



# 8

## Services for homeless people

### 8.1 Introduction

Homelessness is a complex issue, resulting from a variety of personal and societal factors. Structural factors such as poverty, unemployment and an inadequate supply of affordable housing are major contributors to homelessness in Australia (CACH 2001:8). Personal circumstances such as discrimination, poor physical or mental health, intellectual disability, drug and alcohol abuse, gambling, family and relationship breakdown, domestic violence, and physical and sexual abuse may increase a person's risk of becoming or remaining homeless (Ecumenical Housing & Thomson Goodall 1999:40—1).

People experiencing homelessness may access a wide range of government services provided for the broader community. These include general health services, particularly drug rehabilitation programs, general community services and housing assistance. There are also programs specifically for people experiencing, or at risk of, homelessness. Examples of these are the Supported Accommodation Assistance Program (SAAP), Crisis Accommodation Program (CAP) and Reconnect.

Since *Australia's Welfare 1999*, an important national response to homelessness has been the development of the National Homelessness Strategy (FaCS 2000a:1). The strategy acknowledges that greater cross-program relationships, between SAAP (the major targeted program) and services such as mental health services, drug and alcohol programs and crisis services, are required to assist homeless people. Furthermore, in recent years there has been added emphasis on early intervention. Many measures under the new strategy aim to provide early intervention responses that target people at imminent risk of homelessness and those who have just become homeless.

Section 8.2 discusses the continuing work on estimating the homeless population, including the development of an accepted definition of homelessness. Section 8.3 discusses a number of specific Commonwealth and State intervention initiatives for homeless people and those at risk of homelessness. Section 8.4 provides data on the level of demand for services by homeless people. An analysis of support available and outcomes achieved is of particular interest. Due to the very limited data available on many programs, the analysis of service usage is generally restricted to SAAP. The use of SAAP services by different population groups is discussed in Section 8.5 with a focus on four groups, three of which are the primary subjects of other chapters: young people; people escaping domestic violence; people on disability pensions; and older people.

### 8.2 Concepts of homelessness

Homelessness is a complex phenomenon and encompasses more than the absence of adequate shelter. A key issue for estimating its extent lies in defining it (DRAC 2000:1, 35).

This is difficult because of the range of circumstances: from no shelter at all, to having shelter that places its occupants at risk of homelessness. Furthermore, there is a temporal dimension to homelessness, with experiences ranging from brief, one-off episodes to long-term transience.

The concept of homelessness has changed during the past 30 years. In the 1970s it was perceived as the lack of a house or other type of shelter. More recently, perceptions have incorporated notions of people at risk of homelessness because they live in unsatisfactory or inappropriate accommodation. Definitions and resulting methodologies have become more complex as this shift in perception has continued. One example is the classification of people living in boarding houses or caravans. Some residents of these dwellings, as well as researchers estimating homelessness, consider them to be a home. Others consider them a temporary, unsatisfactory solution to a lack of appropriate housing (FaCS 2001).

Concepts of homelessness and inadequate housing are culturally bound:

...in order to define homelessness, it is necessary to identify the shared community standards about the minimum housing that people have the right to expect in order to live according to the conventions and expectations of a particular culture. (Chamberlain 1999:8)

There is a widespread view in Australia that the most desirable housing option is home ownership, while the minimum community standard is a small rented flat with a bedroom, living room, kitchen and bathroom and a degree of security of tenure (Chamberlain 1999:11). This is the minimum accommodation that is available to most people renting in the private market. There is also a group of marginally housed that includes people in housing situations slightly below the minimum standard but who could still be considered to have adequate shelter.

Although the minimum community standard is a useful tool for assessing homelessness and inadequate housing in contemporary Australian society (Chamberlain 1999:9), there is a degree of subjectivity prescribed by cultural norms in trying to draw the boundaries of the homeless population. Different groups, such as Aboriginal and Torres Strait Islander people, may have different needs and preferences, and the weight given to aspects of adequate housing, for example security of tenure, may differ from group to group. Such issues are not easily resolved and an all-encompassing definition of homelessness is very difficult to achieve.

## Estimating the number of homeless people

Estimates of the size of the homeless population and its different sub-populations are important for the development of effective policies and programs to assist homeless people (FaCS 2001). There are numerous difficulties in collecting quality data: the diverse circumstances of homeless people; locating and counting itinerant populations, who often wish to remain undetected and anonymous (resulting in under-counting or double-counting); lack of an agreed methodology for data collection; and inconsistent definitions of homelessness (DRAC 2000:31).

*Australia's Welfare 1999* contained a more detailed discussion of the difficulties in enumerating homeless populations. Since then, the results of two projects aimed at producing accurate estimates have been released. The Australian Bureau of Statistics (ABS) applied Chamberlain and MacKenzie's (1992) definition of homelessness in the 1996 Census of Population and Housing homeless enumeration strategy. Table 8.1 shows this definition as well as a definition applied to a project completed by the Consilium Group that attempted to develop a model to estimate the number of homeless people in Australia.

The final results of the Chamberlain—ABS project showed that there were 105,000 homeless people on census night 1996 (Chamberlain 1999:7), whereas the Consilium project estimated a figure of 53,000 on 30 June 1997 (Consilium Group 1998:83). As the definitions used by both were very similar (see Table 8.1), the differences in the estimates have four possible explanations.

First, different methodologies were used. Chamberlain—ABS counted the number of homeless people, while Consilium used a model-based approach. The Census used a household-based collection methodology, which would under-count highly mobile people with no permanent residence. It is recognised, however, that the ABS attempted to enumerate these populations by adopting special collection procedures. The amount of under-count at the 1996 Census was estimated to be 1.6% (ABS 2001). The homeless population is most likely to have been under-counted by more than this amount. On the other hand, the Consilium method relied on the accuracy of the dependent and predictive variables as well as the adequacy of the model itself.

Second, the two projects nominated different reference points, almost a year apart, to enumerate the homeless. This would account for some fluctuation in the data. Third, there were differences in how the components of the definition were operationalised. The projects used different methods to estimate homeless children and the sleeping rough population (those living on the streets, in squats, and so on). Furthermore, people staying temporarily with friends and relatives without their own usual address were counted as homeless in the Census, whereas the Consilium project did not specifically enumerate this group.

Finally, the Consilium model projected a national figure using data collected in New South Wales and Victoria, whereas the ABS counted the homeless in every region of Australia. The Consilium model did not, therefore, account for regional differences between Queensland, the Northern Territory and Western Australia, and Victoria and New South Wales. The ABS found that the greater number of homeless per 10,000 of the population were located in the northern Australian States (77.3, 71.5 and 523.1 per 10,000 in Queensland, Western Australia and the Northern Territory respectively, compared to 49.4 and 41.0 in New South Wales and Victoria) (Chamberlain 1999:43—6). This reason could account for a large proportion of the differences between the two projects.

