adapting the local neighbourhood in which an older person operates;
- The values and preferences of older people: for example, some highlight the preferences of older people for integration within diverse existing communities, while others highlight the preferences of others who want to live in separate or segregated communities of older people;
- The respective responsibilities of housing providers and support providers;
- The relationship between independent housing (with appropriate community care) and residential aged care.

Each of these debates partly revolves around the choices which older people make. Some prefer to remain in their own dwelling while others prefer a different dwelling in the local neighbourhood. On the other hand, because of their housing history, some may have little attachment to either a particular dwelling or to a particular neighbourhood. While most older people prefer to maintain their independence and seek to extend this as long as possible, whether and at what point they opt for residential care varies considerably. A crucial element in such decisions is the attitude of family and friends, their willingness or otherwise to provide ongoing support, and their views about what is important for the older person.

Ageing in place attempts to maximise the choice of an older person to age where they want to. It requires an ongoing understanding of the patterns of choice within a community so that they can be identified and accommodated. Ageing in place promotes changes in their environment which will allow them to remain in a place of their choice, whether in a particular dwelling, in a local neighbourhood, in a particular community or a residential facility, for as long as they want to and are able to. Ageing in place requires a co-ordinated effort on the part of various services to make changes in the local environment, for example, to bring support services to the person rather than moving the person to a place where they are delivered.

Ageing in place brings with it increased functional differentiation between and within the three main types of services: housing, aged care, and other services such as mental

health, financial management and recreation. In addition, it has added to the complexity of decision making and co-ordination between services (Houben 2001).

For SHAs, the initial development of their housing portfolios for older people occurred in a context where older people were expected to move when they were assessed as no longer capable of independent living. As approaches to older people have changed, so too have expectations of SHAs in relation to the location, design, fitting and fixtures of dwelling for older people as well as their management of older person tenancies. How they have managed this change in culture is one key element of this study.

2.3 Support services

The Australian government and the state/territory governments jointly fund three programs which provide support services particularly to older people living in their own homes:

- Home and Community Care (HACC);
- Community Care Packages (CCPs) or Community Aged Care Packages (CACPs) or Linkages (in Victoria) provide high level care;
- Extended Aged Care at Home (EACH) provides hospital level care in a person's home.

The origins, development and sub-program variations within each of these is well documented and there is no need to repeat this here (for example, Jones et al. 2007; Bridge et al. 2002a, 2002b; AIHW 2002, 2005; SCRGSP 2006). But not only has aged care begun to focus on services in the home, so have a range of other services:

- Hospitals are increasingly reducing the time people are spending in hospitals and relying upon after care services and informal support networks within the home;
- Mental health services are also providing a range of services within the community and providing support services for people with mental illness (for example, psychiatric disability support service);
- Support services provided to people with intellectual and physical disabilities in their own home;
- Hostels for homeless persons have largely been replaced by community-based services who seek to support people at risk of homelessness in their own homes or to move them into more secure housing.

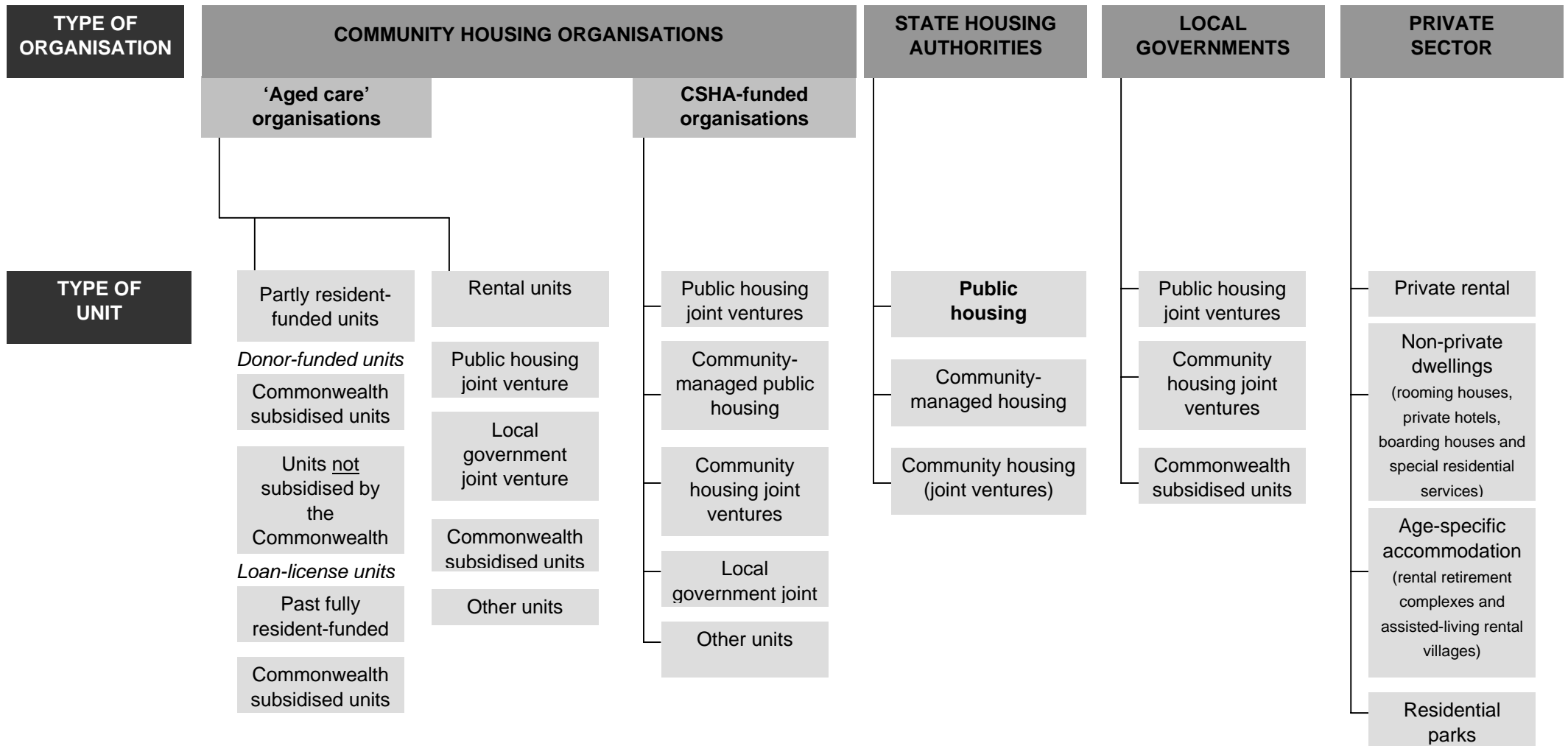
SHAs not only have to contend with linkages between housing and community aged care services, but also a raft of other support services through programs such as the Supported Accommodation Assistance Program (SAAP) and Assistance with Care and Housing for the Aged program (ACHA). A range of support services is important to maintaining older people within their housing. The proliferation of home-based services has not only complicated the relationships between SHAs and other services, but has complicated the relationship between these other services. It highlights the importance and difficulties of integration and co-ordination between services.

2.4 Housing and low income older people

2.4.1 Housing options for low income older people

Figure 1 outlines the range of housing options (according to how they are financed, owned and managed) open to older people in Australia. These include four types of social housing providers – 'aged care' organisations, community housing organisations, local government and public housing providers – as well as low cost private sector options, both private and non-private.

Figure 1: Housing options for older people with low incomes and low assets in Australia



Independent housing for older people has developed in two parallel streams (see Section 2.4.2): through subsidies provided under the Aged Persons Homes' Act 1954 (APHA) (Commonwealth) and through Commonwealth-State Housing Agreement (CSHA) funding. Aged care organisations and some local governments have constructed housing using APHA subsidies and continue to manage this stock. It is, however, facing some major challenges as it moves into a stage of major upgrade and redevelopment (McNelis and Herbert 2004). As outlined in the following section, the CSHA provided funds for SHAs to acquire housing for older people. In recent years it has also provided funds to community housing organisations and some local governments.

Since 1954, 128,000 social housing dwellings have been constructed specifically for older people with low incomes and low assets. SHAs now provide around 65% of these dwellings, while aged care organisations and community housing organisations provide around 27% and 8% respectively (McNelis and Herbert 2004).

The connections between organisations managing housing subsidised through APHA or funded through the CSHA are tenuous or limited at best. They largely operate within different management frameworks, with APHA subsidised organisations operating within an aged care framework and CSHA funded organisations operating with a housing framework. Each has little knowledge of one another's history, achievements, standards and styles of management. Each stream has developed different housing models, with aged care organisations focusing particularly on segregated villages (McNelis and Herbert 2004).

The private sector has developed a range of low cost housing options, some specifically targeted at low income older people. Many of these involve shared housing arrangements such as rooming houses, private hotels and boarding houses, and many provide an option of last resort (Greenhalgh et al. 2004). While these shared housing arrangements provide variable levels of informal support to residents, low cost supported residential services, in addition to accommodation, provide personal care. In many of these shared housing arrangements, the poor quality and conditions of accommodation have been the subject of ongoing reports (for example, Green 2001; Victoria. Office of the Public Advocate 2006). In recent years the private sector has also developed different types of village environments for older people on low incomes – rental retirement complexes (such as that developed by Village Life) and residential parks for mobile homes (Jones et. al 2007).

Figure 1 highlights the complexity and diversity of housing options for older people. It is within this larger context of low cost housing options that SHAs operate and manage their own housing for older people. It is within this context that they make decisions about specific target groups within the older person population, the type of housing model they will provide to this group and their style of management.

2.4.2 History of older people in public housing

(a) Background: housing needs of older people

Prior to the construction of housing specifically for older people by churches, charities and SHAs in the mid-1940s, older people with limited means were usually accommodated in single rooms in rooming houses, boarding houses and private hotels. Some were accommodated in state institutions (Kewley 1973).

As reported by the 1941 Joint Parliamentary Committee on Social Security, many lived in very poor conditions. This is reflected in the following quote:

There can be no more depressing sight than an old people's dormitory with bare floors and tidy rows of beds and small lockers, or a common room full of men or women who look as though they are merely waiting to die. In our State

institutions are inebriates, mental defectives, social misfits, people with senile dementia, people who are convalescent after a long illness and people whose only disability is the physical infirmity of old age. No matter how carefully the buildings and grounds are planned, and different kinds of patients segregated into wards or blocks, there is something very tragic about an institution in which hundreds of such people are congregated together. It is particularly sad that elderly married couple must be parted because of lack of homes for them ('Old people', *Current Affairs Bulletin*, vol. 5 no. 8, 1950: 120, quoted in Kewley 1973: 312, footnote 1).

In the postwar period, the shortage of housing was acute and age pensioners suffered acutely. It was not until the churches, charities and SHAs began to construct housing for age pensioners that some were able to enjoy an independent and private form of housing.

(b) Funding to SHAs to provide housing for older people

In 1945 under the first CSHA, the Commonwealth provided funds to the states for housing purposes while the states constructed and managed housing. Under the terms of the CSHA, the states could provide housing to older people. However, at that time the major focus of the SHAs was to alleviate the severe shortage of housing for families, and housing for age pensioners was largely neglected. The Commonwealth, however, was keen to pursue the allocation of funds by the states for aged housing:

Something of the Commonwealth policy regarding the housing of elderly people was indicated in a letter to SHAs in which it was pointed out that modern housing policy rejected the practice of segregating old people in institutions or in homes sited in distinctive localities, and was directed towards action that would make old people feel that they had a real place in the life of new housing estates and in the new neighbourhoods being planned and built by State housing authorities. In accordance with this policy, the Commonwealth encouraged the States to include in their building programmes under the Housing Agreement single, duplex and triplex units suitable for letting to elderly people (Kewley 1973: 315, referring to CPD 209, 5 Oct. 1950: 307).

For the states, however, there was a difficulty. CSHA funds were provided as loans and, given the low income of age pensioners, aged housing necessarily incurred a loss. The loss-sharing arrangement between the Commonwealth and the states did provide some compensation to the states. Thus, between 1945 and 1956, New South Wales, Victoria, South Australia, Queensland (through a subsidy arrangement with local government and later voluntary organisations) and Western Australia all constructed some dwellings for age pensioners. However, the level of construction faltered markedly when the loss-sharing arrangement was abandoned in the 1956 CSHA.

In the meantime, the Commonwealth took a different route. For some time, churches and charities had undertaken some small housing projects (Kewley 1973). These voluntary organisations received a major boost when the Commonwealth decided to provide funds directly to them under the Aged Persons' Homes Act 1954 (APHA). They largely provided dwellings in the form of segregated villages. These became the first phase of retirement villages. SHAs and local governments (up until 1967) were not eligible to receive subsidies under APHA. This was the source of considerable animosity between the Commonwealth and the states (Jones 1972: 53).

Despite the unfavourable terms for aged housing, the states continued to construct some housing for age pensioners, albeit at a reduced rate. Victoria and Tasmania continued to use general CSHA funds for this purpose. Other states except Queensland used other non-CSHA funds (Jones 1972: 54f).

It was not until 1969 that the Menzies government agreed to provide funds to the states specifically for older people through the States Grants (Dwellings for Pensioners) Act 1969. The Commonwealth provided grant funds (rather than loan funds available through the CSHA) of \$5 million per year for five years to the states on a dollar for dollar matching basis. The target group for the funds were single aged persons who were in receipt of supplementary assistance (the precursor to Commonwealth Rent Assistance).

Table 2 outlines the chronology of funding for public housing for older people since this time.

Table 2: Chronology of funding for public housing for older people

1969	States Grants (Dwellings for Pensioners) Act 1969-1974 (Commonwealth) passed, providing funds to SHAs for housing aged persons Required matching funds (\$1 for \$1) from state governments Target group: single aged persons in receipt of supplementary assistance Initial funding period of five years
1973	Social Welfare Commission(Commonwealth), Report of the Committee of Inquiry into Aged Persons' Housing, <i>Care of the Aged</i>
1973	Funding period States Grants (Dwellings for Pensioners) Act extended for another three years to 1977
1974	States Grants (Dwellings for Pensioners) Act 1969 extended to cover single invalid pensioners
1970s	SHAs entered into joint venture arrangements with local government.
1975	Report of the Commission of Inquiry into Poverty found that many older persons were living in housing-related poverty
1977	Funding period States Grants (Dwellings for Pensioners) Act extended for another year to 1978
1978	States Grants(Dwellings for Pensioners) 1969 subsumed under the Housing Assistance Act 1978 (i.e. becomes the Pensioner Program within CSHA arrangements) – extended coverage to aged and invalid couples
1981	CSHA Pensioner Program – eligibility widened to include all pensioners, Aboriginals and other needy groups
1980s	Community Housing Program funded a variety of joint venture and other housing projects with a variety of groups (local government, churches and housing-specific community organisations). These included housing projects for older people.
1989	All Commonwealth funds under the CSHA provided as grant funds
1996	CSHA Pensioner Housing Program incorporated into the general CSHA

Sources: Kewley (1973, 1980), Australia. Department of Family and Community Services (1999)

In 1973, funding was extended for another three years to 1977 when a further year's extension was agreed. In 1978, funds provided through the States Grants (Dwellings for Pensioners) Act were merged into a specific program within the CSHA, the Pensioner Housing Program. The target group was extended to aged couples and other pensioner groups (Kewley 1980). While other CSHA funds were provided as loans, funds under the CSHA Pensioner Program were provided as matching grants.

During the 1970s, awareness of housing-related poverty grew, particularly due to the work of the Henderson Poverty Commission (Australia. Commission of Inquiry into Poverty 1975). The report indicated that many older persons were in housing-related poverty. At the same time, subsidies through APHA came under increased scrutiny. In response to various criticisms of public housing, SHAs began to diversify their activities and promoted other forms of social housing such as housing co-operatives. These were the early days of the community housing in Australia. To maximise CSHA funds,

SHAs also entered into joint venture arrangements with local government and church groups.

By the early 1980s, subsidies to churches and charities under APHA had ceased and the CSHA Pensioner Program became the vehicle for funding independent housing for older people. Until 1989, the Commonwealth provided CSHA funds as a mixture of loans and grants. In 1989, with increased targeting of public housing towards recipients of Commonwealth pensions and benefits, all Commonwealth funds under the CSHA were provided as grant funds. Eventually in 1996, the Pensioner Housing Program within the CSHA was abolished and funds were incorporated into the general CSHA.

(c) Housing stock

The *States Grants (Dwellings for Pensioners) Act* and the Pensioner Housing Program within the CSHA provided the states with funds to acquire housing specifically for older people. They have used these in different ways to provide a variety of stock in different environments.

SHAs in both Victoria and New South Wales constructed high-rise towers specifically for older persons. In the 1970s Victoria constructed 13 such towers around inner Melbourne, some on estates which contained family high-rise towers and some as stand-alone towers where the local council provided the land. Most of these were bedsitter units.

Some states such as South Australia favoured the construction of single-storey units for older persons on small sites. New South Wales acquired units within retirement villages. In addition to high-rise towers, Victoria constructed three-storey walk-up blocks on housing estates with 1-bedroom units, ground floor units etc.

In some states, such as Victoria, the SHA entered into joint ventures with local government and community organisations whereby the joint venturer provided land and the SHA constructed units. In some cases, title was retained by the joint venturer. In others, title was transferred to the SHA in exchange for certain rights such as the right to nominate eligible older persons to units as vacancies occurred. As a result, a variety of management arrangements also ensued: under some arrangements, the SHA managed the stock; under others, the joint venturer (usually the owner of the land) managed the stock; in some arrangements (in Victoria, for instance) the joint venturer had nomination rights; some local governments exempted the SHA either partly or fully from paying rates.

As the expectations of older people have changed, the standard and quality of public housing has been subject to review. Recent developments include:

- Introduction of adaptable housing standards, for example, South Australia, where possible, now builds dwellings to Australian Standard AS 4299-1995 (Guster 2002);
- Revised housing standards for older persons' housing stock;
- Both Victoria and New South Wales have undertaken a series of upgrades to their high-rise units for older persons. As part of the upgrade in Victoria, two bedsitter units in the upper levels of high-rise towers have been converted to one 1-bedroom unit. The extent of these conversions has been limited by requirements to maintain the structural integrity and safety of the towers;
- Upgrade, demolition and redevelopment of aged housing;
- The provision of lifts to improve access to three-storey units for older persons.

(d) Management arrangements

Older people were subject to specific management arrangements. Some examples of these are outlined below.

(i) *Eligibility and allocations*

A variety of eligibility and allocations provisions have been applied specifically to older persons. These include:

- Priority housing for applicants above a certain age, for example, 85 years or more in Victoria;
- Allocation to stock specifically constructed or acquired for older persons.

Many such practices have been phased out over time. But, currently in New South Wales, elderly applicants (Aboriginal applicants 55 years or more and other applicants 80 years or more) receive priority allocations (Category 3). In Western Australia and Tasmania, a higher asset criteria for eligibility applies to seniors (Australia. FaCSIA 2006).

(ii) *Rents*

Tenants of aged persons' housing have been subject to different rent setting practices from other tenants. For example, rather than applying the usual rental rebate formula (and basing rents on a proportion of income), rents charged on older persons' stock were flat rents based upon a proportion of the age pension. This reflected the target group for this housing.

This practice continues in South Australia where pensioners occupying cottage flats pay 17% (where the unit has no separate bedroom) or 19% of the pension (Australia. FaCSIA 2006).

Other examples of different rent setting practices include: Victoria, where tenants (but not other residents) who turn 100 are eligible for a full rebate on their rent, i.e. they pay no rent; South Australia, prior to 1988, froze the rent of older persons on turning 75 years of age.

(iii) *Independent living criteria*

As outlined above, the Commonwealth funded SHAs to provide housing to older single persons then couples receiving age pensions. The particular target group was those who could live independently, and some SHAs such as Victoria developed criteria whereby an older person had to show they could live independently, e.g. by providing a letter from a medical practitioner. This was rigorously enforced, with each tenant having to sign a document which allowed the SHA to require them to find other accommodation in the event that they could no longer live independently. In Victoria, the 'independent living criteria' were only phased out in the early 1990s.

3 PROFILE OF OLDER PEOPLE IN PUBLIC HOUSING

What are the characteristics and housing circumstances of older public housing tenants? This section seeks to answer this question by profiling older people in public housing. It analyses available quantitative data to provide a picture of their numbers, age, gender, type of households to which they belong, country of birth, proficiency in English etc.

3.1 Data sources

Four sources of secondary data were analysed:

- Housing Assistance Act 1996 Annual Report 2004-05 (HAA);
- ABS 2001 Census⁴;
- 2005 National Social Housing Survey (public housing) (NSHS);
- ABS 2002 General Social Survey (GSS).

The task of developing a profile of older people in public housing may seem straightforward. However, the data that is relevant and available presents some difficulties. Each of the above sources uses different units of analysis: persons, tenants or households. This is illustrated in Figure 2 below which outlines the different units of analysis of the public housing population and the data sources using that unit of analysis.

The broadest unit of analysis is persons. For the purposes of this study, we can distinguish between older persons (65 years or more) and others. All these persons belong to households. Again, our interest in this study is older persons, thus, we can distinguish between older person households (which include at least one older person) and other households. Moreover, older persons may belong to different types of households. Thus an older person may comprise a non-family household – a lone person or a group household (of unrelated persons) – or a family household – a couple (with the second person either an older person or non-older person), a family with dependent or non-dependent children or some other family (living with other related family members such as grandchildren or siblings). At the same time, these persons may or may not be a tenant having a specific type of relationship with the landlord. The older person may be the tenant or they may live in a dwelling where another member(s) of the household is the tenant.

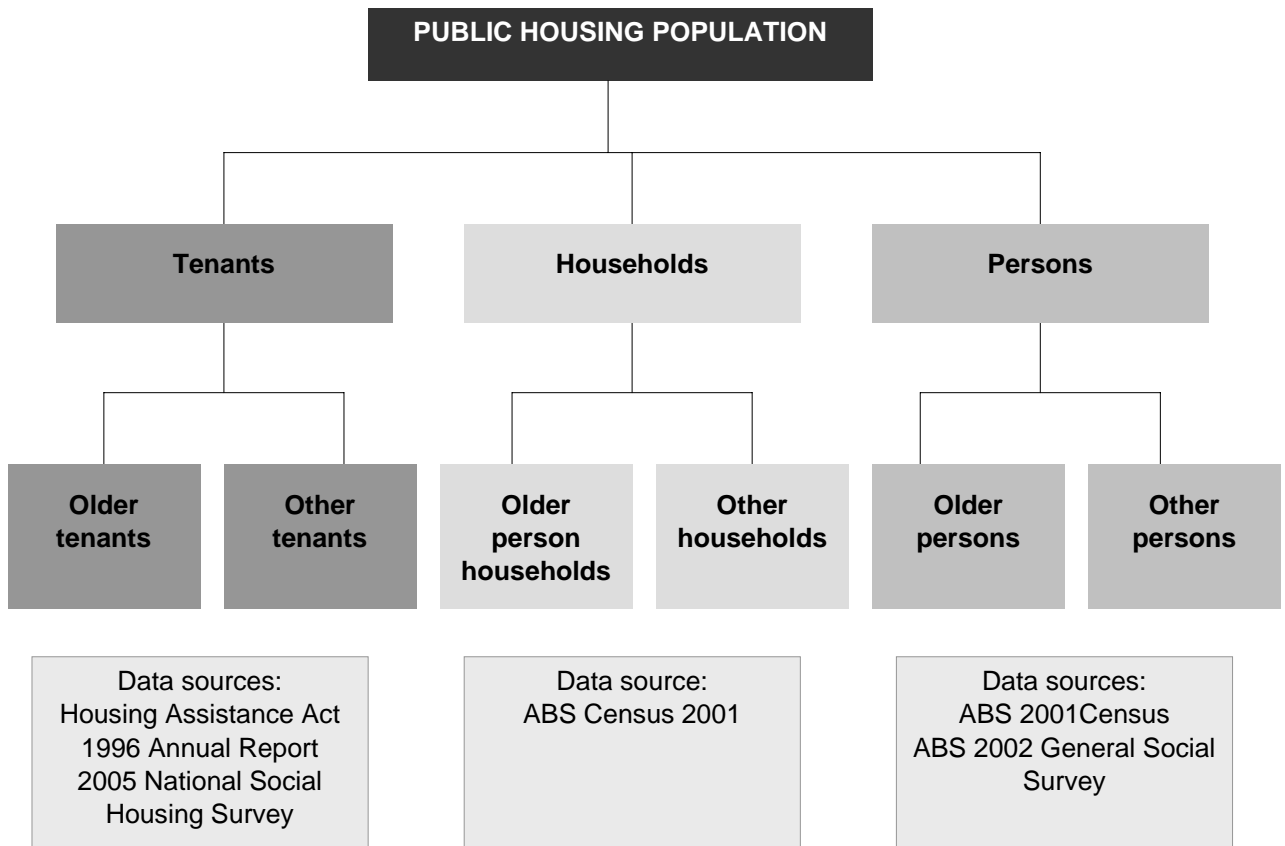
The scope and mode of collection also varies between these data sources. The Annual Report of the Housing Assistance Act (HAA) is an administrative collection from the SHAs. Its scope is a complete enumeration of all SHA dwellings and tenancies. The ABS 2001 Census data relies upon a questionnaire completed by household members. Its scope is a complete enumeration of all persons and dwellings. The National Social Housing Survey data relies upon a survey which is mailed to and completed by tenants, whereas the General Social Survey data relies upon a survey which is completed through a personal interview. Where the scope of the former is a random sample of tenants, the scope of the latter is a random sample of persons. As result, each data source is only comparable internally and not with other data sources.

In summary, then, the HAA and the NSHS provide data on tenants. Thus, the data on older tenants relates only to those older persons who have this specific relationship with the SHA. It does not provide data on all older persons in public housing nor on all older person households. The ABS Census 2001 provides data on both older persons

⁴ The specific data source for 2001 ABS Census data is the 1% Confidentialised Unit Record File (CURF) except for Table 6 and Table 7 which are based on specific request to the ABS.

and older person households but not on older tenants. The GSS provides data on older persons but not on older person households or older tenants.

Figure 2: Units of analysis by data sources



Given the features of these four data sources, the following outlines the data on older persons according to the data source. While any number of characteristics could be outlined, this section largely highlights those which substantially distinguish the older public housing population: (i) older public housing tenants from other public housing tenants, (ii) older person households in public housing from other households in public housing, (iii) older persons in public housing from other persons in public housing and (iv) older persons in public housing from all older persons.

It is these differences which will have implications for the management of housing and tenancies for older people: for differences in policy and management practices in public housing between older tenants/households/persons and public tenants generally; and for differences in policy and management practices in public housing compared with those more generally in the community in relation to older people.

3.2 Housing Assistance Act 1996 Annual Reports

Each year the Australian Department of Families, Community Services and Indigenous Affairs collates a range of data from SHAs under the National Housing Data Agreement. Some of this data relates to older person tenancies in public housing.

Table 3 below indicates the number and proportion of older public housing tenants in each state/territory. 95,775 tenants (29%) are older tenants, ranging from a high of 32% in South Australia to a low of 23% in Tasmania, Northern Territory and the ACT. Overall, 48% of older tenants are 75 years and over, but this varies between the states/territories, ranging from a high of 52% in South Australia to a low of 36% in the Northern Territory.

Table 3: Older public housing tenants by state/territory, 2004-05

	<i>All tenants</i> #	<i>Older public housing tenants</i> #	<i>Older tenants as proportion of all tenants</i> %	<i>% older tenants 75 years and over</i> %
New South Wales	122,570	35,887	29%	48%
Victoria	62,961	17,807	28%	49%
Queensland	48,455	12,446	26%	43%
South Australia	43,882	14,083	32%	52%
Western Australia	30,123	9,262	31%	46%
Tasmania	11,414	2,599	23%	46%
ACT	10,642	2,492	23%	50%
Northern Territory	5,217	1,199	23%	36%
Total	335,264	95,775	29%	48%

Source: Australia. FaCSIA (2006, Table A14)

The pattern of older tenants in State Owned and Managed Indigenous Housing (SOMIH) is markedly different from mainstream public housing. As outlined in Table 4, the proportion of older tenants (55 years and over rather than 65 years and over) is around 22% and ranges from a high of 32% in Queensland to a low of 17% in Victoria. Overall, only 11% of these older tenants are 75 years and over, ranging from a high of 14% in Queensland and Tasmania to a low of 7% in South Australia.

Table 4: Older tenants in SOMIH by state/territory, 2004-05[#]

	<i>All tenants</i> #	<i>Older tenants (55+ years)</i> #	<i>Older tenants as proportion of all tenants</i> %	<i>% older tenants 75 years and over</i> %
New South Wales	4,039	731	18%	11%
Victoria	1,223	208	17%	9%
Queensland	2,754	873	32%	14%
South Australia	1,747	367	21%	7%
Western Australia	2,181	472	22%	12%
Tasmania	343	64	19%	14%
Total	12,287	2,715	22%	11%

Source: Australia. FaCSIA (2006, Table A17)

Note: # Northern Territory and the ACT do not have stock which is defined as SOMIH

One of the performance indicators for public housing is the extent to which SHAs have allocated dwellings to households with special needs. Among such households are those where the principal tenant is aged 75 years and over. Table 5 outlines the number of all allocations and the allocations where the principal tenant is aged 75 years and over in each state/territory. Overall around 5% of allocations were made to tenants 75 years and over, ranging from 5% in the larger states to 2% in the smaller states/territories.

Table 5: Allocations to tenants aged 75 years and over by state/territory, 2004-05

	<i>All allocations</i>	<i>Principal tenant aged 75 years and over</i>	
	<i>#</i>	<i>#</i>	<i>% state allocations</i>
New South Wales	8,829	471	5%
Victoria	5,691	309	5%
Queensland	4,090	192	5%
South Australia	3,175	136	4%
Western Australia	3,472	121	3%
Tasmania	1,103	26	2%
Northern Territory	779	13	2%
ACT	637	19	3%
Total	27,776	1,287	5%

Source: Australia. FaCSIA (2006, Table A11)

3.3 ABS 2001 Census

The ABS 2001 Census provides a more detailed profile of older persons and their households in public housing. The tables below refer to all older persons and their households within public housing, unlike the tables presented above from the HAA Annual Report which only present data on older tenants.

3.3.1 Older persons and households in public housing: an overview

According to the ABS 2001 Census, approximately 103,000 older persons reside in approximately 88,000 public housing households in Australia. As indicated in Table 6, over two-thirds of these households are in New South Wales. In all states/territories except the Northern Territory, over 60% of older persons in public housing are women. The ratio of persons per household ranges from 1.12 in Tasmania to 1.19 in South Australia and ACT.

Table 6: Older persons and older person households in public housing by state/territory and Australia, 2001

	<i>Persons</i>		<i>% women</i>	<i>Households</i>		<i>Ratio persons per household</i>
	<i>#</i>	<i>%</i>		<i>#</i>	<i>%</i>	
New South Wales	38,702	38%	62%	32,832	37%	1.18
Victoria	17,705	17%	64%	15,356	17%	1.15
Queensland	12,294	12%	61%	10,853	12%	1.13
South Australia	16,915	16%	64%	14,241	16%	1.19
Western Australia	10,292	10%	62%	8,755	10%	1.18
Tasmania	2,895	3%	65%	2,579	3%	1.12
ACT	2,714	3%	62%	2,282	3%	1.19
Northern Territory	1,171	1%	50%	1,012	1%	1.16
Australia*	102,735	100%	62%	87,940	100%	1.17

Source: ABS 2001 Census unpublished data

As presented in Table 7, in all states/territories except the Northern Territory over 60% of older person households are lone person households, with the highest proportion being 69% in Tasmania. Older couple households and family households are around 19% and 16% respectively, with the highest proportion of couple households in South Australia and ACT and the highest proportion of family households in New South Wales and Northern Territory.

Table 7: Type of older person household by state/territory and Australia, 2001

	<i>Lone person</i>		<i>Couples</i>		<i>Family</i>		<i>Group</i>		<i>Total</i>	
	#	%	#	%	#	%	#	%	#	%
New South Wales	19,708	60%	6,514	20%	6,091	19%	519	2%	32,832	100%
Victoria	10,016	65%	2,473	16%	2,619	17%	248	2%	15,356	100%
Queensland	7,220	67%	1,795	17%	1,707	16%	131	1%	10,853	100%
South Australia	9,420	66%	3,179	22%	1,501	11%	141	1%	14,241	100%
Western Australia	5,627	64%	1,855	21%	1,160	13%	113	1%	8,755	100%
Tasmania	1,770	69%	411	16%	352	14%	46	2%	2,579	100%
ACT	1,435	63%	512	22%	306	13%	29	1%	2,282	100%
Northern Territory	582	58%	216	21%	196	19%	18	2%	1,012	100%
Australia	55,786	63%	16,959	19%	13,950	16%	1,245	1%	87,940	100%

Source: ABS 2001 Census unpublished data

3.3.2 *Particular characteristics of older persons in public housing*

(a) **Comparison with all older persons and all persons in public housing**

Table 8 compares all older persons in public housing with all older persons and with all persons in public housing. 4% of all older persons live in public housing. This ranges from 3% in Queensland, Tasmania and Victoria to 9% in the ACT and South Australia. Thus, public housing is an important housing option in both the ACT and South Australia.

14% of all persons in public housing are older persons. This ranges from 3% in NT through 7% in Tasmania to 22% in South Australia. Thus the SHA in South Australia is managing a particularly high proportion of older residents.

Table 8: Comparing older persons in public housing with all older persons and all public housing persons by state/territory

	<i>Older persons in public housing</i>	<i>% all older persons in public housing</i>	<i>All older persons</i>	<i>% older public housing persons</i>	<i>All public housing residents</i>	<i>% older public housing persons</i>
New South Wales	38,100	37%	811,800	5%	272,500	14%
Victoria	18,500	18%	592,700	3%	133,900	14%
Queensland	12,600	12%	435,200	3%	114,700	11%
South Australia	20,200	20%	215,600	9%	92,300	22%
Western Australia	9,700	9%	197,300	5%	77,100	13%
Tasmania	1,700	2%	56,300	3%	25,400	7%
ACT	2,500	2%	26,900	9%	12,000	3%
Northern Territory	400	0%	8,400	5%	23,500	11%
Total	103,700	100%	2,344,200	4%	751,400	14%

(b) Age groups

As presented in Table 9, 10% of older public housing residents are 85 years or over. This ranges from 0% in the Northern Territory to 24% in Tasmania and 28% in the ACT. The Northern Territory and Queensland have the youngest profile of older public housing residents while Tasmania and the ACT have the oldest profile.

Table 9: Older public housing residents by age-group

	<i>65-74 years</i>		<i>75-84 years</i>		<i>85 years or over</i>		<i>Total</i>	
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>
New South Wales	21,000	55%	13,700	36%	3,400	9%	38,100	100%
Victoria	10,100	55%	6,600	36%	1,800	10%	18,500	100%
Queensland	8,000	63%	4,000	32%	600	5%	12,600	100%
South Australia	11,300	56%	6,400	32%	2,500	12%	20,200	100%
Western Australia	5,700	59%	2,800	29%	1,200	12%	9,700	100%
Tasmania	1,000	59%	300	18%	400	24%	1,700	100%
ACT	700	28%	1,100	44%	700	28%	2,500	100%
Northern Territory	300	75%	100	25%	0	0%	400	100%
Total	58,100	56%	35,000	34%	10,600	10%	103,700	100%

(c) Country of birth and proficiency in English

Table 10 indicates that 57% of older public housing residents were born in Australia, a lower proportion than all older persons (63%). However, the proportion born in New Zealand, the UK and Ireland is higher than among all older persons (18% compared to 12%). The proportion of older public housing residents born elsewhere overseas is generally less than that of the general older population.

The major countries of birth, all of which are around 1%, are Italy, Greece, Germany, Vietnam and China (excluding Taiwan).