Table 8.1: Recent estimates of the number of homeless people, Australia

	<b>Enumeration method</b>	<b>Model method</b>
<b>Project name</b>	<i>Counting the Homeless: Implications for Policy Development</i> (Chamberlain 1999).	<i>Estimating the Number of Homeless People in Australia</i> (Consilium Group 1998).
<b>Definition</b>	<p>The 1996 Census used the cultural definition of homelessness proposed by Chamberlain and MacKenzie (1992). It identifies three segments in the homeless population:</p> <p><i>Primary homelessness</i>—people without conventional accommodation, such as those living on the streets, sleeping in parks, squatting in derelict buildings, or using cars or railway carriages for temporary shelter.</p> <p><i>Secondary homelessness</i>—people who move frequently from one form of temporary shelter to another. It covers: people using emergency accommodation (such as hostels for the homeless or night shelters); teenagers staying in youth refuges; women and children escaping domestic violence (staying in women's refuges); people residing temporarily with other families (because they have no accommodation of their own); and those using boarding houses on an occasional or intermittent basis.</p> <p><i>Tertiary homelessness</i>—people who live in boarding houses on a medium to long-term basis. Residents of private boarding houses do not have a separate bedroom and living room; they do not have kitchen and bathroom facilities of their own; their accommodation is not self-contained; and they do not have security of tenure provided by a lease.</p>	<p>Consilium used a definition of homelessness similar to that of the Census. In this definition, the homeless are people who are:</p> <p>Living on the streets, in squats, in railway carriages, and so on, or</p> <p>Moving around various forms of temporary shelter, including with friends and acquaintances and in refuges, or</p> <p>Living in single rooms in private boarding houses and private hotels and who do not have other housing options.</p>
<b>Sources of data</b>	<ul style="list-style-type: none"> <li>• 1996 Census</li> <li>• 1994 data on homeless students</li> <li>• 1996–97 SAAP data</li> </ul>	<ul style="list-style-type: none"> <li>• 1996 Census</li> <li>• 1998 field data</li> <li>• 1996–97 SAAP data</li> </ul>
<b>Methodology</b>	<p>Homeless people in the following categories were counted:</p> <ul style="list-style-type: none"> <li>• Number of people in private boarding houses.</li> <li>• Number of people in SAAP services (census figure was corrected with 1996 SAAP data).</li> <li>• Number staying with friends and relatives temporarily, with 'no usual address'. 1994 National Census of Homeless Students data were used to correct numbers for teenagers staying with the families of friends.</li> <li>• Number of people sleeping out (small correction for under-estimation).</li> </ul>	<p>Estimate constructed from:</p> <ul style="list-style-type: none"> <li>• 68 regions of New South Wales and Victoria.</li> <li>• Homelessness in local areas estimated by key informants from welfare agencies using local knowledge.</li> <li>• 90 census and other variables were correlated with estimated local area homelessness figures.</li> <li>• A selected set of highly correlated variables was analysed to obtain the regression equation and rate of homelessness.</li> </ul>
<b>Point-in-time estimate</b>	105,304 individuals (73,000 households) [August 1996]	53,000 individuals (46,000 adults and 7,000 children) [30 June 1997]
<b>Annual estimate</b>	Not estimated	283,000 (255,000 adults and 28,000 children) [1996–97]

Source: Chamberlain 1999; Consilium Group 1998; FaCS 2001.

## Homelessness defined

A forum in October 2000, sponsored by the SAAP National Coordination and Development Committee (CAD), aimed to resolve definitional and measurement issues and to consider future social policy development implications for homelessness. The CAD recently agreed on a definition of homelessness and has been promoting its use among researchers and the wider community services and housing sectors. This definition was considered the most useful for future research and is based on that provided by Chamberlain and MacKenzie (1992) (see Table 8.1), with new descriptions that better reflect the different levels of homelessness (FaCS 2001).

The three levels of homelessness are:

- sleeping rough, for those people without shelter (primary homelessness);
- stop gap accommodation, for those in crisis but temporarily sheltered (secondary homelessness); and
- marginal accommodation, for those in insecure accommodation (tertiary homelessness).

The definition is preceded by a preamble to provide a context to and a description of the circumstances of homeless people (FaCS 2001). The preamble was based on that used in the *Supported Accommodation Assistance Act 1994*, the legislation governing services to homeless people and those at risk:

Homelessness is one extreme of a spectrum of disadvantage in terms of access to safe, affordable and secure housing. Homelessness has an implication of lack of options or choice. A person is homeless if he or she has inadequate access to safe and secure housing. Inadequate housing:

- damages, or is likely to damage, the person's health; or
- threatens the person's safety; or
- fails to provide access to:
  - adequate personal amenities;
  - the economic and social support that a home normally affords.

The use of such a preamble effectively combines Chamberlain and MacKenzie's cultural definition, which has provided a basis for estimating homelessness in Australia, with a service delivery definition (Chamberlain 1999:2). Service delivery definitions such as that currently governing the SAAP data collections recognise that people at risk of homelessness should be included in the definition. In addition, the delivery of programs providing services to improve social wellbeing often encompass preventative and early intervention strategies and establish eligibility criteria for assistance. As such, persons enumerated using a service delivery definition may not be enumerated in a cultural definition. It should therefore be noted that the service delivery definition may result in counts of people in the homeless population that are different from those obtained using a cultural definition.

## 8.3 Services available

Governments provide funds for a number of programs and services that can be accessed by people in crisis, including homeless people or those at risk. This assistance includes emergency accommodation and material aid such as food vouchers, cash and clothing. Information, advocacy and referrals are also commonly provided forms of assistance (AIHW 1999:301). With the exception of SAAP, CAP and Reconnect, there are very few programs directed specifically at homeless people. However, there are many which address some of the circumstances of people at risk of, or experiencing, homelessness.

### **National Homelessness Strategy**

Although there were many examples of service partnerships working to prevent or resolve homelessness, a lack of coordination was hindering the achievement of a holistic approach to service delivery. To address this, the Commonwealth Government launched a National Homelessness Strategy in May 2000 (FaCS 2000a:1, 6).

The strategy provides a strategic framework for policies to prevent, reduce and respond to homelessness in Australia. In October 2000, the Commonwealth Advisory Committee on Homelessness (CACH) was appointed to provide advice on the development of the strategy. Its resulting paper (CACH 2001) provides a comprehensive analysis of homelessness and develops a range of recommendations for government. The CACH will undertake community consultation on the paper and provide a final report to government by the end of 2001.

### **Partnerships Against Domestic Violence Program**

The Partnerships Against Domestic Violence Program targets one of the major factors contributing to homelessness. The Partnerships program aims to examine ways to prevent and respond to domestic violence. As a result, a number of projects have been implemented, such as programs for perpetrators of domestic violence, providing relationship support to men, community education campaigns, and prevention and early intervention programs to improve the wellbeing of children affected by domestic violence (FaCS 2000a:1, 12).

### **Housing assistance programs**

Many housing assistance programs (see Chapter 3) have a role both in assisting homeless people and in preventing homelessness by helping those at risk. The Commonwealth—State Housing Agreement (CSHA) signed in early 1999 includes homeless people as a priority group for assistance (FaCS 2000a:13). The agreement encourages a diverse housing sector with links to other programs to assist those at risk of homelessness who may also have high support needs. The CSHA is the instrument through which public housing and community housing are funded and provided. Among other forms of housing assistance that may be accessed by those who are homeless or at risk of homelessness are rent, bond and relocation assistance provided under the Private Rental Program, and mortgage relief provided through the Home Purchase Assistance Program (SCRCSSP 2001:755—6).

## Commonwealth income support

There are no Commonwealth government income support payments specifically for people experiencing homelessness. However, these people may receive income support via a number of government benefits, among them Newstart Allowance, Parenting Payment (for sole and partnered parents) and Disability Support Pension. Depending on individual circumstances, some people may also receive other allowances, such as Rent Assistance. For details of Commonwealth income support payments and eligibility criteria, see *A Guide to Commonwealth Government Payments* (Centrelink 2001).

Centrelink employs community officers to provide services to homeless people who otherwise have difficulty accessing Centrelink. Contact points are provided in SAAP services and other locations to ensure this access. An estimated 52,000 homeless people contact these community service officers across Australia annually (FaCS 2000a:19).