Table 10: Older public housing residents by country of birth

	<i>Older public housing residents</i>		<i>All older persons</i>	
	#	%	#	%
Australia	59,300	57%	1,469,200	63%
New Zealand, UK and Ireland	18,800	18%	281,000	12%
Europe (other than UK and Ireland)	9,500	9%	307,100	13%
Asia	5,300	5%	75,700	3%
North Africa and the Middle East	1,700	2%	21,100	1%
Americas	1,100	1%	12,700	1%
Sub-Saharan Africa	900	1%	10,000	0%
Oceania	600	1%	3,800	0%
Not stated, inadequately described, at sea	6,500	6%	163,600	7%
Total	103,700	100%	2,344,200	100%

7% of older public housing residents do not speak English well or at all, a similar proportion to the general community of older persons, as outlined in Table 11. This proportion differs between states/territories, ranging from 0% in Tasmania and Northern Territory to 9% in New South Wales and 13% in Victoria. The proportion is particularly higher in metropolitan areas (18% in Melbourne and 14% in Sydney).

Table 11: Older public housing residents who speak English not well or not at all

	<i>% residents who speak English not well or not at all</i>
New South Wales	9%
Victoria	13%
Queensland	2%
South Australia	3%
Western Australia	4%
Tasmania	0%
ACT	4%
Northern Territory	0%
Total	7%

(d) Mobility

As outlined in Table 12, 7% of older public housing residents have moved in the previous 12 months. In Tasmania and Northern Territory, there were virtually no moves, with around 6% to 8% of residents moving in the other states/territories. The significant differences were within states/territories where 13% and 14% of older public

housing residents in rural Western Australia and rural South Australia respectively moved, and 10% in Brisbane and Sydney moved.

Table 12: Older public housing residents who moved in the previous 12 months

	<i>% residents who moved in the past 12 months</i>
New South Wales	8%
Victoria	7%
Queensland	7%
South Australia	6%
Western Australia	8%
Tasmania	0%
ACT	4%
Northern Territory	0%
Total	7%

As presented in Table 13, 70% of older public housing residents have not moved in the previous five years. In Tasmania and Northern Territory it is 94% and 100% respectively. On the other hand, it is relatively low in Queensland and Western Australia, 60% and 62% respectively.

The proportion of older public housing residents who have not moved is substantially greater than that of other public housing residents and of the general older person population, 51% and 65% respectively.

Table 13: Older public housing residents who have not moved in the previous five years

	<i>Older public housing residents</i>	<i>All public housing residents</i>	<i>All older persons</i>
New South Wales	68%	56%	66%
Victoria	72%	50%	69%
Queensland	60%	42%	58%
South Australia	78%	56%	71%
Western Australia	62%	40%	64%
Tasmania	94%	47%	70%
ACT	72%	55%	64%
Northern Territory	100%	48%	44%
Total	70%	51%	65%

3.3.3 Particular characteristics of public housing households with older persons

Table 6 and Table 7 above presented some basic data on older person households within public housing. The following tables present some particular characteristics of these households.

(a) Number of persons in the household

Table 14 compares the number of older persons in public housing households with all households with older persons. 65% of older households in public housing had one older person, compared to 43% of all households with an older person. 91% of older households in public housing have either one or two older persons, compared to 84% of all households with an older person.

Table 14: Older person households by number of older persons in household

<i>Number of older persons in household</i>	<i>Public housing households with older persons</i>		<i>All households with older persons</i>	
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>
One	57,400	65%	781,800	43%
Two	22,700	26%	730,000	41%
Three	4,600	5%	150,900	8%
Four	1,700	2%	66,500	4%
Five	900	1%	37,800	2%
Six	1,000	1%	31,200	2%
Total	88,300	100%	1,798,200	100%

(b) Household type

Table 15 compares the household type for public housing households with older persons and all households with older persons. 65% of public housing households are lone person households compared to 34%. On the other hand, 19% of public housing households are couples, compared to 33% of all households.

Table 15: Households with older persons by household type

<i>Household type</i>	<i>Public housing households with older persons</i>		<i>All households with older persons</i>	
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>
Non-family households				
Lone person	57,300	65%	613,100	34%
Group households	1,600	2%	23,500	1%
Family households				
Couples	17,000	19%	601,700	33%
Families with non-dependent children	7,200	8%	192,000	11%
Other family	4,400	5%	80,800	4%
Other	800	1%	287,100	16%
Total households	88,300	100%	1,798,200	100%

(c) Dwelling type

Table 16 presents data on the dwelling occupied by older person households in public housing and generally. Generally two-thirds of households with older persons live in

separate houses. However, public housing households with older persons live predominantly in three types of dwellings: separate houses (29%), one-storey semi-detached row, terrace house or townhouse (28%) and one- or two-storey flats, units or apartments (28%). 11% of dwellings are three-storey or more flats, units or apartment, three-quarters of which are located in Melbourne and Sydney.

Table 16: Households with older persons by dwelling type

<i>Dwelling type</i>	<i>Public housing households with older persons</i>		<i>All households with older persons</i>	
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>
Separate house	25,300	29%	1,183,400	66%
Semi-detached row or terrace house, townhouse, one-storey	24,600	28%	142,300	8%
Flat, unit or apartment in a one- or two-storey block	24,500	28%	130,700	7%
Flat, unit or apartment in a three-storey or more block	9,600	11%	74,800	4%
Other¹	3,700	4%	69,000	4%
Not stated	600	1%	17,500	1%
Not applicable	0	0%	180,500	10%
Total	88,300	100%	1,798,200	100%

Note: 1. In public housing these dwellings are predominantly semi-detached row or terrace house, townhouse 2+ storey – over two-thirds of these are located in New South Wales.

(d) Households and size of dwellings

As indicated in Table 17, 44% of older public housing households lived in bedsitter or 1-bedroom dwellings, compared to only 7% of all older person households. Indeed, over 50% of all older person households lived in 3- or 4-bedroom dwellings, compared to only 23% of older public housing households.

Table 17: Households with older persons by number of bedrooms

<i>Number of bedrooms</i>	<i>Older public housing households</i>		<i>All older person households</i>	
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>
None (includes bedsitters)	3,600	4%	18,300	1%
1 bedroom	35,400	40%	108,500	6%
2 bedrooms	27,500	31%	414,300	23%
3 bedrooms	18,600	21%	743,300	41%
4 bedrooms	1,900	2%	209,300	12%
5 or more bedrooms	400	0%	45,700	3%
Not stated	900	1%	78,300	4%
Not applicable		0%	180,500	10%
Total	88,300	100%	1,798,200	100%

3.4 2005 National Social Housing Survey

Each year as part of the performance measurement framework for social housing under the CSHA, the Australian Institute of Health and Welfare arranges a National Social Housing Survey of the different forms of social housing – public housing, community housing and SOMIH. The survey covers a range of topics including:

- Tenant satisfaction with different aspects of services provided by public housing providers;
- Tenant satisfaction with the dwelling, including different items inside and outside the home;
- Tenant needs and the extent to which public housing has met those needs;
- Tenant involvement in organisations;
- Tenant knowledge of their rights;
- Labour force participation.

In 2005 the National Social Housing Survey (public housing) was conducted among 15,434 tenants of whom around 4,939 (31%) were older persons – 2,778 aged 65-74 years (17%) and 2,161 aged 75 years and over (14%). A report (TNS Social Research 2005a) presents the national findings of the survey, along with some breakdown by state/territory and some commentary with regard to demographic characteristics.

The material below is an analysis of one of the Excel worksheets in Appendix 3 of the National Social Housing Survey (public housing) report (TNS Social Research 2005b) which provides data according to three age-groups: 15-64 years, 65-74 years and 75 years and over. This allows some comparison between age-groups.⁵

3.4.1 Characteristics of older participants

(a) Demographic characteristics

Table 18 compares the characteristics of this older group of participants in the survey with the younger group.

- Nearly two-thirds of older persons were living alone, and around one-fifth living as couples;
- Approximately 2% of 65-74 year age-group households and approximately 1% of 75 years and over age-group households have a household member who is of Aboriginal and/or Torres Strait Islander origin, compared to 8% of households in 15-64 year age-group;
- The proportion of 65-74 year age-group with a disability or health condition is slightly lower than that of 15-64 year age-group, but the proportion of 75 years and over age group is slightly higher;
- A significantly lower proportion of older persons were born in Australia – around 60% older persons compared to 70% of those in 15-64 year age-group;
- A relatively high proportion of older persons were born in Britain (including Eire) and Gibraltar – around 15% compared to 7% in 15-64 year age-group;
- Around 25% of older persons were born in countries other than Australia, Britain, Ireland and New Zealand;

⁵ The Excel worksheets in Appendix 3 of the National Social Housing Survey Report (public housing) also provide a breakdown by gender, employment, income dwelling type, household type Indigenous status and state. However, it does not allow for comparison by both age groups and state/territory. Further, only 76 responses from older persons (65 years and over) identified as Aboriginal or Torres Strait Islander. Such a sample is too small for reliable results. However, an Indigenous supplement report by TNS Social Research (2005c) does present some results by age group.

→ Other than English, the main languages spoken at home among older persons were Russian, Spanish and Vietnamese, all around 1%.

Table 18: Demographic characteristics of participants in the National Social Housing Survey (public housing) by age-group

<i>Characteristic</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
<i>Household type</i>	<i>%</i>	<i>%</i>	<i>%</i>
Single person living alone	36.3%	63.2%	65.8%
Couple living alone	8.9%	21.9%	18.9%
Single/couple with children	46.8%	6.6%	4.5%
Household member is of Aboriginal and/or Torres Strait Islander origin	8%	2%	1%
Household member has a disability, health or other condition	46%	44%	48%
Country of birth (> 1.0%):			
Australia	70.6%	58.2%	57.9%
Britain (including Eire) and Gibraltar	6.6%	15.2%	15.8%
New Zealand	2.1%	1.5%	0.9%
Germany	0.8%	1.5%	1.5%
Yugoslavia – Slovenia	0.6%	1.5%	0.3%
Vietnam	1.8%	1.3%	1.2%
Italy	0.4%	1.3%	0.9%
Russia	0.2%	1.3%	0.6%
The Netherlands	0.5%	0.3%	1.4%
China	0.3%	0.8%	1.3%
Philippines	0.9%	0.7%	1.2%
Sri Lanka	0.1%	0.1%	1.0%
Lebanon	1.3%	0.7%	0.7%
Main language at home			
English	89.1%	86.2%	84.9%
Russian	0.2%	1.5%	0.6%
Spanish	0.9%	1.1%	0.6%
Vietnamese	1.5%	1.0%	0.9%
Arabic	1.0%	0.6%	0.6%

Source: National Social Housing Survey (public housing) Q 32, 46, 47, 50, 51

(b) Place of living prior to public housing

Table 19 below outlines where older public housing tenants were living prior to entering public housing. The majority lived in private rental (60% in 65-74 year age-group, and 54% in 75 and over group), with significant proportions living with friends/relatives (13%

and 16%), in community-based housing (5% and 6%), in a caravan park (5% and 3%) and in a home they owned or were buying (4% and 5%).

Table 19: Place of living before becoming a public tenant

<i>Tenure</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
In a private rental home	57%	60%	54%
With friends/relatives	20%	13%	16%
In community-based housing	5%	5%	6%
In a caravan park	3%	5%	3%
In a home you owned/were buying	2%	4%	5%
Always in public housing	2%	2%	3%
In a private boarding house	1%	1%	1%
In a refuge/crisis accommodation	4%	1%	0%
Homeless/sleeping rough	1%	1%	0%

Source: National Social Housing Survey (public housing) Q 19

(c) Reasons for moving into public housing

The most cited reason that older persons moved into public housing was that they couldn't afford private rental (66% of 65-74 age-group and 61% of 75 and over group). Other reasons included:

- Security of tenure/not having to move (30% and 25%);
- Wanted to live in this area/meant could afford to live in area (both 21%);
- Previous housing was poor quality/this house better (17% and 16%);
- Couldn't get private rental home (4% and 7%);
- Violent or dangerous situation (5% and 3%);
- Health reasons/need support – group home (4% and 3%).

(d) Type of dwelling occupied

Table 20 outlines the type of dwelling occupied by public housing tenants by age-group. The predominant form of housing for older persons is a flat or apartment, with just under half (47%) of the 75 and over group occupying this type of dwelling.

Table 20: Type of dwelling occupied

<i>Dwelling type</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Flat or apartment	20%	39%	47%
Separate house	56%	34%	23%
Semi-detached, row or terrace house, townhouse etc.	25%	27%	30%

Source: National Social Housing Survey (public housing) Appendix 3, Age by all questions, Table 177

(e) Length of tenure

As presented in Table 21, nearly three-quarters of persons aged 75 and over have lived in public housing for more than ten years, with nearly two-thirds of the 65-74 year

age-group having lived in public housing for this time. Indeed, as presented in Table 22, the majority of older tenants have lived at their current address for more than ten years.

Table 21: Length of tenure

<i>Length of tenure</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
More than 20 years	16%	37%	46%
10 years to 20 years	31%	27%	29%
5 years to 10 years.	23%	17%	15%
2 years to 5 years	18%	12%	6%
Less than 2 years	12%	7%	5%

Source: National Social Housing Survey (public housing) Q 21

Table 22: Length lived at current address

<i>Length of tenure</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
15 years or more	18%	34%	39%
10 years to 14 years	17%	16%	20%
5 years to 9 years.	26%	21%	18%
1 years to 4 years	35%	23%	17%
Less than 1 year	2%	1%	1%

Source: National Social Housing Survey (public housing) Q 23

Most older tenants see themselves living in public housing five years from now (74% of 65-74 age-group and 62% of 75 and over age-group).⁶ Despite their age, over a third of 65-74 year age group and nearly one-quarter of the 75 and over age-group indicated that if it were possible, they would like to buy their current home.⁷ The main factors stopping them from doing so were that public housing offers security that is otherwise not available (over 40% of older persons) and that they couldn't afford the repayments (42% of 65-74 year age-group and 30% of 75 years or more age-group).

3.4.2 Satisfaction with service delivery

Tables 23 to Table 25 present the extent to which survey participants were very satisfied or satisfied with different aspects of service delivery.

Generally throughout the tables, the proportion of older age-groups who are very satisfied or satisfied is higher than that of the younger groups (15-64 years). In many of the variables, this proportion is over 10% higher. For example, 74% of those in the 65-74 age-group and 79% of those in the 75 and over age-group are very satisfied or satisfied with the overall service provided, compared to only 64% of those in the 15-64 age-group. Two exceptions to this are in Table 25 and relate to 'the time it takes before you are attended to in the office' and 'the knowledge of the office staff about policies and procedures'. For both these two variables, the proportion of those very satisfied or

⁶ Most of those who did not choose public housing indicated that they did not know where they would be five years from now (17% of 65-74 age group and 25% 75 years and over age group) (National Social Housing Survey (public housing) Q26).

⁷ National Social Housing Survey (public housing) Q28

satisfied drops for the 75 and over age-group (53% and 55% respectively), compared to the 15-64 age-group (59% and 56% respectively).

Table 23: Very satisfied or satisfied aspects of overall service by age-group

<i>Overall service</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Overall service provided	64%	74%	79%
Availability of clear information	68%	77%	75%
The way you are treated by staff	69%	73%	77%
Knowledge of staff about policies and procedures	59%	64%	63%

Source: National Social Housing Survey (public housing) Q 1, 2

Table 24: Very satisfied or satisfied with aspects of maintenance services by age-group

<i>Maintenance service</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Emergency maintenance services			
Emergency maintenance services overall	66%	76%	79%
Information about reporting emergency problems	76%	84%	79%
The way you are treated by staff	73%	82%	82%
The way you are treated by contractors	77%	83%	84%
The quality of work done by the contractor	67%	77%	76%
The time it takes to get the problem fixed	59%	70%	69%
Day-to-day maintenance services			
Day-to-day maintenance services overall	55%	71%	73%
Information about reporting day-to-day maintenance problems	73%	82%	81%
The way you are treated by staff	72%	82%	84%
The way you are treated by contractors	74%	83%	84%
The quality of work done by the contractor	61%	74%	77%
The time it takes to get the problem fixed	51%	68%	66%

Source: National Social Housing Survey (public housing) Q 7, 8, 10, 11

Table 25: Very satisfied or satisfied with aspects of non-maintenance services by age-group

<i>Non-maintenance service</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Overall service	57%	63%	61%
The time it takes to get through on the phone	56%	62%	59%
The time it takes before you are attended to in the office	59%	63%	53%
The way you are treated by staff in the office	66%	71%	69%
The knowledge of staff about policies and procedures	56%	61%	55%
The amount of privacy when talking to staff in the office	55%	65%	61%
How efficiently your query is dealt with	53%	61%	60%

Source: National Social Housing Survey (public housing) Q 13, 14

3.4.3 Satisfaction with dwelling

Over 70% of older persons are very satisfied or satisfied with most aspects of the condition of their dwelling. The most notable exception to this relates to shared facilities and common areas where the proportion drops to well below 50% (see Table 26).

Apart from those aspects, the proportion of older persons satisfied is substantially higher than those in the 15-64 year group, ranging from 10 to 15% higher among the 65-74 year old group and 10 to 18% higher for the 75 and over group. For those aspects related to sharing facilities or common areas, the proportion of older persons satisfied is higher than the 15-64 year group but the range is only 1 to 13% higher.

Table 26: Very satisfied or satisfied with aspects of the condition of the dwelling by age-group

<i>Dwelling conditions</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Overall condition of home	59%	73%	77%
Condition of the inside of the home	60%	73%	75%
Condition of the outside of the home	57%	66%	66%
Amount of privacy your home has	59%	74%	77%
Security of the home	56%	70%	72%
Where facilities are shared:			
How clean the shared facilities are	31%	37%	32%
Where common areas are shared:			
Overall cleanliness of the building	35%	41%	41%
Overall condition of the building	34%	44%	41%
Overall security of the building	34%	42%	47%

Source: National Social Housing Survey (public housing) Q 3, 4, 5

Table 27 and Table 28 present the tenants' assessment on the condition of various items inside and outside the home. In all except one item (marginally), over 85% of the 65-74 year group assessed these as in good or average condition (some wear). In all

except two items outside the home (gutters and downpipes, fencing and gates), over 90% of the 75 and over group assessed these as in good or average condition.

For all items, the proportion of tenants assessing items as in good or average condition was higher among the older groups of tenants than among the 15-64 year group, with most items more than 5% above and some more than 10% above.