Until July 1998 the main form of assistance for young people in housing crisis was the Independent Homeless Rate, paid on a number of benefits and allowances (AIHW 1999:306). However, in July 1998 several payments associated with the Independent Homeless Rate (including Youth Training Allowance, Newstart and AUSTUDY) were integrated into a single program Youth Allowance. A special homeless rate was not retained. Youth Allowance is generally paid to full-time students aged 16–24, to unemployed people under 21 years of age looking for work, and to those studying part time in conjunction with an approved activity (Centrelink 2001). Different rates are paid according to the young person's circumstance, the highest being the away-from-home and independent rates. The eligibility criteria for these rates usually apply to young homeless people. Fifteen year olds may be approved for an away-from-home rate if they are in full-time study or undertaking a combination of approved activities.

The Commonwealth provides additional financial support through the Emergency Relief Program administered by the Department of Family and Community Services. Through this program, financial or other assistance is provided for one-off episodes or continuing problems. A diverse range of church, welfare and community organisations distributes emergency relief. Agencies may receive funds from both the SAAP and the Emergency Relief Program (AIHW 1999:308). In 2000–01, \$26.6 million was allocated by the Commonwealth to agencies that distribute emergency relief through almost 1,400 outlets. Other funds for this program were provided by donations and fund-raising by charitable organisations and from State, Territory and local governments (FaCS 2000b).

## State and Territory programs

State and Territory departments (particularly those related to health, community services, education and justice) offer a wide range of services aimed at assisting people at risk of, or experiencing, homelessness with various facets of their lives (AIHW 1999:308). The following are indicative of the services provided.

- Some health care services to homeless people on the streets and in accommodation centres are provided by NSW Health, the City of Sydney and community agencies. Other health services for homeless people are provided by the South East and Central Sydney Area Health services (NSW DOCS 2001:ii).

- The Victorian Department of Human Services funds the Royal District Nursing Service to Homeless Persons Program, which offers a primary health care outreach service to homeless people in inner Melbourne (AIHW 1999:308). The department is also conducting a 3-year Homeless and Drug Dependency Trial. This project is aimed at implementing and evaluating a strategy to enhance management of the needs of people dependent on drugs by the State's three main Crisis Supported Accommodation Services (Victorian Department of Human Services, pers. comm., 3 July 2001).
- The Queensland Department of Families funds the Youth Support Coordinator Program, an early intervention initiative aimed at reducing the incidence of youth homelessness and early school-leaving. The program funds 13 youth worker positions around the State, using schools as a key site for the identification of, and intervention with, young people at risk (Queensland Department of Families, pers. comm., 24 August 2001).
- The Western Australian Department for Housing and Works in conjunction with SAAP funds a Youth Housing Program to provide accommodation and support to prevent young people from becoming homeless and to assist them into mainstream housing. The department also has a program that targets evicted or homeless Aboriginal and Torres Strait Islander families with children to help them to return to public housing (Western Australian Department of Family and Children's Services, pers. comm., 27 June 2001).

## Reconnect

Some researchers emphasise the value of early intervention in reducing the various stages of chronic homelessness (for example, Chamberlain and MacKenzie 1998:70). Service providers have also advocated early intervention, seeing it as a cost-effective response that acts to block pathways into homelessness. In 1996, the Prime Ministerial Youth Homeless Taskforce was established in recognition of the increase in problems facing young people at risk of homelessness and their families. The taskforce established the Youth Homelessness Pilot Programme to examine ways of improving support for young people and their families, based on early intervention and prevention strategies using family relations approaches (AIHW 1999:305). On the basis of the resulting recommendations made by the taskforce, the Commonwealth launched Reconnect in December 1999.

Reconnect is a community-based early intervention program for young people who are homeless, or at risk of homelessness, and their families. The objective is to improve the level of engagement of these young people with family, work, education, training and the community. The Reconnect program is especially designed to break the cycle of homelessness, which can begin at an early age. It provides early intervention support through counselling, adolescent mediation, and practical help to the family. In the period from December 1999 to June 2001, 5,656 young people commenced support with Reconnect.

The program includes all sections of the community. In particular, the participation of Aboriginal and Torres Strait Islander communities is ensured through the selection process for the program. As at June 2001, 89 Reconnect services were operating in high-

need communities across Australia. A further 11 communities are undertaking community development processes and Reconnect services are expected to be announced progressively in these areas over the next year (FaCS, pers. comm., 16 August 2001).

In the 1999—2000 Budget, the Commonwealth allocated \$60 million over 1999—2003 for Reconnect, with ongoing funding of \$20 million a year.

## Supported Accommodation Assistance Program

The principal measures for helping homeless people and those at risk of becoming homeless are provided under two Commonwealth—State initiatives: the Crisis Accommodation Program (CAP) and the Supported Accommodation Assistance Program (SAAP). CAP provides capital funding for dwellings to be used to accommodate people who are homeless or in crisis, details of which are discussed in Chapter 3 on housing assistance. The remainder of this chapter is devoted to SAAP.

SAAP is a support program assisting people who are homeless or at risk of homelessness through a range of support and supported accommodation services. It is an important part of Australia's overall response to homelessness and represents a broader social safety net designed to assist those in crisis in the community.

SAAP provides recurrent funding for the operational costs associated with supplying housing and support to people who are experiencing, or who are at risk of, homelessness. The program helps people to move as quickly as possible to independent living, where appropriate, or to alternatives such as long-term supported housing (AIHW 1999:302).

The program is cost shared and jointly managed at a national level by the Commonwealth and the States and Territories. Delivery of services is carried out primarily by non-government agencies, with some local government participation. In 1999—00, SAAP funded 1,207 non-government and community organisations (AIHW 2000b:3).<sup>1</sup>

The agencies that provide services through SAAP are diverse, and they may receive funds through other government programs, as well as from non-government sources. The experience and infrastructure of such agencies place them in a good position to help homeless people and those at risk of homelessness. For example, an agency may provide a number of emergency services, such as crisis accommodation, referrals for transitional housing, domestic violence support and assistance with health problems (AIHW 1999:302).

SAAP employs a client-centred case management approach, which gives it greater capacity to provide early intervention services through assessment and referrals to other services (Thomson Goodall 1999a:v).

---

1 This figure represents agencies funded for all or some part of the financial year.

The increased emphasis on case management during the third SAAP Agreement has resulted in a steady increase in the number of support periods in which support plans have been used (AIHW 2000b:48).<sup>2</sup> Support plans were used in 46% of support periods that finished in 1996—97; in 1999—00 they had been used in 61% of completed support periods. Over the same period, the proportion of support periods in which support plans were not thought to be appropriate dropped from 31% to 25%. By 1999—00 support plans were being used in 81% of support periods for which they were thought to be appropriate, compared to 67% in 1996—97.

As the use of support plans has increased, so too has the duration of support (AIHW 2000b:48). Whether this is cause and effect is not known; however, there has been a steady shift from short to longer support periods: in 1996—97, 60% of support periods that finished in that year lasted 1 week or less; by 1999—00 the proportion had fallen to 54%. In 1996—97 almost 50% of support periods lasted 3 days or less and the median length was 4 days. By 1999—00 only 44% were less than 4 days long and the median length was 6 days.

The fourth SAAP Agreement includes a revised policy and program framework informed by data from the SAAP National Data Collection and the National Evaluation of SAAP III (FaCS 2001) (see AIHW 1999:302 for an overview of the evaluation, and Boxes 8.1 and 8.2 for a brief description of the collection and the definitions used). The agreement features directions for further development, including increased accountability for outcomes, and a commitment to consultation with key community partners at major stages in SAAP IV development and implementation. Aboriginal and Torres Strait Islander homelessness, and homeless people with complex needs, have been identified in the Memorandum of Understanding signed by the Commonwealth and State and Territory community services ministers as priorities during SAAP IV.

## **SAAP funding**

The total recurrent funding for SAAP in 1999—00 was \$245.5 million (Table 8.2). Around 94% of this, or \$231.7 million, went to the 1,207 SAAP agencies operating across Australia. The remaining 6% was allocated for purposes such as administration, training, data, research and evaluation.

Between 1996—97 and 1999—00, total recurrent funding rose from \$219.8 million to \$245.5 million. This represented a 5% real increase (in 1998—99 dollars). Most of this increase was due to a 4% rise, in real terms, in funding between 1998—99 and 1999—00: \$229.9 million to \$240.2 million. Over the preceding 3 years, SAAP recurrent funding increased by \$1.7 million in real terms.

Recurrent funding to SAAP agencies had a somewhat different pattern: an increase of 16% between 1996—97 and 1999—00 (from \$200.5 million to \$231.7 million), a real increase of 9%. The growth in funding between 1997—98 and 1998—99 was less than in

---

2 A support or case management plan contains a statement of the client's problem or need, case goals, and strategies to achieve goals. A support plan is developed and agreed jointly by the agency and the client.

## Box 8.1: The SAAP National Data Collection: an overview

*Information on SAAP operations is obtained through the SAAP National Data Collection. The National Data Collection Agency (NDCA), within the Australian Institute of Health and Welfare, collects the data. The National Data Collection consists of five separate collections: the Client Collection; the Administrative Data Collection; the Unmet Demand Collection; the Casual Client Collection; and the Special Issue Collections.*

*The Client Collection is the main component, consisting of information about all 'clients' receiving support under SAAP. (See Box 8.2 for key definitions.) Conducted continuously since 1 July 1996, it contains a wide range of data on client characteristics and service provision. A client 'linkage key' (derived from a client's 'alpha code') is used to enumerate repeat use of SAAP services by clients.*

*From 1 July 1999 to 30 June 2000, there were 1,207 SAAP agencies funded for part or all of the financial year. Some agencies provide one-off assistance only so do not participate in the Client Collection. Of the 1,159 SAAP agencies that should have responded to the Client Collection in 1999–00, 93% participated in the data collection. Participating agencies reported on 146,793 occasions of support. For 21% of these 'support periods' consent was not obtained and client information, including the alpha code, was not collected. As a result, less information is available for these support periods. In addition, errors or omissions meant that linkage keys were not available for another 2% of support periods, so that the overall effective consent rate was 77% (AIHW 2000b:57). This compares with a participation rate of 95% and a consent rate of 72% in 1998–99. In 1996–97, the first year of the collection, participation and consent rates were 95% and 64% respectively (AIHW 2000a:9).*

*The Institute has developed a scheme that adjusts for incomplete coverage in the Client Collection. It adjusts estimates to allow for agency non-participation, for clients who do not consent to provide complete information for support periods, for clients who give valid consent for some support periods but not for others, and for clients who do not give consent in any of their periods of support (see AIHW: Karmel 1999).*

*In this report all estimates obtained using data from the Client Collection have been adjusted for agency non-participation and, where applicable, client non-consent using the scheme just outlined. No other adjustments have been made for errors or omissions or for data not obtained as a result of question exclusions on the high-volume form.*

*Agencies that have a high client throughput—catering for a large number of clients in a short period—are not required to record the same level of client detail as other agencies. They fill in the shorter high-volume form for clients rather than the general form.*

*The Administrative Data Collection consists of general information about agencies funded to provide accommodation and support services. This information is provided to the NDCA by State and Territory funding departments.*

*The Unmet Demand Collection operated over a 2-week period in 1999–00. It measured the level of unmet demand for SAAP services by collecting information about the number of people who requested support or accommodation from SAAP agencies but who, for whatever reason, did not receive it. The most recent collection for which data are available*

*(continued)*

### Box 8.1 (continued): The SAAP National Data Collection: an overview

*covers the period 11–24 November 1999. In 1999–00, the participation rate for the Unmet Demand Collection was 71% of relevant agencies (AIHW 2001); in 1998–99, it was 79% (AIHW 2000a:6).*

*The two-week Casual Client Collection is conducted annually in May–June to elicit information about short-term or one-off assistance provided to homeless people. The most recent collection for which data are available covers the period 18–31 May 2000. In 1999–00, the participation rate for the Casual Client Collection was 83% of relevant agencies (AIHW 2001); in 1998–99, it was 75% (AIHW 2000a:6).*

*The Special Issue Collections are conducted to obtain information on a special topic for a limited period; they are an adjunct to the Client Collection. The initial Casual Client Collection was the first such survey. The second, the Accompanying Children in SAAP Collection, was conducted in 1998. The third, the Income Issues Collection, was conducted in 2000, with the report due to be published in late 2001.*

*Source: AIHW 1999, 2000a, 2000b.*

the other years. Allowing for inflation, in 1998–99 dollars between 1996–97 and 1997–98 there was a \$9.5 million rise in funds; the following year saw an increase of \$2.6 million, while between 1998–99 and 1999–00 funding rose by \$6.4 million.

The Commonwealth has allocated some \$830 million over the 5 years commencing in 2000–01 under the new SAAP IV Agreement. This includes \$115 million additional funds for growth, parity and indexation.

Figure 8.1 shows the allocation of all recurrent SAAP funds by State and Territory and compares it with the distribution of the Australian population (aged 10 and over) and the support periods provided by agencies. In 1999–00, the four smallest jurisdictions received relatively more funding than the larger ones. In particular, Tasmania, the Australian Capital Territory and the Northern Territory received 10% of the funds but had only 5% of the population. On the other hand, Victoria was allocated 21% of SAAP funding and had 25% of the population.

Levels of funding are reflected to a large extent in the amount of support provided, as measured by the number of support periods. There was, however, some divergence. In particular, while Victoria received 21% of the funding allocation, its agencies supplied 27% of support periods. Conversely, agencies in the four smallest States and Territories provided 16% of support periods but were allocated 19% of the funds. However, these differences may reflect varying approaches to service provision, rather than differences in the relative provision of support. For example, in some States, SAAP manages transitional housing for clients moving out of crisis accommodation to medium-term housing, whereas in Victoria a separate program exists for those in transitional housing, with SAAP agencies providing support to some tenants in transitional housing.

## Box 8.2: Principal definitions used in the SAAP National Data Collection

*A client is a person aged 18 years or more, or a person of any age not accompanied by a parent or guardian, who:*

- *receives from a SAAP agency support or assistance that generally entails 1 hour or more of a worker's time, either with that client directly or on behalf of that client, on a given day; or*
- *is accommodated by a SAAP agency; or*
- *enters into an ongoing support relationship with a SAAP agency.*

*An accompanying child is a person aged under 18 years who receives support and/or supported accommodation from a SAAP agency and whose parent or guardian is a client of the same agency at the time.*

*A potential client is a person who wishes to become a SAAP client but is not accepted, or the person does not accept the agency's offer of support or supported accommodation (see 'Unmet demand').*

*A support period is an occasion of support provided to a SAAP client. A support period begins when a client begins to receive support from a SAAP agency. It is considered completed when the client ends the relationship with the agency or the agency ends the relationship with the client. If it is not clear whether the agency or the client has ended the relationship, the support period is assumed to have ended if no assistance has been provided to the client for 1 month. In such a case, the date the support period ended is 1 month after the last contact with the client.*