Table 27: Condition of items inside the home, good and average condition¹

<i>Inside item</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Walls and ceilings	82.5%	88.2%	90.6%
Bathroom, toilet and laundry	76.8%	87.7%	91.8%
Windows	83.2%	88.3%	90.5%
Security locks on windows and doors	78.4%	86.6%	89.9%
Floor finishes	71.6%	84.3%	90.3%
Kitchen stove	84.1%	87.7%	89.5%
Plumbing	83.6%	90.8%	93.8%
Exhaust fans/ventilation	83.6%	89.2%	92.7%
Heating	86.0%	92.6%	92.2%
Cooling/ceiling fans	85.6%	93.2%	94.1%
Power points and light switches	89.2%	95.0%	97.1%

Source: National Social Housing Survey (public housing) Q 17

Note: 1. The proportions are based on those who responded to this question by either indicating 'good condition', 'average condition – some wear' or poor condition – needs repair'. Those who did not answer the question or indicated that the item was 'not provided by the Department' or 'don't know/not applicable to me' are excluded.

Table 28: Condition of items outside the home, good and average condition¹

<i>Outside item</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Roof	88.9%	93.9%	95.0%
External walls	90.1%	92.2%	94.4%
Gutters and downpipes	78.6%	85.1%	86.2%
Security screens	77.6%	88.4%	89.6%
Fencing and gates	68.8%	80.3%	82.0%

Source: National Social Housing Survey (public housing) Q 18

Note: 1. The proportions are based on those who responded to this question by either indicating 'good condition', 'average condition – some wear' or poor condition – needs repair'. Those who did not answer the question or indicated that the item was 'not provided by the Department' or 'don't know/not applicable to me' are excluded.

3.4.4 Tenant needs

The following presents the data on four areas of tenant needs: public housing helping to improve quality of life, dwelling needs, location of dwelling needs and support needs.

(a) Improved quality of life

65% in the 65-74 age-group and 61% in the 75 and over age-group indicated that public housing had improved their overall quality of life. While this is comparable to 63% of the 15-64 year age-group, more older persons indicated that public housing has improved their overall quality of life a lot (approximately 46%) rather than a little (approximately 18%) (compared to 40% and 22% respectively of the 15-64 year age-group).⁸

Table 29 presents the ways in which public housing has helped. The most important was that an older person felt more settled in general (approximately 95%) and could continue to live in the area (94 to 97%).

Table 29: Ways in which public housing has helped

<i>Ways</i>	<i>15-64 years</i>	<i>65-74 years</i>	<i>75 and over</i>
Feel more settled in general	89%	95%	96%
Be able to continue living in the area	86%	94%	97%
Manage rent/money better	88%	92%	95%
Be more able to cope	84%	90%	91%
Have better access to services I need	77%	86%	87%
Feel part of the local community	70%	83%	87%
Enjoy better health	62%	72%	74%

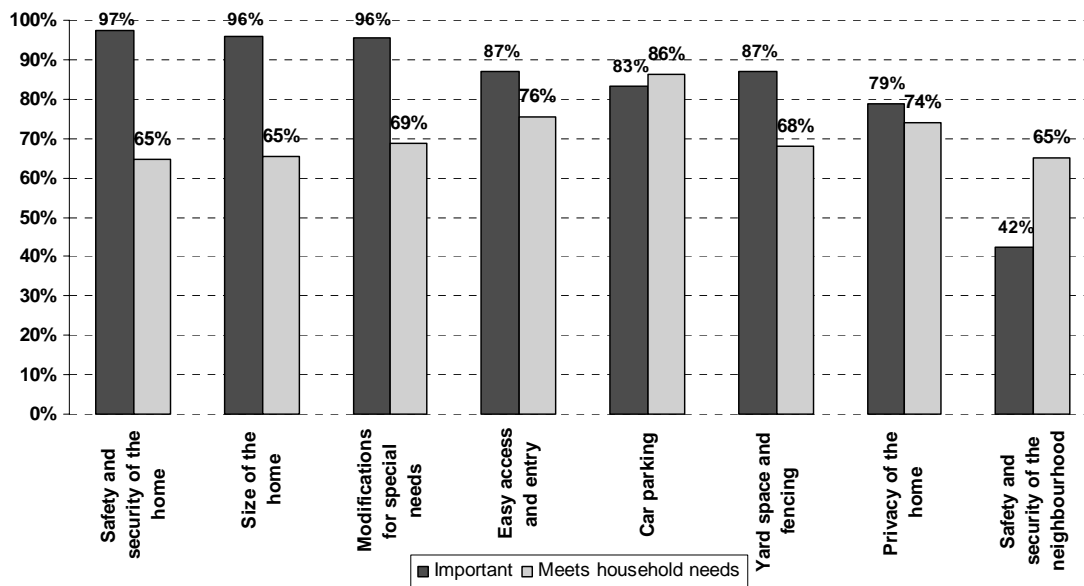
Source: National Social Housing Survey (public housing) Q 24

(b) Dwelling needs

The survey asked participants the importance of particular aspects of their home and whether these met their needs. Figure 3, Figure 4 and Figure 5 present the results for each of the three age-groups. The aspect of the dwelling which regarded as most important was 'safety and security of the home' (over 94%).

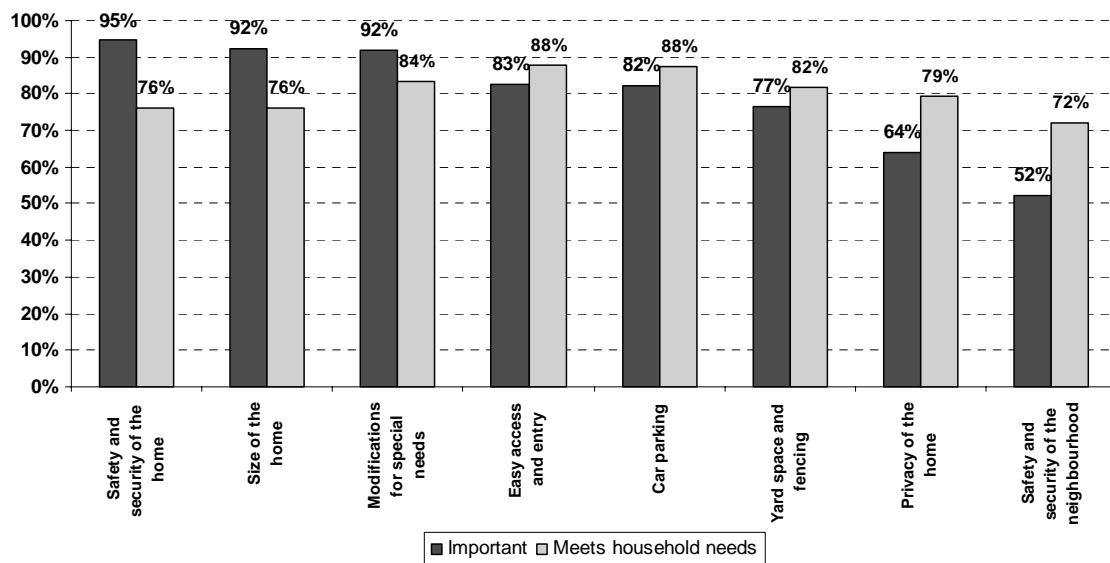
⁸ National Social Housing Survey (public housing) Q 25

Figure 3: Dwelling needs, importance and meets household needs, 15-64 year age-group



Source: National Social Housing Survey (public housing) Q 15

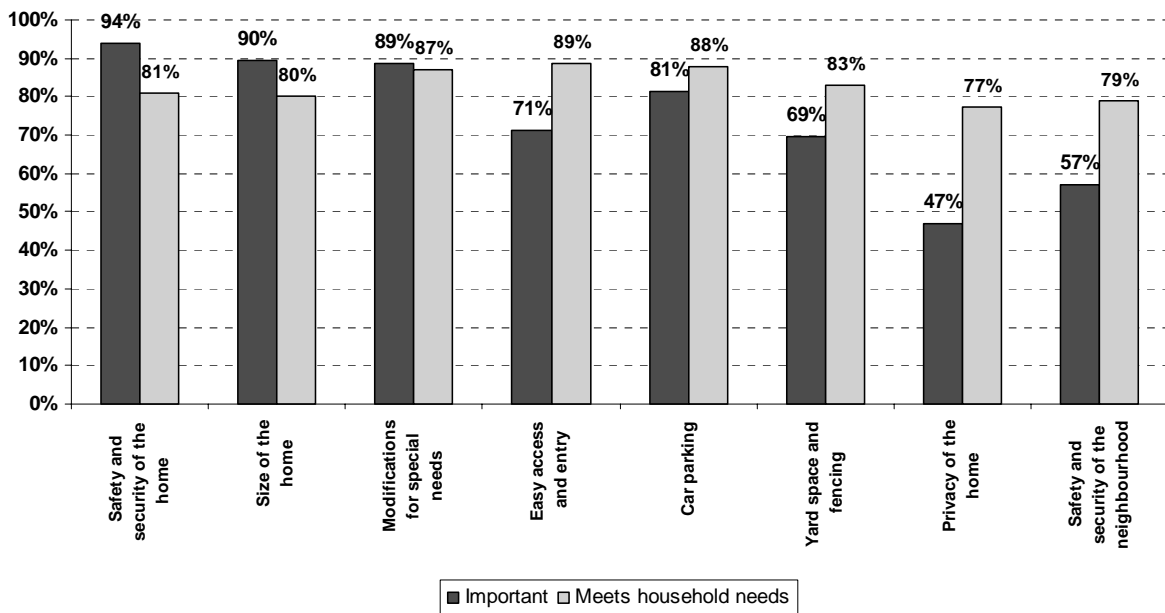
Figure 4: Dwelling needs, importance and meets household needs, 65-74 year age-group



Source: National Social Housing Survey (public housing) Q 15

The proportion of older people regarding particular aspects of the dwelling as important was generally lower than the 15-64 year age-group. The only aspect which a higher proportion of older people regarded as important was 'safety and security of the neighbourhood'. This was regarded as important by 10% more people in the 65-74 year age-group and by 15% more people in 75 years and over age-group. But it was also the aspect of the dwelling which was regarded as important by the least proportion of all tenants.

Figure 5: Dwelling needs, importance and meets household needs, 75 years and over age-group



Source: National Social Housing Survey (public housing) Q 15

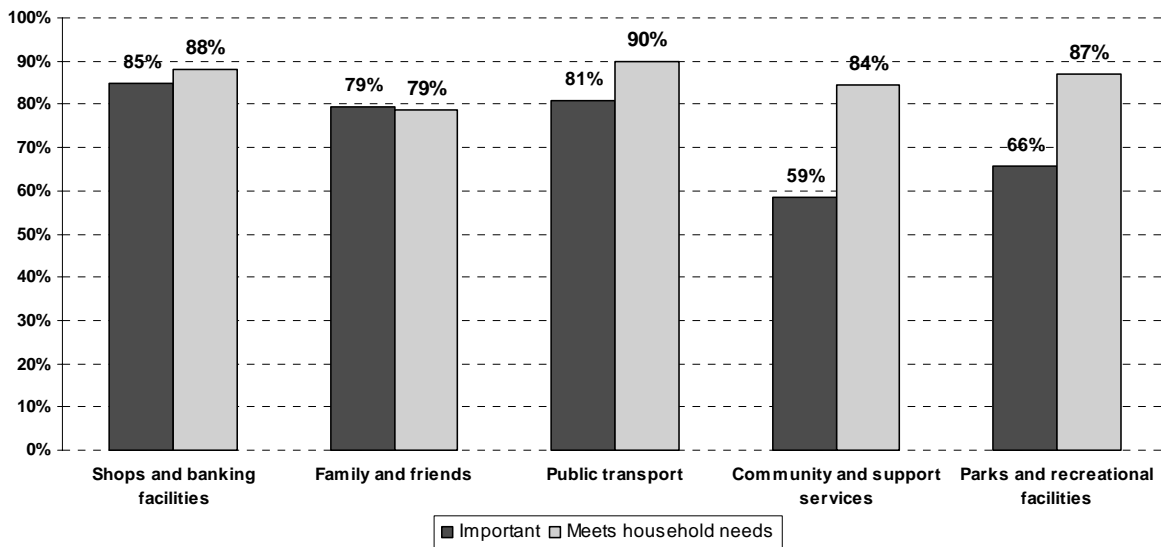
While the proportion of older persons regarding an aspect of the dwelling as important was lower than the 15-64 year age-group, the proportion of older persons indicating that this aspect of the dwelling met their needs was generally in the range of 10 to 15% higher. The two exceptions are 'car parking' where the proportion for 15-64 year age-group was the highest of all aspects of the dwelling, and 'privacy of the home' where the proportion for 15-64 year age-group was also high.

One aspect is notable for the 75 years and over group. The proportion of this group indicating that 'privacy of the home' is important (47%) is considerably lower than that of the other older person group.

(c) Needs in relation to the location of the dwelling

The survey asked participants about the importance of particular aspects of the location of their home and whether it met their needs. Figure 6, Figure 7 and Figure 8 present the results for each of the three age-groups. Over 80% regarded three aspects of dwelling location as important: close to shops and banking facilities, close to family and friends and close to public transport. The location of their dwelling met these needs for over 85%.

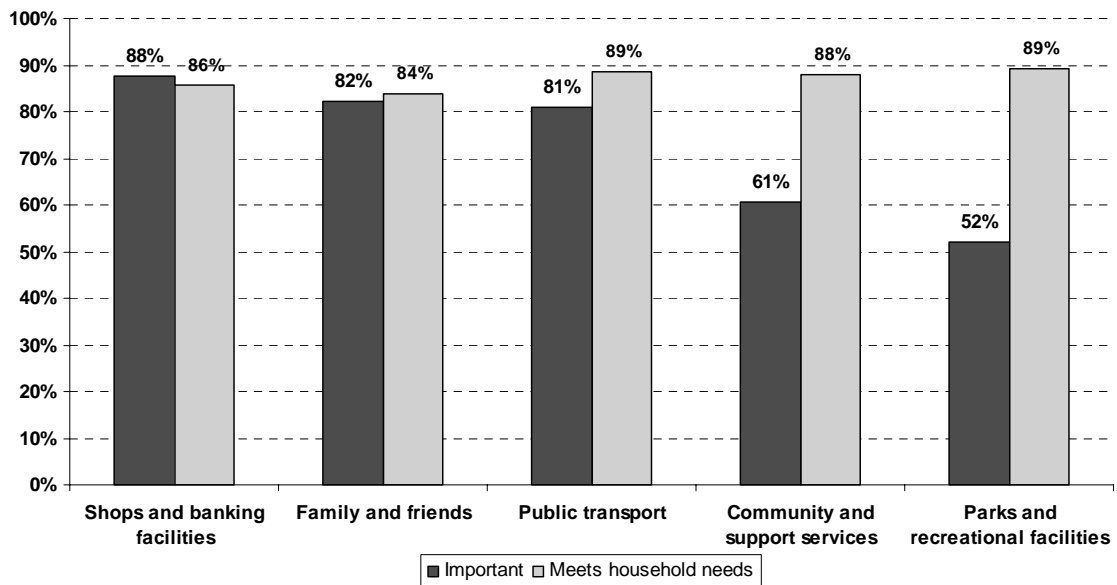
Figure 6: Location needs, importance and meets household needs, 15-64 year age-group



Source: National Social Housing Survey (public housing) Q 16

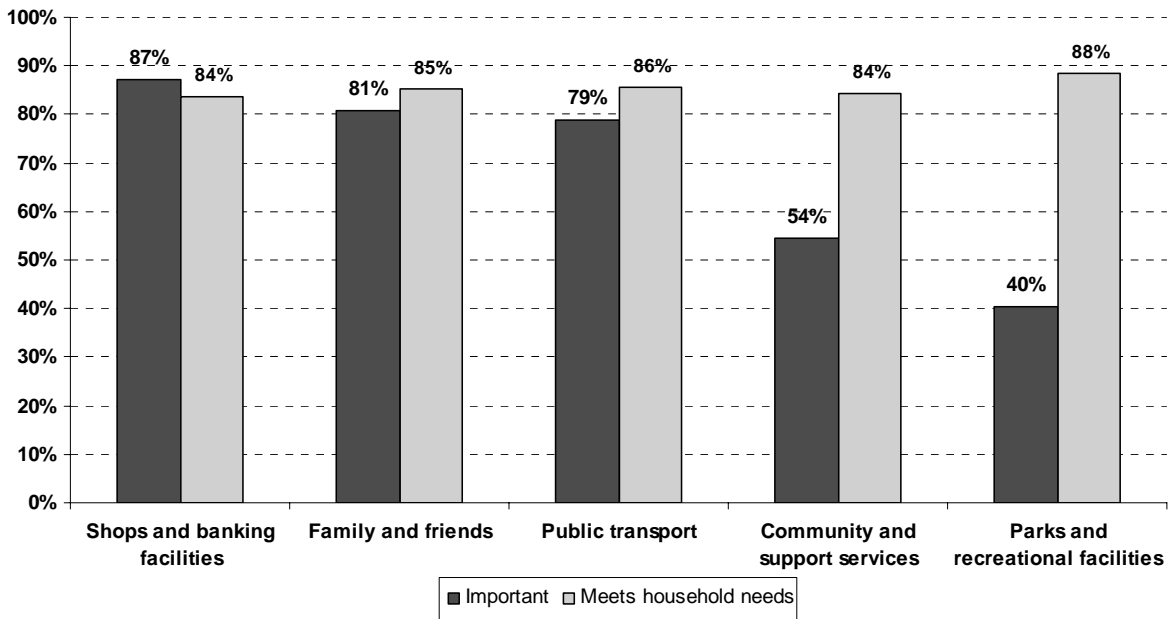
Two aspects of dwelling location – close to community and support services, and close to parks and recreational facilities – were regarded as important by a lesser proportion of older persons but still met the needs of a similar proportion as other aspects.