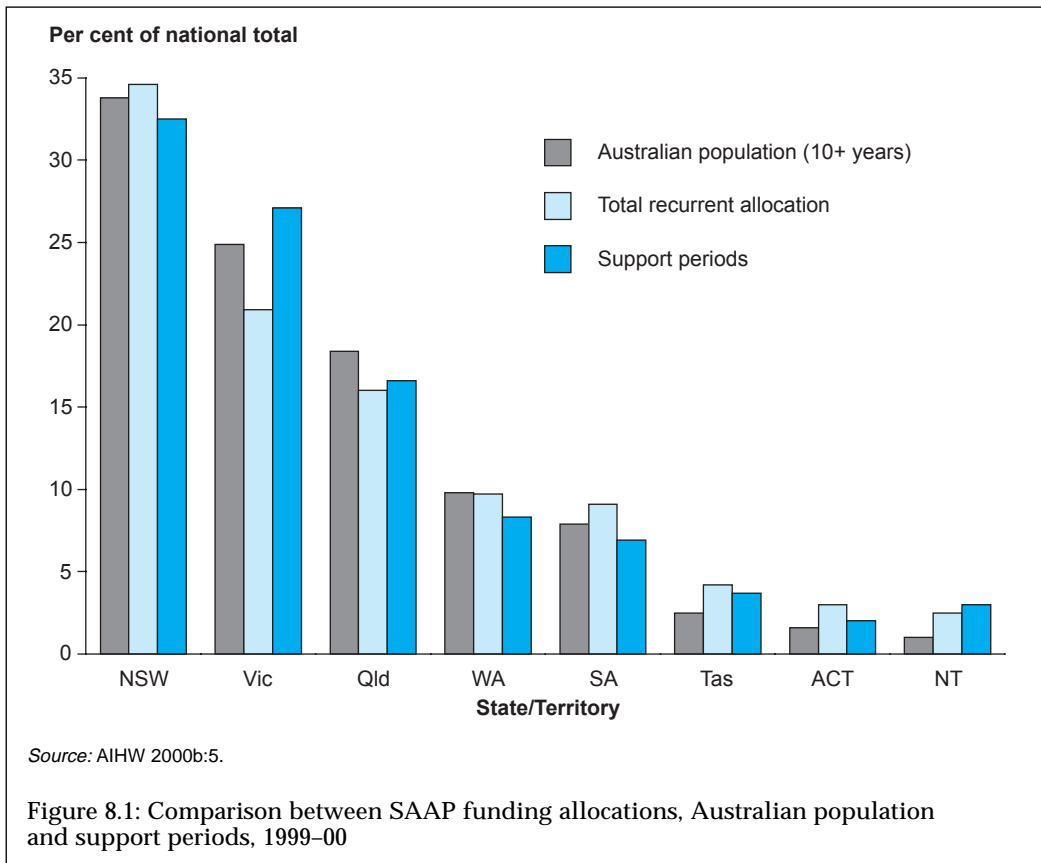
*A casual client is a person who receives assistance from a SAAP agency for less than 1 hour on a given day and does not establish an ongoing support relationship with the agency. A casual client may receive one-off assistance from an agency on more than one occasion.*

*One-off assistance is assistance provided to a person who is not a client. It might include the provision of a meal, a shower, transport, money, clothing, telephone advice, information or a referral.*

*The alpha code is a predetermined combination of letters from a person's name, together with a letter designating the person's gender, that is joined to the person's year of birth and encrypted to create a linkage key. The linkage key is used to combine data from more than one support period for a client without requiring the actual name of the person to be recorded and can therefore be used to identify repeat use of SAAP services.*

*Unmet demand occurs when a person requests—but does not receive—support or supported accommodation. That is, the person wishes to become a client of a SAAP agency but is not accepted, or the person does not accept the agency's offer of support or supported accommodation. Reasons for not meeting such requests for assistance may include insufficient accommodation at the agency; the person not being within the agency's target group; the agency not having appropriate facilities to cater for special needs; and the agency being unable to offer the specific services requested by the person.*

*Source: AIHW 2000b:xiii–xv.*



## SAAP agencies and target populations

In 1999–00, over half (56%) of all SAAP agencies were located in capital cities, 7% in other metropolitan centres and 6% in remote areas (Table 8.3). Nine per cent were in large rural centres and 22% in other rural areas. In capital city areas, agencies were allocated, on average, \$213,700. Those in large rural centres and in other metropolitan centres received, on average, \$179,800 and \$172,300 respectively. Allocation of funds to agencies in other rural and remote areas was lower per agency, being \$132,400 and \$158,700 respectively.

SAAP agencies have six primary target populations (see Table 8.3). In 1999–00, agencies directing their services at young people were provided with 34% of total agency funds, followed by agencies targeting women escaping domestic violence (28%). Cross-target agencies received 14% and those targeting single men and families, 11% and 7% respectively. Single women's agencies recorded 3% of total recurrent funding. In terms of funding per agency, however, those targeting women escaping domestic violence had the highest average allocation (\$243,600). Funds going to agencies for single men averaged \$240,100, while family agencies and those with cross-target, multiple target



Table 8.3: SAAP agencies: recurrent allocations and mean funding per agency, by State/Territory, region and primary target group, 1999–00

	Agencies (N)	Recurrent allocation (%)	Mean funding per agency (\$)
<b>State/Territory</b>			
NSW	391	34.7	205,600
Vic	327	20.2	142,900
Qld	188	16.5	203,000
WA	118	10.1	198,400
SA	80	9.0	260,800
Tas	41	4.1	232,200
ACT	32	3.0	217,100
NT	30	2.4	189,200
<b>Total</b>	<b>1,207</b>	<b>100.0</b>	<b>192,000</b>
<b>Region</b>			
Capital city	674	62.2	213,700
Other metropolitan centre	88	6.5	172,300
Large rural centre	110	8.5	179,800
Other rural area	263	15.0	132,400
Remote area	72	4.9	158,700
<b>Total</b>	<b>1,207</b>	<b>100.0</b>	<b>192,000</b>
<b>Primary target group</b>			
Young people	466	34.3	170,600
Single men only	103	10.7	240,100
Single women only	45	3.4	175,400
Families	102	6.6	151,100
Women escaping domestic violence	270	28.4	243,600
Cross-target/multiple/general	221	13.8	144,400
<b>Total</b>	<b>1,207</b>	<b>100.0</b>	<b>192,000</b>

*Notes*

1. Recurrent allocation excludes funds not allocated to agencies; for example, funds allocated for administration, training, research and evaluation.
2. Recurrent allocations to agencies for 1999–00 include \$834,000 provided through the Partnerships Against Domestic Violence Program.
3. The number of agencies is the total of all agencies funded for all or some part of the financial year.

Source: AIHW 2000b.

## 8.4 Demand for services

A national survey conducted by the Australian Council of Social Service (ACOSS) in 2000 showed that many community welfare agencies were unable to meet the demand for their services or had been forced to reduce the help they provide to those in need. For example, 67% of the 974 welfare agencies responding to the survey indicated that they had experienced an increase in the number of people assisted. The most common reasons cited were an increase in referrals by other agencies and the greater complexity of client needs. Agencies also reported that changes in government policies, such as those to Centrelink administration and benefit entitlement rules, had increased the demand for services (ACOSS 2000:4).

Not all of the agencies surveyed provide assistance to homeless people. However, the findings of the ACOSS study are supported by a survey of six major service outlets of crisis accommodation in inner urban Melbourne (Thomson Goodall Associates 1999b). The survey was undertaken in 1999 over a 4-week period and it showed that the six providers had a high level of unmet demand. Those seeking crisis accommodation included people from outer Melbourne suburbs, country Victoria and interstate.