Figure 7: Location needs, importance and meets household needs, 65-74 year age-group



Source: National Social Housing Survey (public housing) Q 16

Figure 8: Location needs, importance and meets household needs, 75 years and over age-group



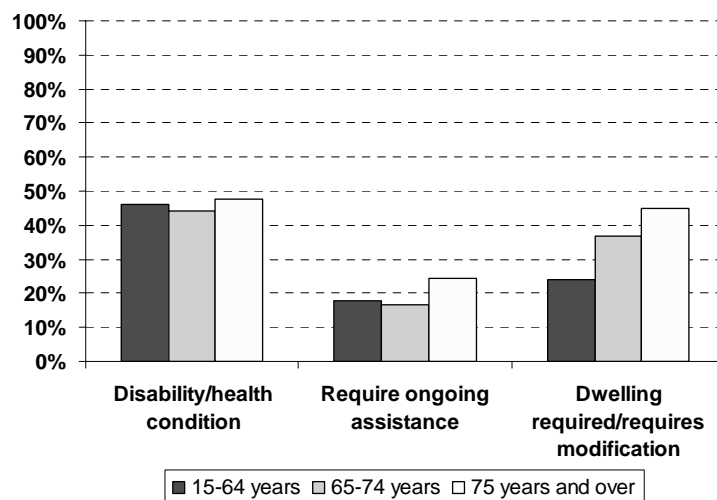
Source: National Social Housing Survey (public housing) Q 16

(d) Support needs

Figure 9 presents the proportion of survey participants by age-group who have a disability or health condition, who require ongoing assistance and whose dwelling has been modified or requires modification because a member of the household has a disability.

The proportion of older persons with a disability or health condition is not significantly different from 15-64 year age group; indeed, it is only higher for the 75 years and over age-group. However, the proportion in the 75 year and over age-group who require assistance is 8% higher than the other two age-groups, while the proportion of dwellings modified or requiring modification is significantly higher for each age-group.

Figure 9: Disability, assistance and modification by age group

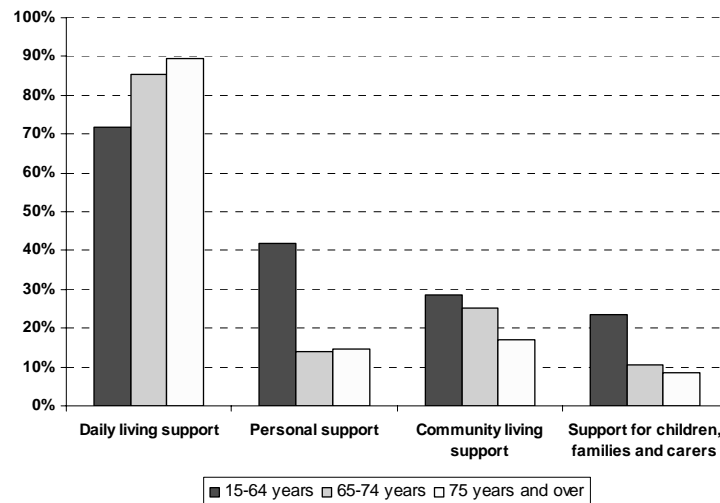


Source: National Social Housing Survey (public housing) Q 32, 33, 34

Of those requiring ongoing assistance, the area in which assistance was required was in daily living support (dressing, showering, eating, mobility, cleaning, cooking,

shopping, home maintenance, health care, personal transport, provision of meals). The proportion of those requiring daily living support increased with age, with 90% of persons in the 75 years and over age-group requiring this type of support. Personal support (needs assessment and management, counselling), community living support (living skills development, community transport, social and personal development, recreation/leisure) and support for children, families and carers was highest among the 15-64 year age-group – 42%, 28% and 24% respectively of all those requiring ongoing assistance (see Figure 10).

Figure 10: Support needs by age-group



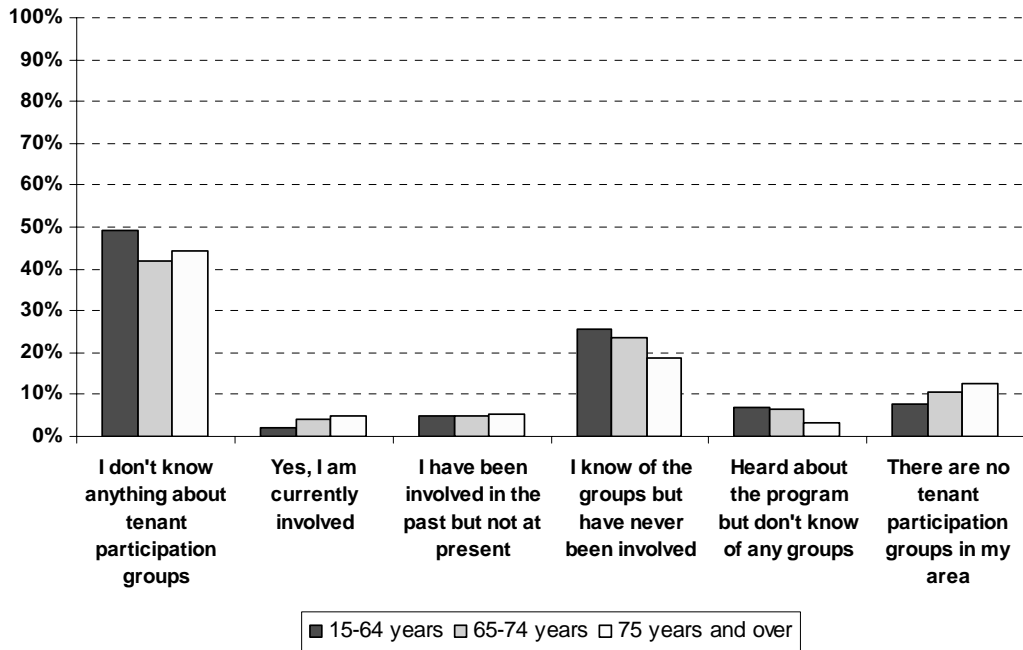
Source: National Social Housing Survey (public housing) Q 35

3.4.5 Tenant participation and tenant rights

(a) Participation in tenant groups

Less than 5% of survey participants are currently involved in tenant groups, with another 5% having been involved at some time. The rate of participation increases with age, with 5% of the 75 years and over age-group involved compared to 2% of the 15-64 age-group.

Figure 11: Participation in tenant groups by age-group

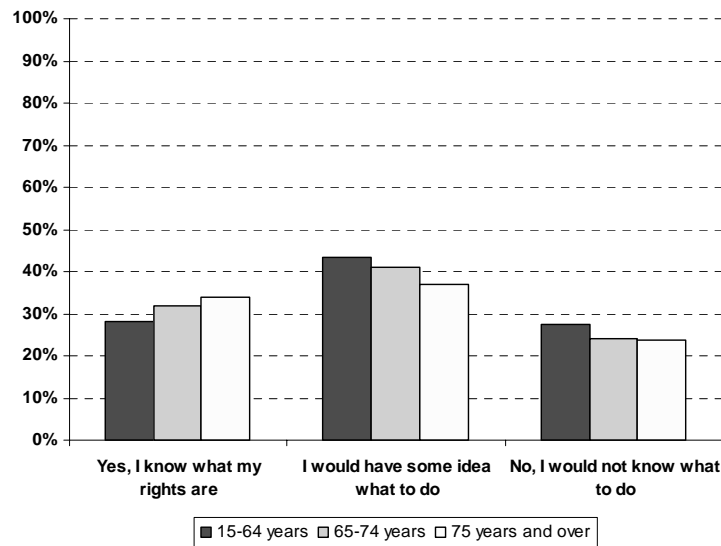


Source: National Social Housing Survey (public housing) Q 29

(b) Tenant rights

Approximately 30% of survey participants know what their rights are, with a slight increase with age.

Figure 12: Knowledge of tenants rights by age-group



Source: National Social Housing Survey (public housing) Q 30

3.5 ABS General Social Survey 2002

In 2002 the ABS conducted a General Social Survey throughout Australia. One of the aims was to 'present data on a range of social dimensions of the Australian community' (ABS 2003b).

The GSS interviewed 15,500 participants, including 226 older persons in public housing. The data presented here is based upon the results of these 226 persons.⁹

This survey is particularly important for the information it provides on:

- Health and disability and their impact;
- Financial issues such as debt and cash flow problems;
- Extent of stressful experiences;
- Safety and security;
- Social attachment, measured through the capacity to call on people in times of crisis and contact with friends and relatives;
- Participation in social, cultural, recreational and sporting activities;
- Use of technologies.

The survey data also 'enables analysis of the interrelationship of social circumstances and outcomes, including the exploration of multiple advantage and disadvantage'. The extent to which the current project could undertake such analysis was limited, given the relatively small number of older persons in public housing. However, as the results below indicate, some comparison was made between this group, all older persons, all public tenants and all survey participants.

3.5.1 Comparing older persons in public housing with all older persons

Table 30 below outlines from the 2002 GSS selected characteristics of older persons in public housing which differ from the older person population. Those in public housing are more likely:

- To be in fair or poor health, have a disability or long-term health condition;
- To have difficulty getting out of their home and to the places needed;
- To feel unsafe in their home, both during the day and after dark;
- To have greater difficulty paying household bills and little capacity to raise emergency money;
- To have no contact with family or relatives outside the household;
- Not to participate in social, leisure, cultural and sporting activities outside their home;
- Not to have access to a computer or to the internet.

⁹ Given the limited sample, it is not possible to provide either state/territory breakdown of results nor a breakdown by Indigenous status.

Table 30: Selected characteristics of older persons in public housing compared to all older persons, General Social Survey 2002

<i>Characteristic</i>	<i>Older persons in public housing</i>	<i>All older persons</i>
Labour force status: employed	1%	8%
Self-assessment of health status as fair or poor	55%	35%
Has a disability or long-term health condition	83%	72%
Percentage of those with a disability who have at least a physical disability	84%	68%
Often have difficulty getting or can't get to the places needed, or never go out or housebound	18%	7%
Access to a motor vehicle	34%	66%
Victim of actual or attempted break-in	16%	7%
Feeling very unsafe or unsafe at home alone during day	12%	4%
Feeling very unsafe or unsafe at home alone after dark	14%	8%
Could not pay their electricity, gas or telephone bills on time	10%	3%
Ability to raise emergency money – could not raise \$2,000 within a week	32%	10%
No recent contact with family or friend (more than three months)	5%	1%
No recent face-to-face contact with family or friends (more than three months)	7%	3%
No support provided for other relatives living outside the household or no other relatives outside the household	89%	78%
Participation in organised or non-organised activities	34%	50%
Overall some participation in social activities in the past three months	69%	83%
Most popular social activity: went to restaurant, café or bar	40%	63%
Participation in social activities: visited library, museum or art gallery; attended movies, theatre or concert; visited park/gardens, zoo or theme park	16% each activity	32% each activity
Attended any selected cultural and leisure venues and activities in the last 12 months	54%	71%
Attended musicals and/or operas in the last 12 months	7%	16%
Attended sporting events in the last 12 months	13%	21%
Participated in sport or recreational physical activity in the last 12 months	34%	46%
Participated in voluntary work in the last 12 months	16%	28%
Household has access to a computer at home	11%	30%
Household has access to the internet at home	8%	18%

3.5.2 *Comparing older persons in public housing with all persons in public housing*

Table 31 below outlines from the 2002 GSS selected characteristics of older persons in public housing which differ from all persons in public housing. These indicate that:

- A lower proportion were born in Australia and a higher proportion were born in the main non-English-speaking countries;
- Even though a higher proportion had arrived in Australia before 1986, a higher proportion were not proficient in English;
- A lower proportion have financial difficulties (including being able to pay the rent on time);
- While 17% of persons in public housing had been the victim of physical or threatened violence in the last 12 months, only 4% of older persons had been a victim;
- The rate of participation in social, cultural and other activities outside the home was considerably lower;
- The use of technology was lower.

Table 31: Selected characteristics of older persons in public housing compared to all persons in public housing, General Social Survey 2002

<i>Characteristic</i>	<i>Older persons in public housing</i>	<i>All persons in public housing</i>
Born in Australia	57%	74%
Born in countries other than Australia and main English-speaking countries	25%	15%
Arrivals in Australia before 1986	82%	64%
English is not their main language and they are not at all proficient or cannot speak well in English	55%	43%
European language (other than English) is their main language	73%	47%
No cash flow problems	86%	55%
Could not pay electricity, gas or telephone bills on time	10%	35%
Sought financial help from friends or family	2%	17%
Sought assistance from welfare/community organisations	1%	14%
Pawned or sold something because cash was needed	1%	13%
Could not pay for car registration or insurance on time	1%	10%
Could not pay rent on time	1%	8%
Ability to raise emergency money – could not raise \$2,000 within a week	32%	52%
Victim of physical or threatened violence in the last 12 months	4%	17%
Overall some participation in social activities in the past three months	69%	81%
Most popular social activity: went to restaurant, café or bar	40%	58%
Participation in social activities: visited library, museum or art gallery; attended movies, theatre or concert; visited park/gardens, zoo or theme park	16% each activity	30% (approx.) each activity
Use of technologies: mobile phone	22%	52%
Use of technologies: video recorder	64%	81%
Access to computer at home	11%	33%
Access to internet at home	8%	18%

4 FUTURE PROJECTIONS

At the Census in 2001, 102,735 persons aged 65 years or more were housed in 87,940 public housing dwellings. But over the coming years, what will be the demand for public housing from older people, and how many will occupy public housing dwellings?

It is these two questions that this section seeks to answer. Section 4.1 begins by outlining the method and assumptions for these future projections. Section 4.2 estimates the demand for public housing from older people to 2016: Section 4.2.1 estimates this demand for the whole of Australia while Section 4.2.2 estimates this demand for each state/territory, first by persons and households and then by age-group and household type. Section 4.3 estimates the number of older persons and older person households in public housing and their age-group at 2016.

4.1 Method and assumptions for future projections

4.1.1 Previous AHURI population and household projections

This Research Paper presents future projections for two specific population groups, viz. older people in 2011 and 2016 who are expected to be eligible for public housing and older people who will be living in public housing in 2011 and 2016. The scope and time horizon, and thus the methodology, of these projections differ from two previous AHURI reports which have undertaken specific population and household projections. McDonald (2003) projected housing needs in Australia. As well as population projections, this study estimated the 'projected demand for dwellings by age and sex of a household reference person by household type by dwelling structure by tenure type by region for each of the years, 1996-2011'. Jones et al. (2007) projected the number of older low income renter households in 2026.

The scope of McDonald's projections is all households with 2011 as the time horizon, whereas the scope of this Research Report is rental households with at least one person aged 65 years or more (including different age cohorts within the group) with 2016 as the time horizon.¹⁰ As Jones et al. (2007) note in relation to McDonald's projections, 'the highest reported age-group is 60+'.

The scope of Jones et al. is similar – older low income renter households. The time horizon, however, is 2026 whereas the time horizon in this Research Report is more limited, 2016. As noted below, the more limited nature of the projections allows the adoption of more specific assumptions than both previous AHURI reports.

As a result, it is not possible to compare the results of the projections in this Research Paper with those in the two previous reports, despite some obvious similarities, particularly with those by Jones et al.

4.1.2 Overview of method¹¹

This Research Paper presents findings on estimates of future demand for public housing from older people and estimates of older public housing population at 2011 and 2016 based upon ABS 2001 Census data.¹²

Future demand for public housing

The estimates of future demand for public housing outlined in Section 4.2 below are based upon the following definitions and assumptions.

¹⁰ A time horizon of 2016 was adopted because it represents a reasonable planning horizon for SHAs and for governments.

¹¹ A more detailed outline of definitions, method and assumptions can be found in Appendix 1.

¹² At the time this work was undertaken, ABS 2006 Census data was not available.

The starting point for the projection of future demand is a definition of this demand based upon eligible demand (demand measured from older people eligible for public housing) rather than expressed demand (demand measured through public housing waiting lists).

As housing can be occupied by one or more persons, the focus is on determining the number of households where 'public housing demand' is defined as the number of households with older persons at a particular time who are eligible for public housing. The 'public housing demand' population consists of older persons within these households.

At 2001 eligible demand for public housing came from three groups of older person households:

- Those households who are in public housing;
- Those households who are in other rented dwellings;
- Those households who are living in non-private dwellings.

Jones et al. (2007) review the assumptions, methods and issues associated with population and household projections by the Australian Bureau of Statistics (ABS 2004b, 2006), McDonald (2003) and others. These will not be repeated here except to highlight the differences between the projections in this Research Paper and other projections.

The ABS bases its population projections over a hundred year period (to 2101) on assumptions about future trends in fertility, mortality and migration patterns (in relation to a particular geographic area) (ABS 2006) and its household projections over a 25 year period (to 2026) on assumptions about future trends on the propensity of this population (based upon two particular characteristics: age-groups and gender) to form households (ABS 2004b).

The population projections in this Research Paper are based upon assumptions regarding mortality only for both male and female persons. Given the age-group and a time horizon of 15 years, assumptions regarding fertility and migration patterns are disregarded. The method involves estimating from the three specified groups of older person households the number of persons who will be 65 years or more in 2011 and 2016 and then calculating the number of households. The person estimates are made by taking the number and gender of persons aged 55 years or more and 50 years or more and using the ABS Life Tables (which estimate the proportion of deaths in each age-group by gender each year) to project the number of persons aged 65 years or more in 2011 and 2016 respectively.

The household projections in this Research Paper are based on the propensity of different groups of older persons renting to form households based on the 2001 Census (rather than the propensity of all older persons as used by the ABS). For each of the three projections made below, a different propensity to form households is used – all older persons renting, older persons renting according to age cohorts, and older persons renting according to household type. Public housing demand is outlined according to (i) overall households and gender, (ii) specified age-groups and (iii) household type.

Older people in public housing

The estimates of older people in public housing outlined in Section 4.3 below are based upon definitions and assumptions similar to those outlined above. The starting point is persons living in public housing at 2001. The estimates are made by taking the number and gender of persons aged 55 years or more and 50 years or more living in public housing and using the ABS Life Tables to project the number of persons aged 65 years or more in 2011 and 2016 respectively. The household projections are based on the

propensity of older persons living in public housing to form households based on the 2001 Census.

4.2 Future demand for public housing from older people

4.2.1 Public housing demand: Australia

Public housing demand: persons and households

This projection of public housing demand by households assumes that the propensity for older persons in rental dwellings to form households in 2001 will continue and that this provides a basis for estimating the overall number of older person households renting in 2011 and 2016. In 2001, the propensity was 0.84 households per older person renting.