The overall provision of SAAP services in 1999—00 can be gauged by combining data from the main collections in the National Data Collection.<sup>3</sup> On an average day, SAAP agencies were involved in providing 16,750 periods of support, with 6,350 of these involving accommodation (AIHW 2001). The agencies also provided one-off assistance to an average of 2,290 casual contacts each day (see Box 8.2 for explanations of these terms). The number of people receiving this assistance is not known, as people can get one-off assistance more than once in a day and may access both one-off assistance and ongoing support. However, the figures indicate that between 16,750 and 19,040 people are supported by SAAP on a daily basis.<sup>4</sup>

While SAAP agencies assist many people on a daily basis, it is not always possible to assist all those requesting help. Unmet demand data are collected in the Unmet Demand Collection on those seeking ongoing support or accommodation but who do not receive this support. Given the importance of accommodation for homeless people, the data concentrate on unmet demand for accommodation. Unfortunately, no information is collected on those who fail to get one-off assistance (see Box 8.1).

Table 8.4 compares the number of clients accommodated by SAAP agencies with the number of requests for immediate accommodation that were not met, and the number of referrals for accommodation provided in response to those requests.

Among the 820 agencies participating in both the Client Collection and the Unmet Demand Collection, on an average day in the collection period 200 people started SAAP accommodation, 208 left and 5,538 remained in accommodation. This represents a 4% turnover rate. Furthermore, the data show that SAAP services appear to be operating to capacity in terms of accommodation vacancies, with the number of valid unmet requests for immediate accommodation averaging 219 a day over the 2-week period. An average of 127 of these unmet requests a day could not be referred to other agencies as the average number of referrals for the 2-week period was 92.<sup>5</sup> The 200 newly accommodated clients may include these referrals. The data show that demand for SAAP accommodation across the country is greater than the capacity of SAAP services to provide it.

- 
- 3 Services and assistance provided to clients and casual clients approximates met demand. Unmet requests by potential clients are derived from the Unmet Demand Collection.
  - 4 These figures are conservative—for example, see notes to Table 8.3.
  - 5 For collection purposes, a referral occurs when a SAAP agency contacts another agency and that agency accepts the person concerned for an appointment or interview. A referral for accommodation does not always result in a person receiving the accommodation they require.

Table 8.4: Supported Accommodation Assistance Program: average daily number of support periods with accommodation and unmet requests for immediate accommodation, by type of demand, 11–24 November 1999

Agencies participating	Clients newly accommodated on that day	Clients with continuing accommodation	Clients with accommodation ending on that day	Estimated valid requests for immediate accommodation	
				Unmet requests	Referrals
<b>In both the Client Collection and the Unmet Demand Collection</b>					
Daily average	200	5,538	208	219	92
<b>In the Client Collection</b>					
Daily average	233	6,615	240	n.a.	n.a.

*Notes*

1. Client Collection and Unmet Demand Collection cases excluded from table due to missing data: 592.
2. The accommodation status of a client on a particular day is based on the reported periods of accommodation within a support period.
3. Referrals for accommodation may not be for immediate accommodation.
4. Clients are deemed to be supported on all days in a support period, including on both the start and end dates.
5. Valid unmet requests exclude those made at an agency of an inappropriate target group, or if requested service (for example, accommodation) is not provided by the agency, or if proffered assistance is refused. An adjustment for missing information on validity of request has been made.
6. 'Immediate accommodation' is that which is required within 24 hours. An adjustment for missing information on when accommodation was needed has been made.
7. To facilitate comparisons, only agencies which participated in both the Client Collection and the Unmet Demand Collection contribute to the individual daily figures in this table. Consequently the figures will understate the level of activity in SAAP agencies. The number of agencies participating in both collections is 820. The number participating in the Client Collection is 1,080.

Source: AIHW 2001.

## 8.5 Assistance to SAAP clients

Support to clients may include the provision of supported accommodation and/or a range of support services, generally on an ongoing basis. Such support may be provided in the context of an agreed support plan. It may be intensive and short-lived for clients in extreme crisis. Conversely, services such as the provision of a meal are instances of one-off assistance and not part of an ongoing support period (AIHW 2000a:55). An individual client can receive support or supported accommodation on more than one occasion, so the number of support periods exceeds the number of clients. Individual clients include children under 18 years of age presenting without a parent or guardian. Children presenting at a SAAP agency with a parent or guardian are not included in analyses based on clients.

Overall, 157,600 occasions of support were provided to 90,000 clients in 1999–00 (Table 8.5). It is estimated that there were 156,500 support periods in 1996–97, increasing to 164,300 in 1997–98 and decreasing slightly to 163,200 in 1998–99 (AIHW 2000b:46). The number of clients provided with SAAP services showed a similar pattern over the 4 years, although the number in 1999–00 was only slightly fewer than in 1998–99. In 1996–97, an estimated 83,200 clients received support; the figure rose to 94,100 in 1997–98 and then fell to 90,700 for 1998–99.

Table 8.5: Supported Accommodation Assistance Program: number of clients and support periods per client, by State/Territory, 1996–97 to 1999–00

	1996–97	1997–98	1998–99	1999–00	
					<b>Clients per 10,000 population</b>
		<b>Clients</b>			
NSW	25,400	27,700	25,900	24,400	44
Vic	22,900	27,000	28,000	27,400	67
Qld	13,900	15,500	14,400	15,000	49
WA	7,400	7,800	7,500	8,100	49
SA	6,400	7,900	6,800	7,000	56
Tas	3,000	3,600	3,300	3,300	86
ACT	1,900	1,900	1,800	1,900	65
NT	2,300	2,800	3,000	2,800	156
<b>Australia</b>	<b>83,200</b>	<b>94,100</b>	<b>90,700</b>	<b>90,000</b>	<b>55</b>
		<b>Support periods per client</b>			<b>Total support periods</b>
NSW	2.43	2.02	2.02	1.93	51,200
Vic	1.50	1.54	1.64	1.63	42,700
Qld	1.70	1.62	1.63	1.68	26,100
WA	1.62	1.61	1.64	1.61	13,100
SA	1.75	1.64	1.70	1.63	10,900
Tas	1.66	1.57	1.67	1.70	5,800
ACT	1.70	1.68	1.70	1.80	3,200
NT	1.95	1.75	1.93	1.70	4,700
<b>Australia</b>	<b>1.87</b>	<b>1.72</b>	<b>1.76</b>	<b>1.73</b>	<b>157,600</b>
<b>Total support periods</b>	<b>156,500</b>	<b>164,300</b>	<b>163,200</b>	<b>157,600</b>	<b>..</b>
<b>Mean number of support periods on 15th day of the month</b>	<b>13,700</b>	<b>15,600</b>	<b>16,600</b>	<b>18,100</b>	<b>..</b>

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions.
2. 'Per 10,000 population' shows how many people out of every 10,000 in the general population (aged 10 and over) became clients of SAAP in 1999–00. The rate is estimated by comparing the number of SAAP clients aged 10 and over to the estimated resident population aged 10 and over as at 30 June 1999. Age-standardised estimates have been derived to allow for different age distributions in the various jurisdictions. The Australian estimated resident population as at 30 June 1999 has been used as the reference population.

Source: AIHW analysis of SAAP Administrative Data and Client Collections; ABS 2000b.

Nationally, there was no obvious trend in the average number of support periods clients received. In 1999–00, the average number per client was 1.73. The highest level of repeat use of SAAP services was recorded in 1996–97, when clients averaged 1.87 support periods each. New South Wales had the highest repeat use in all years.<sup>6</sup> The

<sup>6</sup> In 1997–98, new reporting procedures were introduced which reduced the number of support periods recorded for people frequently being placed with SAAP agencies by police. This change affected only New South Wales.

most constant level of repeat use over the 4 years was in Western Australia, ranging between 1.61 and 1.64 support periods per client.

The mean number of support periods on the 15th day of each month has grown steadily (13,700 in 1996–97 to 18,100 in 1999–00). This reflects the fact that, generally, support periods have become longer (see Section 8.3). It also appears to indicate that, commensurate with greater funding, the amount of daily support available has increased.