Table 32 and Figure 13 present data on older persons and households in the public housing demand group at 2001 and projected estimates for 2011 and 2016.

Table 32: Older persons (public housing demand group) by gender and households, 2001, 2006, 2011 and 2016, Australia

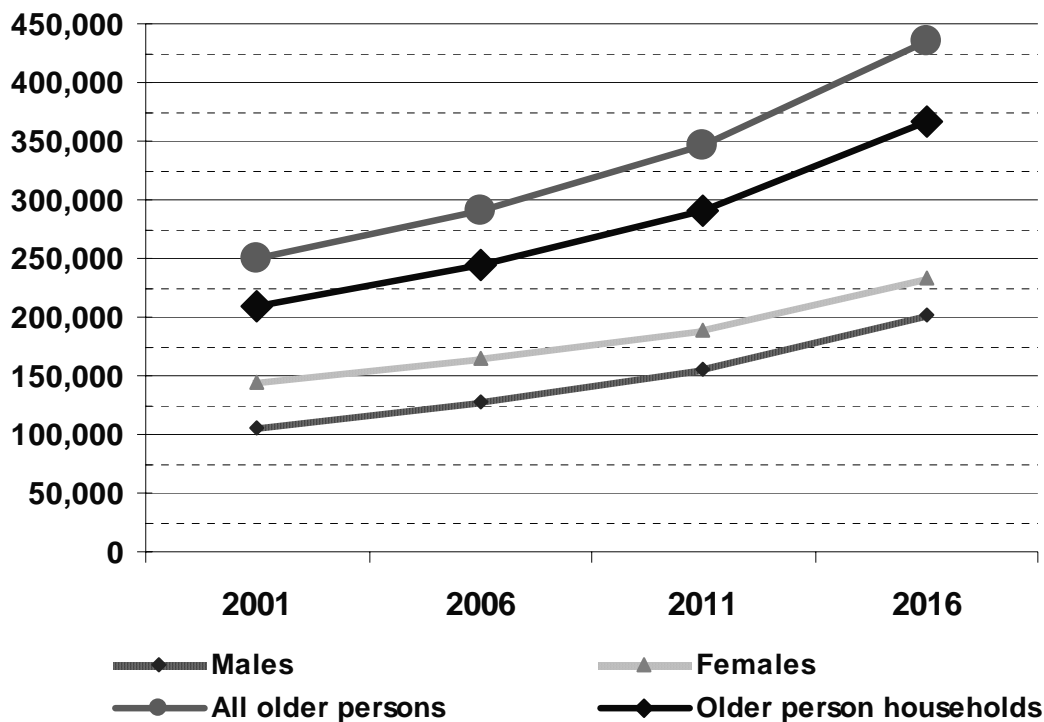
	2001 ¹	2006 ²	2011 ²	2016 ²
Older persons				
Males	105,020	126,969	156,415	202,430
Females	144,295	164,499	189,479	233,628
Total	249,315	291,468	345,894	436,058
% female	58%	56%	55%	54%
Households³	209,210	244,583	290,254	365,914
Change from 2001		18%	40%	76%

Notes: 1. ABS Census 2001

2. Projected population and household estimates

3. Number of households for 2006, 2011 and 2016 is based on the propensity of older persons in rental dwellings to form households in 2001, i.e. 0.84 households per older persons.

Figure 13: Older persons (public housing demand group) by gender and households, 2001, 2006, 2011 and 2016, Australia



In 2001, the eligible demand for public housing from older persons was 249,315 persons aged 65 years or more in 209,210 households.¹³ As noted above, in 2001 public housing housed 102,000 persons in 88,000 households, i.e. 42% of eligible demand.

The projections estimate an increase of 40% and 76% in older person households for 2011 and 2016. In 2001, 58% of older persons in the public housing demand group were female. This proportion is projected to decrease to 54%.

In 2001 public housing met 42% of the eligible demand from older person households, i.e. 87,940 of 209,210 households. Table 33 and Figure 14 indicate the annual increase in the number of public housing older person households required, if public housing is to continue to meet this level of demand.

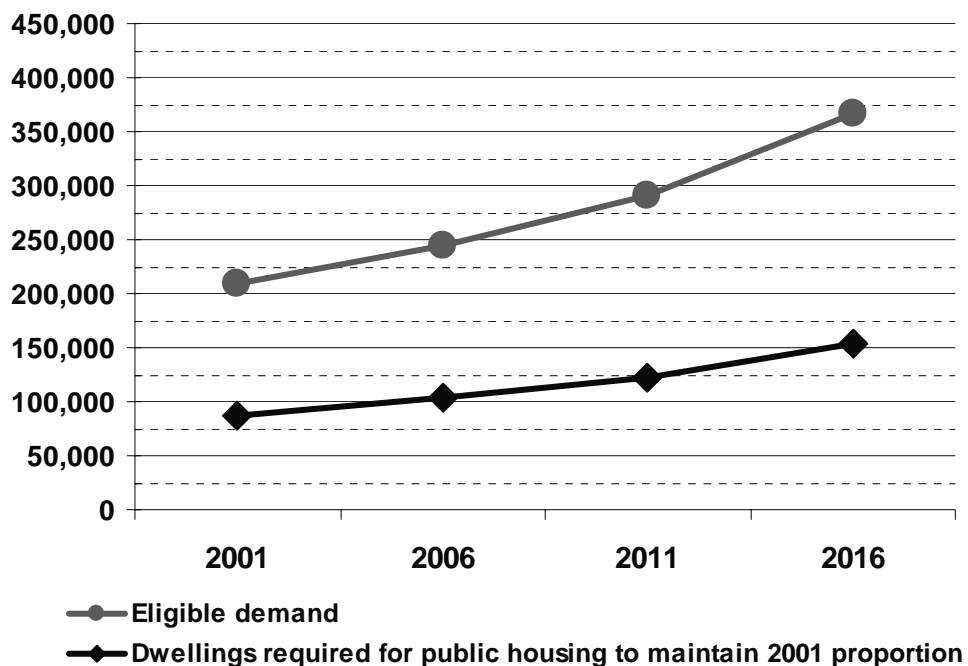
¹³ These initial figures on which the projections are based differ from those presented in Jones et al. (2007) of 194,800 low income older persons in 154,500 households. These figures presented in Table 32 are all older persons and households in the three nominated groups – public housing, private rental housing and non-private dwellings (see Appendix 1 for inclusions and exclusions within the latter two groups). The figures presented by Jones et al. relate to 'low income' older persons and households where 'low income' is defined as 'a household income of below \$600 per week (almost exactly the lowest quartile)'. As a result, the initial figures used by Jones et al. for projecting future population and household are 20 to 25% less than those used here. This will impact on future projections. Three comments can be made. First, the projections are undertaken for different purposes: this study to estimate the eligible demand for public housing; Jones et al. to estimate the number of low income renters. Second, while Jones et al. note that a government allowance or pension is the principal source of income for 87.2% of households renting, only 80% of all older renting households are included in their initial figures. Third, the household income threshold represents the lowest quartile, i.e. the lowest 25% households, and the income threshold is applied regardless of the type of household. A breakdown according to household type as presented in Table 35 below indicates that the difference in figures largely relates to households other than lone person households, in particular, family households and group households. As outlined in Appendix 1, the projections in this Research Paper assume that all older persons renting or in a non-private dwelling constitute eligible demand and that the proportion of this group on high incomes is relatively low. Thus, the projections of Jones et al. are more conservative than this study. On the other hand, aspects of this study make assumptions about the future income prospects of older persons as they reach retirement age.

Table 33: Eligible demand in 2006, 2011 and 2016 as a proportion of eligible demand met by public housing in 2001, Australia

	<i>2001¹</i>	<i>2006</i>	<i>2011</i>	<i>2016</i>
Eligible demand	209,210	244,583	290,254	365,914
Dwellings required to meet 42% of eligible demand	87,940	102,808	122,006	153,809
Difference from 2001		14,868	34,066	65,869
Annual increase required to meet 42% of eligible demand			3,407	4,391

Notes: 1. Actual figures from ABS 2001 Census

Figure 14: Eligible demand in 2006, 2011 and 2016 as a proportion of eligible demand met by public housing in 2001, Australia



Public housing demand by age-group

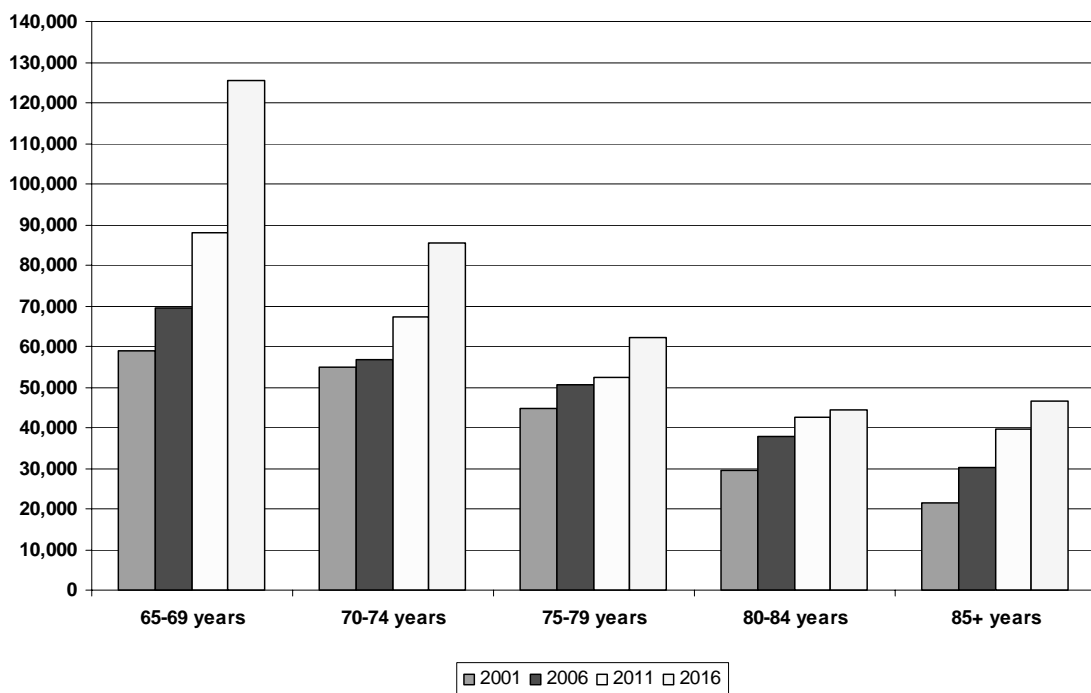
At 2001, the propensity for older persons in rental dwellings to form households varied according to the age of the oldest person in the household. This analysis uses these different propensities to project the number of households (designated by the oldest person) in each of five age-groups – 65-69 years, 70-74 years, 75-79 years, 80-84 years and 85 years or more – to project the number of households in each age-group (designated by the oldest person) in 2011 and 2016. These are outlined in Table 34.

Table 34: Households (by oldest person) and persons renting, Australia

<i>Age-group</i>	<i>Persons in age-group</i>	<i>Households where the oldest person is in the age-group</i>	<i>Propensity of older persons to form households by age-group</i>
65-69 years	74,723	58,172	0.78
70-74 years	66,553	54,238	0.81
75-79 years	51,744	44,397	0.86
80-84 years	32,252	29,331	0.91
85 years or more	22,500	21,183	0.94

Figure 15 outlines public housing demand from older person households by age-group. The highest level of demand is from the 65-69 age-group and this demand decreases with each age-group. While the demand from this age-group will increase over time (by 113% at 2016), the highest increase in demand will be from the 85+ age-group (by 118% at 2016).

Figure 15: Public housing demand (older person households) by age-group, 2001, 2006, 2011 and 2016, Australia



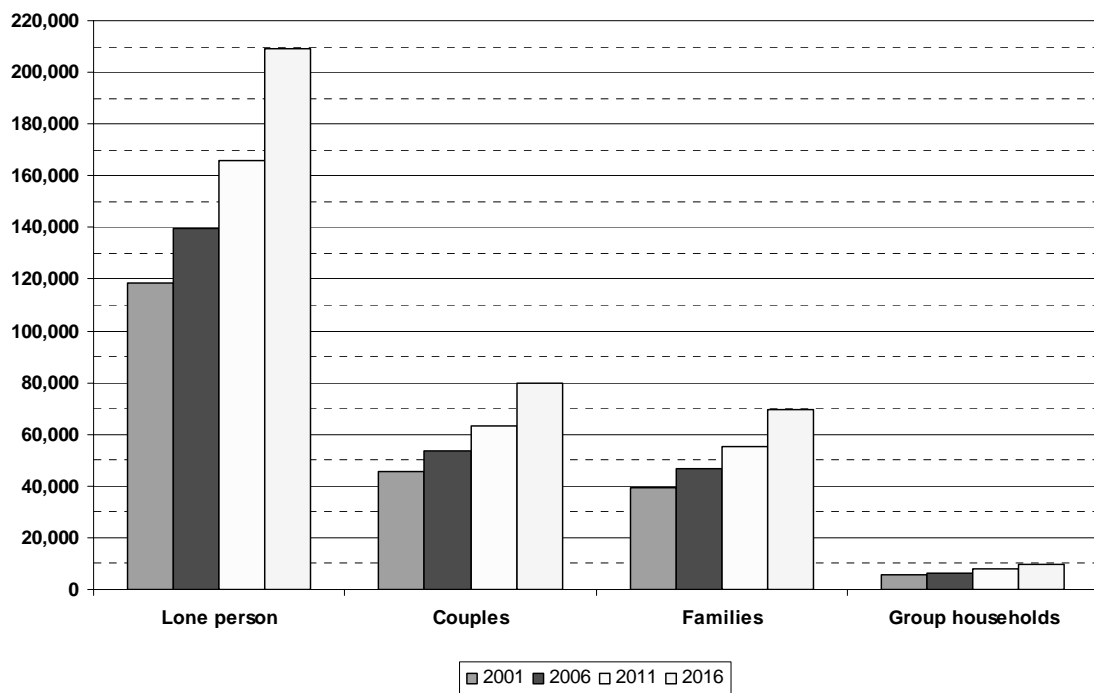
Public housing demand by household type

Table 35 and Figure 16 outline public housing demand from older person households by household type. In 2001 56% of households were lone person households, while 22%, 19% and 3% were couple households, family households and group households respectively. The table presents the projected number of households for each household type for 2006, 2011 and 2016 assuming that older persons continue to form household types in the same proportions as in 2001. The demand from lone person households is expected to increase by 90,000 between 2001 and 2016.

Table 35: Public housing demand (older person households) by household type, 2001, 2006, 2011 and 2016, Australia

Household type	2001		2006	2011	2016	Increase from 2001 to 2016
	#	%				
Lone person	118,686	57%	139,644	165,720	208,918	90,232
Couples	45,480	22%	53,511	63,503	80,056	34,576
Families	39,500	19%	46,475	55,153	69,530	30,030
Group households	5,546	3%	6,525	7,744	9,762	4,216
Total	209,212	100%	246,155	292,120	368,267	159,054

Figure 16: Public housing demand (older person households) by household type, 2001, 2006, 2011 and 2016, Australia

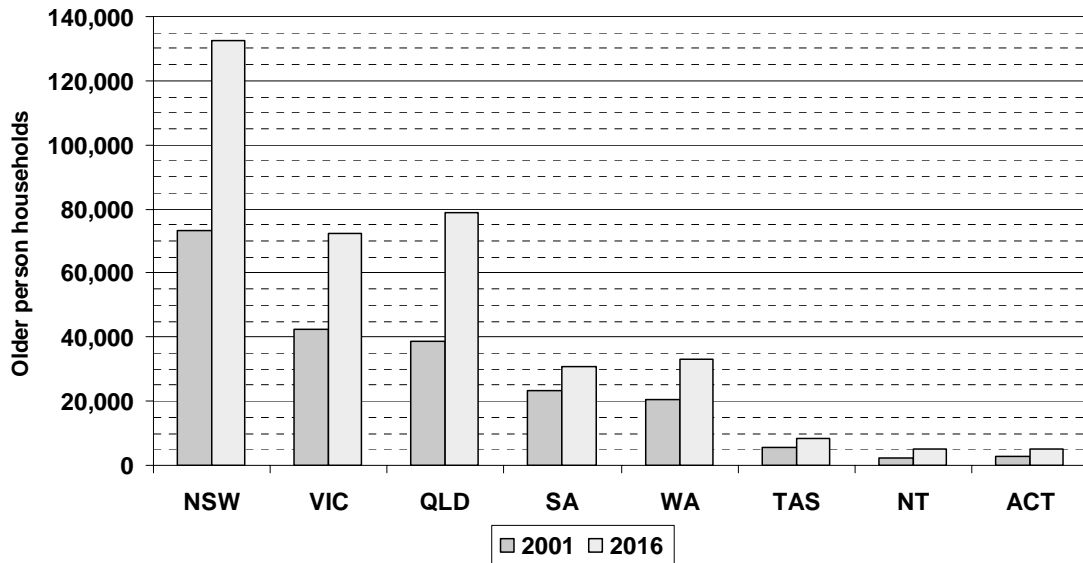


4.2.2 Public housing demand: states/territories

Persons, households and dwellings

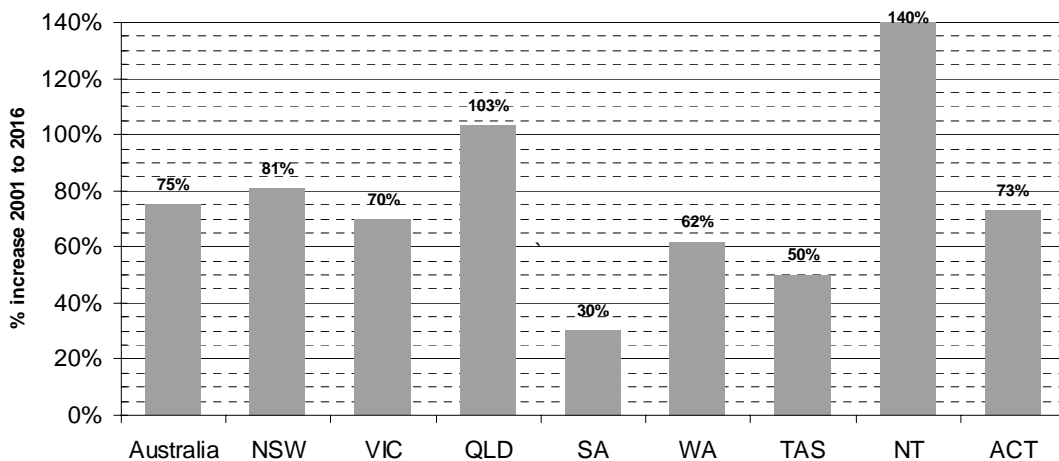
Figure 17 below (based on Table A2-38 in Appendix 2) illustrates the change in public housing demand from older person households for each state/territory from 2001 to 2016.

Figure 17: Older person households, 2001 and 2016, all states/territories



While the level of demand will increase in all states/territories, the extent of this increase varies considerably. As illustrated in Figure 18, the estimated highest increases in demand are in the Northern Territory (140%) and in Queensland (103%). The lowest is in South Australia (30%). In all states the relative increase in demand will be higher among men as the proportion of women will decrease. In particular, in the Northern Territory demand from men will increase by 158% between 2001 and 2016, in Queensland by 117%.

Figure 18: Per cent increase from 2001 to 2016 in older person households, Australia and all states/territories



In 2001, as outlined in Table 36, each of the states/territories met a proportion of eligible demand for public housing from older people. If each is to meet this proportion of eligible demand in 2106, then, as outlined in Table 36, the number of public housing dwellings allocated to older persons will need to increase annually, for example, by 1,774 in New South Wales.

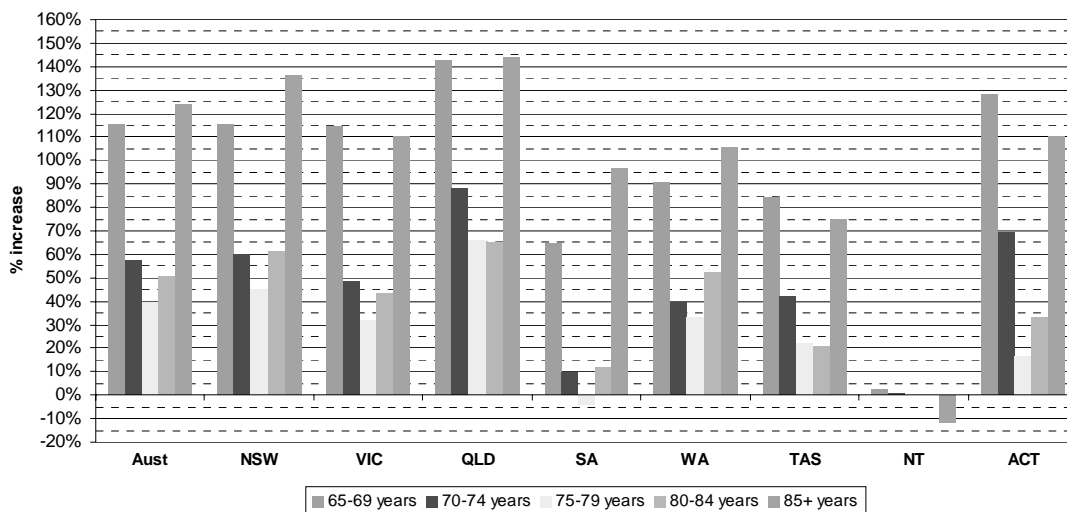
Table 36: Proportion of eligible demand met in 2001 and annual increase in dwelling required to maintain this proportion in 2016, Australia and all states/territories

<i>State/Territory</i>	<i>% eligible demand met in 2001</i>	<i>Annual new requirement from 2001</i>
Australia	42%	4,391
New South Wales	45%	1,774
Victoria	36%	716
Queensland	28%	748
South Australia	61%	289
Western Australia	43%	362
Tasmania	45%	86
Northern Territory	48%	95
Australian Capital Territory	75%	111

Households by age-group

Figure 19, based on Table A2-39 in Appendix 2, illustrates the increase in public housing demand for each age-group. The largest is the 65-69 years age-group and as large increases in demand are expected from this age-group. However, in five of the eight states/territories, demand from the 85+ age-group will more than double: New South Wales 136%, Victoria 110%, Queensland 144%, Western Australia 105% and ACT 110%. In four states – New South Wales, Queensland, South Australia and Western Australia – the greatest increase in demand will be from the 85+ age-group.

Figure 19: Per cent increase in public housing demand for each age-group from 2001 to 2016, Australia and all states/territories



Household type

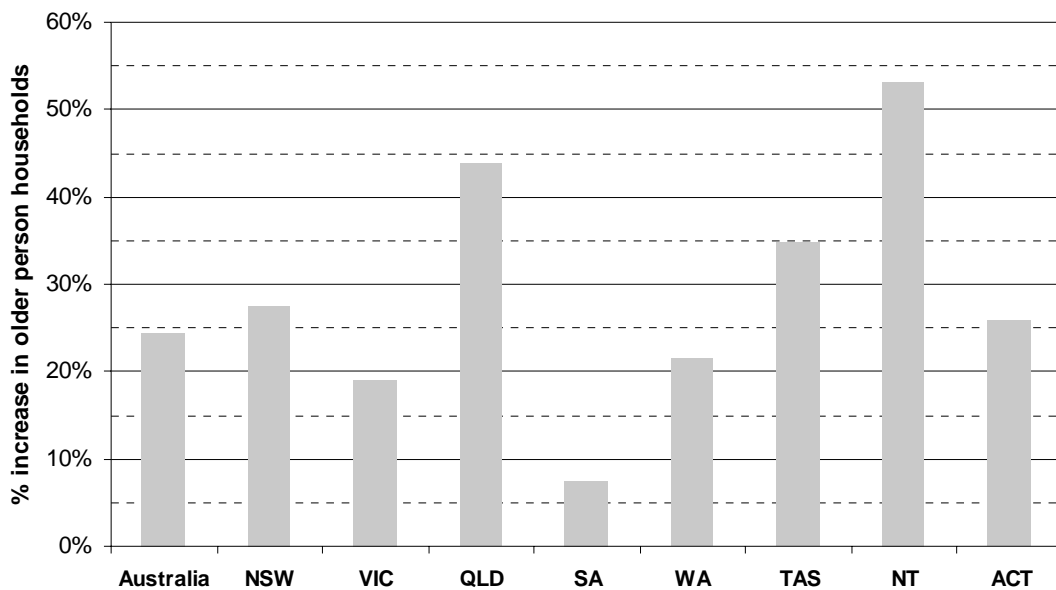
As outlined in Table A2-40, the types of households formed by this group of older persons are predominantly lone person households. This proportion varies between jurisdictions, ranging from a high of 67% in Tasmania to a low of 53% in New South Wales. The Northern Territory is the exception to this pattern, where the predominant household type is family (42%).

Assuming that this group of older persons will continue to form different types of households in the same proportion as in 2001, Table A2-40 estimates the increase in the number of types of households in 2016.

4.3 Future estimates of older people in public housing

In 2001, 87,940 public housing households included an older person. As outlined in Table A3-41 in Appendix 3, the number of older person households in public housing is estimated to increase nationally to 109,478 in 2016, an increase of 24%. Figure 20 below (and Table A3-41 in Appendix 3) outlines the percentage increase on a state/territory basis. This ranges from a low of 7% in South Australia to a high of 53% in the Northern Territory.

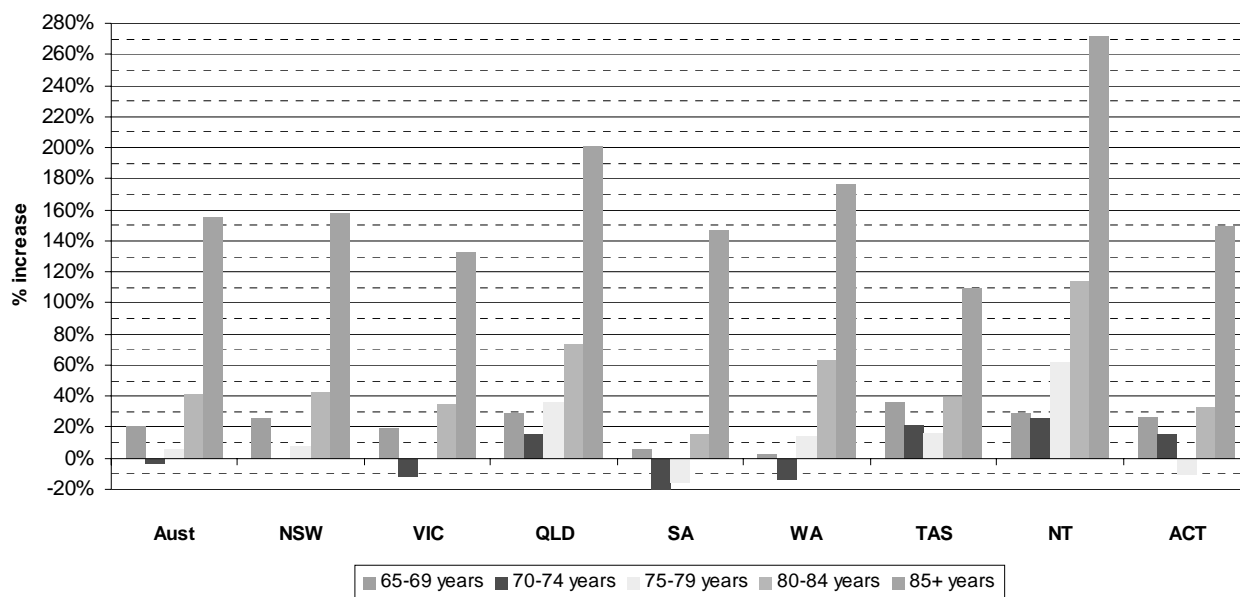
Figure 20: Older person households in public housing, % change 2001 to 2016, Australia and all states/territories



What is more notable is the change in the age-groups. The initial data did not allow for an analysis of age-groups by household. However, Figure 21 (and Table A3-42 in Appendix 3) presents an analysis of age-groups by persons. It outlines the percentage increase in each age-group of older persons between 2001 and 2016. While the highest numbers are in the lower age-groups (65-69, 70-74 and 75-79) (see Table A3-42 in Appendix 3), the largest increases are estimated in the oldest age-group (85+), with an Australia-wide increase of 155%. Between jurisdictions, this increase ranges from a low of 110% in Tasmania to a high of 201% in Queensland and 271% in the Northern Territory.

Not only, then, will public housing providers face the prospect of more households with older people, but they will face the prospect of more people in the oldest age-groups.

Figure 21: Older persons in public housing, percentage change by age-groups, 2001 to 2016, Australia and states/territories



5 FURTHER RESEARCH

This project seeks to explore five key research questions:

- What are the characteristics and housing circumstances of older public housing tenants?
- What is the likely future demand for public housing from older people over the next ten years?
- What are the housing policy and management issues associated with older tenants?
- What is the role and responsibilities of SHAs in facilitating the access of older people to support services, in particular, to aged care?
- What examples of good practice and policy initiatives are there among social housing providers in Australia and overseas?

This Research Paper has focused on the first two of these questions and sought to provide a context for exploring the last three.

The following are some key aspects of providing public housing for older people:

- The last three decades have seen a dramatic change in approach to older people, highlighting the positive and creative aspects of ageing, the diversity among older people and their right to independent living;
- Ageing is not just a matter of chronological age but the more complex process of biological ageing, psychological ageing and social ageing;
- While ageing in place has long been the preference of older people, its recent emphasis recognises that independence is not simply a function of the capacity or incapacity of older people but also a function of their environment. Thus, it transfers the onus of responsibility from just the older person to the creators of the local environment, including the providers of housing and support services;
- The history of public housing for older people is relatively short – at the outset, they were allocated stock specifically constructed for this target group, were provided with additional amenities and received preferential treatment in relation to eligibility, allocation and rents;
- Public housing is but one social housing option for older people. Any decision about the future of this option must take account of housing and management models of these other options;
- Public housing stock for older people is now in a state of transition. Much of it has passed its use-by date and requires upgrading to new standards, or demolition and redevelopment. SHAs have already begun this process, adopting new standards and introducing programs to modify dwellings where required;
- Eligible demand for public housing from older people is estimated to increase by 76% between 2001 and 2016. If public housing is to continue to meet 42% of eligible demand, then an average of an additional 4,391 older person households will have to be housed each year to 2016;
- While the highest level of demand in 2016 will be from the 65-69 age-group, the highest increase in demand will be from the 85+ age-group (118% by 2016);
- By 2016 the number of older person households living in public housing is estimated to increase by 24% ranging from a low of 7% in South Australia to a high of 53% in the Northern Territory. The largest increases are estimated in the oldest age-group (85+) with an Australia-wide increase of 155%. Not only will public housing providers face the prospect of more households with older people, but they will face the prospect of more people in the oldest age-groups.

The next stage in this project involves qualitative research. The project will undertake a series of interviews with older people living in public housing, support services, SHA frontline staff and SHA managers. Through these interviews we will seek to identify more clearly the policy and management issues which SHAs and the Australian and state/territory governments face in relation to older people in public housing.

The interviews with older people will create the opportunity for them to tell their story about living in public housing, something about their fears and housing aspirations, and their expectations if and when their health deteriorates or circumstances change. They will not only identify problems but also highlight the positives of living in public housing. While they will cover a range of areas, they will specifically focus on: their history in relation to public housing and public housing staff, their needs and preferences, and their expectations, hopes and fears for the future. The selection of interviewees will ensure that a range of culturally and linguistically diverse communities will be represented.

The interviews with staff from support services will seek their views and experiences of the support issues for older people in public housing, the relationship between support agencies and SHAs, ways in which this relationship can be improved, their perception of their own role and that of SHAs, and ways in which they and SHAs can jointly improve outcomes for older tenants.

The interviews with frontline SHA staff will seek their perception of the issues and problems in dealing with older people, notably in relation to stock management, tenancy management and providing support. These interviews will seek to identify current issues and gaps in service delivery. They will look at how frontline staff identify and experience problems and how they manage them. In addition, they will identify recent practice initiatives and obtain comments on these.

The interviews with SHA area/regional managers will also seek their perception of the issues and problems in dealing with older people. However, they will focus on the broader issues such as: the policy and planning framework for older persons in public housing; the role of public housing as a housing option for older people; asset management issues such as the capacity of current stock to meet demand, the condition and quality of the stock, design and building standards and under-occupancy; linkages with support agencies; how both public housing providers and support services can improve outcomes for older tenants; and how the linkages between them can be improved.

A Final Report will outline the findings from these interviews as well as a synthesis of the policy and management issues (drawing on the contextual work and demographic work of this report and on findings from the interviews and the Australian and international literature).

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APPENDIX 1

Future projections: method, definitions and assumptions

Future projections of the demand for public housing by older people and of the older population in public housing are based upon particular definitions and a range of assumptions. This Appendix outlines the task, definitions and assumptions used in the projections in this report.

Projecting future demand for public housing

(i) The task

Basic task: To estimate the demand from older people for public housing in Australia and in each of the states/territories at 2016.

Supplementary task: To estimate the general levels of demand from older people for public housing in Australia and in each of the states/territories at 2016 according to (i) gender, (ii) specified age cohorts and (iii) household type.

(ii) Definitions

Older person

An older person is defined as a person who is 65 years or over.

Older person household

An older person household is a household in which there is at least one older person.

Public housing demand

The term 'demand' can have various meanings depending upon the context. Within an economic context, it is the number of units that would be purchased at a particular price. Within a public housing context, the demand for public housing is restricted by eligibility criteria, and the price of the housing is related to income of the tenant rather than what they would pay to rent a dwelling in the private market. Thus, in a public housing context, we can distinguish between eligible demand, i.e. demand from households who are eligible for public housing, and expressed demand, i.e. demand measured through public housing waiting lists. The latter is a smaller group whose size depends largely upon the preferences of individuals, which are difficult to predict over a 10 to 15 year timeframe.

This exercise, then, seeks to estimate eligible demand for public housing from older people. The projection of this demand depends not so much on the preferences of individuals but upon those factors which generally influence household formation, in particular, changes in population. The exercise includes a number of assumptions and, as far as these are recognised, they are outlined below in the methodology.

As housing can be occupied by one or more persons, the focus is on determining the number of households rather than the number of persons. In this exercise, then, 'public housing demand' is defined as the number of households with older persons at a particular time who are eligible for public housing. The 'public housing demand' population consists of older persons within these households.

Older person households deemed eligible for public housing are those in rental housing, including public and private, as well as the population of older persons who live in non-private dwellings such as rooming/boarding houses and private hotels. Owner-occupiers are excluded. Thus, projected public housing demand will depend upon the projected number of households within two groups as follows:

- 'Rental group' includes persons aged 65 years or more living in rented dwellings (ABS Census code: LLDD) where the landlord is:
 - Private landlord not in the same household;
 - Real estate agent;
 - SHA;
 - Community or co-operative housing group;
 - Other landlord type.

The following categories of landlord were not included:

- Employer – government;
- Employer – other;
- Landlord not stated.
- 'Non-private dwelling group' includes persons aged 65 years or more whose residential status is 'guest, patient, inmate or other resident' (RLNP) living in the following types of non-private dwellings (NPDD):
 - Boarding house, private hotel;
 - Hostel for the homeless, night shelter, refuge.

The projection of public housing demand over the next 5, 10 and 15 years is based upon the current number of persons and households who are 60, 55 and 50 years respectively within these two groups: the rental group and the non-private dwelling group. Thus, the projection depends upon the following assumptions.

- The net migration of persons 50 years or more into or out of Australia and moving into or out of a state/territory is zero;
- The mortality rates for the 'public housing demand' group are the same as the general population as calculated by the ABS Life Tables for Australia and each state/territory;
- The proportion of persons over 50 years who rent but will have substantial assets and substantial superannuation on retirement is relatively small;
- The proportion of persons over 50 years who will purchase a dwelling before retirement is insignificant;
- The proportion of persons over 50 years who rent but also own another dwelling is insignificant.