Overall, 55 people out of every 10,000 in the population aged 10 years and over were SAAP clients in 1999–00. The use of SAAP services varied across jurisdictions, ranging from 44 per 10,000 people in New South Wales to 156 in the Northern Territory.

The pattern of service provision varied across regions (Table 8.6). Agencies in capital cities (63%) provided more support periods than those in rural centres (25%), other metropolitan centres (7%) and remote areas (5%). Proportionally within jurisdictions, apart from the Australian Capital Territory (all of which is classified as a capital city), Adelaide had the highest proportion (77%) of SAAP support periods of any capital city, while Darwin had the lowest (37%). Sixty-three per cent of support periods in the Northern Territory occurred in remote areas, compared with Western Australia (19%) which had the second highest provision of services in remote areas. Support periods were provided more often in rural areas in Tasmania (52%), and in other metropolitan centres in Queensland (18%), than in any other State or Territory.

Table 8.6: Supported Accommodation Assistance Program: support periods, by State/Territory and region, 1999–00 (per cent)

	Capital city	Other metropolitan centre	Rural area	Remote area	Australia	Number
NSW	63.0	9.0	24.6	3.4	100.0	51,200
Vic	72.4	2.8	24.5	0.3	100.0	42,600
Qld	43.4	18.0	35.1	3.5	100.0	26,100
WA	66.2	0.0	15.2	18.6	100.0	13,000
SA	77.4	0.0	21.9	0.7	100.0	10,900
Tas	47.8	0.0	52.2	0.0	100.0	5,800
ACT	100.0	0.0	0.0	0.0	100.0	3,200
NT	37.1	0.0	0.0	62.9	100.0	4,700
<b>Australia</b>	<b>63.0</b>	<b>6.7</b>	<b>25.1</b>	<b>5.2</b>	<b>100.0</b>	<b>. .</b>
<b>Australia (N)</b>	<b>99,200</b>	<b>10,500</b>	<b>39,600</b>	<b>8,200</b>	<b>. .</b>	<b>157,400</b>

Note: The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions.

Source: AIHW analysis of SAAP Administrative Data and Client Collections.

## Use of SAAP by different groups

The overall aim of SAAP is to help homeless people to attain the maximum possible degree of self-reliance and independence. However, the achievement of such goals does not depend on the intervention of SAAP agencies alone. A complex interplay of policies, programs and other factors relating to income security, housing and community services, as well as an individual's personal circumstances, will influence outcomes for clients.

SAAP agencies provide a range of services, reflecting the diverse nature of the needs of homeless people and those at imminent risk. The four groups that are the focus of analysis in this section are young people, people escaping domestic violence, people on disability pensions and older people (Box 8.3). It should be noted that these groups are not mutually exclusive.

### Box 8.3: Identifying population groups in SAAP

*Young people: those aged between 10 and 24 years.*

*People escaping domestic violence: those indicating that domestic violence is a reason for seeking assistance and/or those receiving support from agencies that target women escaping domestic violence. Information on homeless people is collected through the completion of a general client form or a high-volume client form (Box 8.1). As reasons for seeking assistance do not appear on the high-volume form, the number of clients and number of support periods may be an under-estimate of the total number of people escaping domestic violence who accessed SAAP services.*

*People on disability pensions: those indicating that they receive a disability pension, from either Centrelink or the Department of Veterans' Affairs (DVA), before or after support. Those that should be on the age pension are excluded; for 1999–00, they include women born in or before 1939 and men born in or before 1935. Also, people have to be aged 16 or over to receive the disability pension. Therefore, if a client indicated that they were under 16 and receiving a disability pension, they were excluded from this analysis.*

*Older people: those aged 55 years and over.*

Table 8.7: Supported Accommodation Assistance Program: clients, by age and population group, 1999–00 (per cent)

Age (years)	Young people	People escaping domestic violence	People on disability pensions	Older people	All SAAP clients
Under 15	5.0	1.2	—	—	1.9
15–17	28.7	4.9	1.1	—	10.7
18–19	23.3	4.9	2.6	—	8.7
20–24	42.9	15.2	8.1	—	16.1
25–44	—	61.8	55.3	—	49.0
45–59	—	10.0	30.1	43.5	10.8
60+	—	2.0	2.9	56.5	2.7
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
<b>Total</b>	<b>37.4</b>	<b>32.3</b>	<b>16.6</b>	<b>4.9</b>	<b>. .</b>
<b>Total (N)</b>	<b>33,500</b>	<b>29,000</b>	<b>14,900</b>	<b>4,300</b>	<b>89,600</b>

#### Notes

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions.
2. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection.

## Individual characteristics

In 1999–00, young people who accessed SAAP services without a parent or guardian made up 37% of the client population, compared with 5% of older clients aged 55 years and over (Table 8.7). Thirty-two per cent of clients were escaping domestic violence and 17% reported receiving a disability pension.

Forty-three per cent of young clients were aged between 20 and 24, with 29% aged 15–17, 23% aged 18–19 and 5% aged under 15 years. The majority of people escaping domestic violence (62%) and people on disability pensions (55%) were aged between 25 and 44.

Overall, more females (55%) than males (45%) were SAAP clients in 1999–00 (Table 8.8). In particular, those escaping domestic violence were predominantly female (95%). However, males on disability pensions (68%) and older males (64%) made up a larger proportion of these population groups than females. The gender difference is less among young people (58% female, 43% male) than it is in the other groups.

Table 8.8: Supported Accommodation Assistance Program: clients, by gender and population group, 1999–00

Gender	Young people			People escaping domestic violence <sup>(a)</sup>	People on disability pensions <sup>(b)</sup>	Older people	All SAAP clients
	Under 18	18 to 24	Total				
Per cent							
Male	42.3	42.7	42.5	5.1	68.0	63.5	45.0
Female	57.7	57.3	57.5	94.9	32.0	36.5	55.0
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
<b>Total</b>	<b>12.6</b>	<b>24.7</b>	<b>37.2</b>	<b>32.4</b>	<b>16.6</b>	<b>4.8</b>	<b>. .</b>
<b>Total (N)</b>	<b>11,200</b>	<b>22,000</b>	<b>33,300</b>	<b>28,900</b>	<b>14,800</b>	<b>4,300</b>	<b>89,400</b>
Clients per 10,000 population <sup>(c)</sup>							
Male	44	98	69	2	n.a.	15	50
Female	63	137	98	46	n.a.	7	60
<b>Total</b>	<b>53</b>	<b>117</b>	<b>83</b>	<b>24</b>	<b>n.a.</b>	<b>11</b>	<b>55</b>

(a) The reference population to calculate the 'per 10,000 population' for people escaping domestic violence is the estimated resident population aged 15–59 as at 30 June 1999. This age range is the same as SAAP clients presenting with domestic violence as a reason for seeking assistance or were clients of agencies targeting domestic violence.

(b) The use of a comparative measure of SAAP clients and 'per 10,000 population' for people receiving a disability pension (from DVA or Centrelink) is problematic; therefore, no data are available.

(c) 'Per 10,000 population' shows how many people out of every 10,000 in the general population become SAAP clients. The rate is estimated by comparing the number of SAAP clients aged 10 and over to the estimated resident population aged 10 and over as at 30 June 1999. The Australian estimated resident population as at 30 June 1999 has been used as the reference population.