Time-frames

Three time-frames are outlined for each age cohort based on 2001 Census data:

- Time-frame 1: Forecast demand at 2006 (5 years);
- Time-frame 2: Forecast demand at 2011 (10 years);
- Time-frame 3: Forecast demand at 2016 (15 years).

Propensity to form households

The propensity of older persons to form households in the rental group for Australia and each of the states/territories is calculated as at 2001. Estimates of households in 2006, 2011 and 2016 assume that this propensity will remain constant. However, other scenarios are possible if (i) men live longer and the proportion of older person couple households increases, (ii) the proportion of older persons living together increases, (iii) the proportion of older persons caring permanently for children increases or (iv) more older persons prefer to live alone.

Definition of older age-cohorts

The analysis is presented in the following five age-cohorts:

- 65-69 years;
- 70-74 years;
- 75-79 years;
- 80-84 years;
- 85 years or more.

Definition of household type

The analysis of household type is presented in the following four groups:

- Sole person;
- Couple (without children);
- Other families;
- Group households.

The number of households in each type at 2001 is determined using ABS Census data as follows:

- Sole person is: Variable HHTD: Non-family households: lone person household (Category 21);
- Couple (without children) is: Variable FMTF: Family households: couple without children without relatives (Category 2422);
- Other families is: Variable FMTF: Family households: all families except Category 2422;
- Group households is: Variable HHTD: Non-family households: group households (Category 22).

(iii) Basic household analysis (BH analysis)

Step 1: estimating the 'public housing demand' population

- Starting point:
 - Time-frame 1: All persons by gender aged 60 years or more in the 'demand' population;
 - Time-frame 2: All persons by gender aged 55 years or more in the 'demand' population;
 - Time-frame 3: All persons by gender aged 50 years or more in the 'demand' population;
- Using the ABS Life Tables 2002-2004 (ABS 2005) for Australia and each state/territory, take the proportion dying between age x and age x+1 year for each gender and work out the number living at each timeframe.

Step 2: estimating the propensity of older persons in the rental group to form households

- From ABS 2001 Census data, determine the number of older persons and households in the rental group;
- Calculate the household propensity of the rental group as at 2001 (number of households divided by number of persons).

Step 3: forecasting the 'public housing demand' (from older people)

- Forecast public housing demand for Australia and for each state/territory and, for each timeframe by multiplying the 'public housing demand' population at each timeframe by the household propensity of the rental group.

(iv) Older person analysis (by gender and age-cohort) (OPGA analysis)

- The results of Step 1 of the basic analysis provided the number of older persons in each time-frame by gender and by age;
- Collate these results into age-cohorts for each gender.

(v) Household analysis by age-cohort (HAG analysis)

Step 1: estimating the household propensity for each age-cohort in the 'rental' category

- From ABS 2001 Census data, determine the number of older persons and households for each age-cohort in the rental group;
- Calculate the propensity of older persons in each age-cohort to form households (number of older persons in the age-cohort in the rental group divided by number of households in that age-cohort (designated by the oldest person in the household) in the rental group).

Step 2: projecting 'public housing demand' from each age-cohort

- The results of Step 1 of the basic analysis provided the number of older persons in each time-frame by age;
- Project public housing demand for each age-cohort and for each time-frame according to the propensity of each age-cohort to form households in 2001.

Additional assumptions

- The propensity of each age-cohort to form households will remain constant to 2016;
- The non-private dwelling group will form households in the same proportion as those in the rental group.

(vi) Household analysis by household type (HHT analysis)

Step 1: estimating proportion of persons per household type among rental group

- From ABS 2001 Census data, determine for the rental group the number of households in each household type: single person, couple, other family and group household;
- Calculate for the rental group the number of persons in each household type;
- Calculate for the rental group the proportion of older persons in each household type as at 2001 (number of persons in each household type divided by all persons in the rental group).

Step 2: projecting the number of households within each household type

- The results of Step 1 of the basic analysis provide public housing demand population at each time-frame;
- Project the number of each type of household for Australia and for each time-frame by dividing the 'public housing demand' population according to the proportion of each household type at 2001.

Additional assumptions

- The non-private dwelling group will form types of households in the same proportion as those in the rental group;

→ The proportion of each household type will remain constant to 2016.

Projecting the older population in public housing

(i) The Task

Basic task: To estimate the number of older people living in public housing in Australia and in each of the states/territories at 2016.

Supplementary task: To estimate the number of older people living in public housing in Australia and in each of the states/territories at 2016 according to (i) gender, (ii) specified age cohorts and (iii) household type.

(ii) Definitions

The definitions of 'older person', 'older person household', 'timeframes', 'propensity to form households', 'older age cohorts' and 'household type' are as outlined above.

The initial population of older people living in public housing is that from the ABS 2001 Census: persons aged 65 years or more living in rented dwellings (ABS Census code: LLDD) where the landlord is the SHA.

Projections of the older population living in public housing to 2016 are based on the number of persons who are 50 years old at the time of the ABS 2001 Census.

The analysis makes the same assumptions as projections of public housing demand in relation to mortality rates for Australia and each state/territory, assets and superannuation, and capacity to purchase a dwelling. It also assumes that the net movement of persons 50 years or more into or out of public housing in Australia and in each of the states/territories is zero.

Only one of the three types of analysis used to project public housing demand (outlined above) was undertaken, the basic household analysis. In this analysis the same process is used. The initial data from the ABS 2001 Census does not allow for a household analysis by age-cohort. However, a second type of analysis, by person and age-cohort, is substituted.

APPENDIX 2

Future demand for public housing

Table A2-37: Public housing demand (older person households) by age-group, Australia, 2001, 2006, 2011 and 2016

<i>Age-group</i>	<i>2001</i>		<i>2006</i>		<i>2011</i>		<i>2016</i>		<i>% increase 2001 to 2016</i>
	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>	<i>#</i>	<i>%</i>	
65-69 years	58,796	28%	70,251	28%	89,072	30%	126,641	34%	115%
70-74 years	54,762	26%	57,386	23%	67,948	23%	86,142	23%	57%
75-79 years	44,696	21%	50,814	21%	52,794	18%	62,436	17%	40%
80-84 years	29,538	14%	38,106	15%	42,868	15%	44,496	12%	51%
85+years	21,410	10%	30,924	12%	40,753	14%	47,870	13%	124%
Total	209,202	100%	247,481	100%	293,434	100%	367,584	100%	76%

Sources: Data for 2001 from ABS Census 2001

Table A2-38: Public housing demand from older persons, states and territories, 2001 and 2016

<i>Persons</i>	<i>New South Wales</i>			<i>Victoria</i>			<i>Queensland</i>			<i>South Australia</i>		
	<i>2001¹</i>	<i>2016</i>	<i>% change</i>	<i>2001¹</i>	<i>2016</i>	<i>% change</i>	<i>2001¹</i>	<i>2016</i>	<i>% change</i>	<i>2001¹</i>	<i>2016</i>	<i>% change</i>
Men	37,598	74,015	97%	20,655	39,398	91%	20,524	44,439	117%	10,856	15,665	44%
Women	50,132	84,838	69%	29,742	46,246	55%	25,436	49,039	93%	17,305	21,054	22%
All older persons	87,730	158,853	81%	50,398	85,644	70%	45,961	93,478	103%	28,161	36,719	30%
% women	57%	53%	-4%	59%	54%	-5%	55%	52%	-3%	61%	57%	-4%
<i>Households/dwellings</i>			<i>Increase</i>			<i>Increase</i>			<i>Increase</i>			<i>Increase</i>
Household demand ²	73,274	132,678	59,404	42,443	72,127	29,683	38,817	78,950	40,132	23,464	30,594	7,130
Dwellings required for public housing to maintain 2001 proportion ³	32,832	59,449	26,617	15,356	26,095	10,739	10,853	22,074	11,221	14,241	18,569	4,328
Annual new requirement from 2001		1,774			716			748			289	

<i>Persons</i>	<i>Western Australia</i>			<i>Tasmania</i>			<i>Northern Territory</i>			<i>Australian Capital Territory</i>		
	<i>2001¹</i>	<i>2016</i>	<i>% change</i>	<i>2001¹</i>	<i>2016</i>	<i>% change</i>	<i>2001¹</i>	<i>2016</i>	<i>% change</i>	<i>2001¹</i>	<i>2016</i>	<i>% change</i>
Men	10,261	18,443	80%	2,510	4,312	72%	1,174	3,027	158%	1,394	2,781	99%
Women	14,149	21,094	49%	4,055	5,534	36%	1,304	2,924	124%	2,194	3,430	56%
All older persons	24,410	39,537	62%	6,565	9,846	50%	2,478	5,951	140%	3,589	6,211	73%
% women	58%	53%	-5%	62%	56%	-6%	53%	49%	-3%	61%	55%	-6%
<i>Households/dwellings</i>			<i>Increase</i>			<i>Increase</i>			<i>Increase</i>			<i>Increase</i>
Household demand ²	20,345	32,954	12,608	5,703	8,553	2,850	2,111	5,070	2,959	3,027	5,239	2,212
Dwellings required for public housing to maintain 2001 proportion ³	8,755	14,181	5,426	2,579	3,868	1,289	1,012	2,430	1,418	2,282	3,949	1,667
Annual new requirement from 2001		362			86			95			111	

- Notes: 1. Data for 2001 from ABS Census 2001
2. The number of households in 2016 is based on the propensity of older persons in rental dwellings to form households in 2001 in each state/territory. In most states/territories this propensity was 0.84 households per older persons except in Tasmania (0.87) and Northern Territory (0.85).
3. In 2001 the proportion of demand from older person households actually met by public housing varied between states/territories: NSW 45%; Victoria 36%; Queensland 28%; South Australia 61%; Western Australia 43%; Tasmania 45%; Northern Territory 48%; ACT 75%.

Table A2-39: Public housing demand (older person households) by age-group, all states and territories, 2001 and 2016

	<i>New South Wales</i>			<i>Victoria</i>			<i>Queensland</i>			<i>South Australia</i>		
	<i>2001</i>	<i>2016</i>	<i>% change</i>	<i>2001</i>	<i>2016</i>	<i>% change</i>	<i>2001</i>	<i>2016</i>	<i>% change</i>	<i>2001</i>	<i>2016</i>	<i>% change</i>
65-69 years	21,158	45,631	116%	11,540	24,712	114%	11,722	28,492	143%	5,587	9,197	65%
70-74 years	19,582	31,330	60%	11,068	16,479	49%	10,232	19,280	88%	5,885	6,462	10%
75-79 years	15,498	22,450	45%	9,091	12,034	32%	8,084	13,407	66%	5,383	5,171	-4%
80-84 years	9,982	16,079	61%	6,109	8,745	43%	5,253	8,680	65%	3,795	4,254	12%
85+ years	7,048	16,639	136%	4,635	9,744	110%	3,526	8,601	144%	2,814	5,536	97%
Total	73,268	132,128	80%	42,443	71,713	69%	38,817	78,460	102%	23,464	30,621	31%

	<i>Western Australia</i>			<i>Tasmania</i>			<i>Northern Territory</i>			<i>Australian Capital Territory</i>		
	<i>2001</i>	<i>2016</i>	<i>% change</i>	<i>2001</i>	<i>2016</i>	<i>% change</i>	<i>2001</i>	<i>2016</i>	<i>% change</i>	<i>2001</i>	<i>2016</i>	<i>% change</i>
65-69 years	5,683	10,836	91%	1,489	2,740	84%	1,953	1,999	148%	808	1,843	128%
70-74 years	5,245	7,323	40%	1,448	2,060	42%	1,294	1,307	126%	722	1,222	69%
75-79 years	4,315	5,752	33%	1,258	1,534	22%	934	934	163%	709	829	17%
80-84 years	2,840	4,328	52%	867	1,048	21%	503	503	124%	462	616	33%
85+ years	2,262	4,648	105%	641	1,121	75%	366	323	113%	326	685	110%
Total	20,345	32,887	62%	5,703	8,503	49%	5,050	5,066	139%	3,027	5,196	72%

- Notes:
1. Data for 2001 from ABS Census 2001
 2. The number of households in 2016 in each age-group is based on the propensity of older persons in rental dwellings in that age-group to form households in 2001 in each state/territory. For each age-group the propensity range among the states/territories is: 0.77 - 0.81 for 65-69 age-group; 0.80 - 0.85 for 70-74 age-group; 0.85 - 0.89 for 75-79 age-group; 0.89 - 0.93 for 80-84 age-group; 0.93 - 0.97 for 85+ age-group. In most age-groups Tasmania was usually at the top of the range while South Australia was usually at the bottom of the range (except for 85+ age-group).
 3. The discrepancy in the totals between Table A2-39 and Table A2-38 are due to the ageing of the population and the different propensities of age-groups to form households. In Table A2-38, it was assumed that the propensity to form households among older people would remain the same as in 2001. Given the different propensities for different age-groups, this propensity would be expected to change as the proportion of older people in each age-group changed over time.

Table A2-40: Public housing demand (older person households) by household type, all states and territories, 2001 and 2016

	<i>New South Wales</i>				<i>Victoria</i>				<i>Queensland</i>			
	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>
Lone person	39,127	53%	71,376	32,249	24,598	58%	42,071	17,473	21,404	55%	43,821	22,418
Couples	15,777	22%	28,781	13,004	8,490	20%	14,521	6,031	8,839	23%	18,097	9,258
Families	16,211	22%	29,572	13,361	8,171	19%	13,975	5,804	7,378	19%	15,105	7,727
Group households	2,159	3%	3,938	1,779	1,191	3%	2,037	846	1,203	3%	2,463	1,260
Total	73,274	100%	133,667	60,393	42,450	100%	72,604	30,154	38,824	100%	79,486	40,663

	<i>South Australia</i>				<i>Western Australia</i>				<i>Tasmania</i>			
	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>
Lone person	15,017	64%	19,643	4,626	12,147	60%	19,803	7,656	3,796	67%	5,718	1,922
Couples	5,523	24%	7,224	1,701	4,710	23%	7,679	2,969	1,096	19%	1,651	555
Families	2,598	11%	3,398	800	3,047	15%	4,967	1,920	710	12%	1,070	360
Group households	326	1%	426	100	456	2%	743	287	100	2%	151	51
Total	23,464	100%	30,692	7,228	20,360	100%	33,192	12,832	5,702	100%	8,589	2,887

	<i>Northern Territory</i>				<i>Australian Capital Territory</i>			
	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>	<i>2001</i>	<i>%</i>	<i>2016</i>	<i>Difference</i>
Lone person	812	38%	1,973	1,161	1,815	60%	3,135	1,320
Couples	344	16%	836	492	697	23%	1,204	507
Families	896	42%	2,177	1,281	464	15%	801	337
Group households	60	3%	146	86	51	2%	88	37
Total	2,112	100%	5,132	3,020	3,027	100%	5,228	2,201

- Notes: 1. Data for 2001 from ABS Census 2001
2. The discrepancy in the totals between Table A2-40 and Table A2-38 is due to the differences in the number of older persons in 2001 provided by the ABS in the different data sets used.

APPENDIX 3

Future estimates of older people in public housing

Table A3-41: Older person households in public housing for 2001 and 2016 by state/territory

<i>State/Territory</i>	<i>2001</i>	<i>2016</i>	<i>% increase</i>
New South Wales	32,832	41,856	27%
Victoria	15,356	18,266	19%
Queensland	10,853	15,613	44%
South Australia	14,241	15,294	7%
Western Australia	8,755	10,634	21%
Tasmania	2,579	3,475	35%
Northern Territory	1,012	1,550	53%
Australian Capital Territory	2,282	2,871	26%
Australia	87,940	109,478	24%

Source: Data for 2001 from ABS Census 2001

Table A3-42: Older persons in public housing by age-group for 2001 and 2016 by state/territory

<i>State/Territory</i>	<i>65-69 years</i>			<i>70-74 years</i>			<i>75-79 years</i>			<i>80-84 years</i>		
	<i>2001</i>	<i>2016</i>	<i>% increase</i>	<i>2001</i>	<i>2016</i>	<i>% increase</i>	<i>2001</i>	<i>2016</i>	<i>% increase</i>	<i>2001</i>	<i>2016</i>	<i>% increase</i>
New South Wales	11,108	13,955	26%	10,841	10,864	0%	8,489	9,153	8%	5,108	7,247	42%
Victoria	4,884	5,844	20%	4,904	4,344	-11%	3,909	3,896	0%	2,395	3,228	35%
Queensland	3,920	5,050	29%	3,519	4,060	15%	2,538	3,463	36%	1,465	2,547	74%
South Australia	4,377	4,648	6%	4,659	3,714	-20%	3,917	3,293	-16%	2,493	2,878	15%
Western Australia	3,096	3,171	2%	2,937	2,536	-14%	2,184	2,500	14%	1,267	2,062	63%
Tasmania	862	1,174	36%	768	933	21%	636	739	16%	378	528	40%
Northern Territory	440	568	29%	341	428	25%	224	362	62%	115	246	114%
Australian Capital Territory	775	979	26%	657	755	15%	661	590	-11%	393	522	33%
Australia	29,488	35,441	20%	28,632	27,671	-3%	22,564	24,013	6%	13,623	19,252	41%

<i>State/Territory</i>	<i>85-89 years</i>			<i>90-94 years</i>			<i>95+ years</i>		
	<i>2001</i>	<i>2016</i>	<i>% increase</i>	<i>2001</i>	<i>2016</i>	<i>% increase</i>	<i>2001</i>	<i>2016</i>	<i>% increase</i>
New South Wales	2,337	5,121	119%	644	2,305	258%	174	691	296%
Victoria	1,169	2,338	100%	338	1,075	218%	106	336	217%
Queensland	632	1,668	164%	168	695	313%	52	203	290%
South Australia	1,114	2,214	99%	283	1,073	279%	73	346	377%
Western Australia	627	1,423	127%	140	618	341%	41	191	361%
Tasmania	185	334	81%	58	150	159%	8	43	413%
Northern Territory	42	131	212%	6	49	715%	3	11	225%
Australian Capital Territory	173	324	88%	49	188	284%	6	57	776%
Australia	6,279	13,523	115%	1,686	6,127	263%	463	1,862	302%

Source: Data for 2001 from ABS Census 2001

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