### Notes

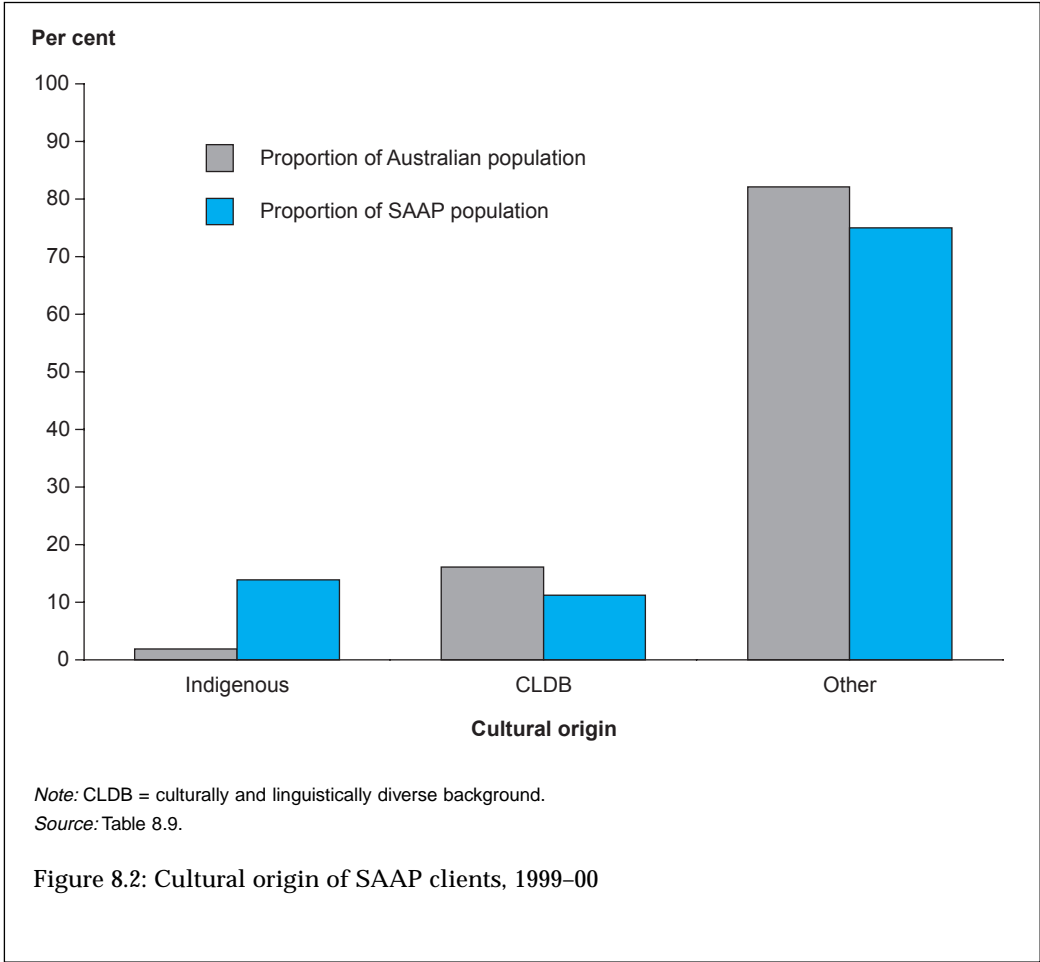
- The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number of records excluded due to errors is 11. The number excluded due to omissions is 649.
- Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection; ABS 2000b.

The age and sex distribution of clients reflects, to a certain extent, the distribution in the general population. For instance, more males than females were on disability support pensions as at June 1999 (FaCS 1999); therefore, it is not unreasonable to expect that a greater proportion of SAAP clients on disability pensions were males. Examining the number of clients per 10,000 population (aged 10 and over) indicates the relative use of SAAP by the various groups. Table 8.8 shows that 55 of every 10,000 people accessed services in 1999–00. Usage was higher for females (60 per 10,000) than for males (50 per 10,000). People aged 18–24 had relatively high levels of SAAP usage, at 137 for females and 98 for males. Relatively few older people access SAAP: 11 for every 10,000 people. Also, 46 per 10,000 women used a SAAP service at some time during the year because of domestic violence, whereas the corresponding number for males was 2.

**Aboriginal and Torres Strait Islander clients**

Aboriginal and Torres Strait Islander communities were over-represented (14%) in the SAAP population in 1999–00, compared with the overall Australian population aged 10 and over (2%) (AIHW 2000b:14) (Figure 8.2).



The highest proportion of Aboriginal and Torres Strait Islander clients in any of the four population groups of interest were those escaping domestic violence (21%), compared with young people (13%), people on disability pensions (10%) and older people (7%) (Table 8.9). Furthermore, 468 Aboriginal and/or Torres Strait Islander women aged 15–59 escaping domestic violence accessed SAAP services for every 10,000 in the population.

Table 8.9: Supported Accommodation Assistance Program: clients, by cultural origin and population group, 1999–00

Cultural origin	Young people			People escaping domestic violence	Women escaping domestic violence <sup>(a)</sup>	People on disability pensions <sup>(b)</sup>	Older people	All SAAP clients	Aust. population (aged 10+)
	Under 18	18 to 24	Total						
<b>Per cent</b>									
Indigenous									
Australian	12.5	13.1	12.9	20.7	21.1	10.1	7.3	13.8	1.8
Culturally & linguistically diverse background	4.3	8.4	7.0	16.8	17.3	8.2	21.5	11.2	16.1
Other	83.1	78.4	80.0	62.5	61.6	81.7	71.2	75.0	82.1
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
<b>Total</b>	<b>12.6</b>	<b>24.7</b>	<b>37.4</b>	<b>32.4</b>	<b>30.5</b>	<b>16.6</b>	<b>4.8</b>	<b>.</b>	<b>100.0</b>
<b>Total (N)</b>	<b>11,000</b>	<b>21,500</b>	<b>32,500</b>	<b>28,200</b>	<b>26,600</b>	<b>14,500</b>	<b>4,200</b>	<b>87,000</b>	<b>16,332,700</b>
<b>Clients per 10,000 population<sup>(c)</sup></b>									
Indigenous									
Australian	181	543	328	—	468	n.a.	120	403	—
Culturally & linguistically diverse background	33	72	58	—	47	n.a.	11	37	—
Other	48	107	75	—	34	n.a.	9	49	—
<b>Total</b>	<b>52</b>	<b>114</b>	<b>81</b>	<b>—</b>	<b>45</b>	<b>n.a.</b>	<b>11</b>	<b>53</b>	<b>—</b>

(a) The reference population to calculate the 'per 10,000 population' for people escaping domestic violence is the estimated resident population aged 15–59 as at 30 June 1999. This age range is the same as SAAP clients presenting with domestic violence as a reason for seeking assistance or were clients of agencies targeting domestic violence.

(b) The use of a comparative measure of SAAP clients and 'per 10,000 population' for people receiving a disability pension (from DVA or Centrelink) is problematic; therefore, no data are available.

(c) 'Per 10,000 population' shows how many people out of every 10,000 in the general population become SAAP clients. The rate is estimated by comparing the number of SAAP clients aged 10 and over to the estimated resident population aged 10 and over as at 30 June 1999. The Australian estimated resident population as at 30 June 1999 has been used as the reference population.

#### Notes

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number of records excluded due to omissions is 2,985.
2. Culturally and linguistically diverse background is based on country of birth. For the purposes of this report, people born in a country where English is not the main language spoken have such a background. 'Other' refers to people born in countries where English is the main language (i.e. Australia, Canada, the Republic of Ireland, New Zealand, South Africa, the United Kingdom, and the United States).
3. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection; ABS 1998, 2000b.

## **Clients from culturally and linguistically diverse backgrounds**

Individuals from a range of culturally and linguistically diverse backgrounds access SAAP services.<sup>7</sup> People born in non-English-speaking countries (11%) were under-represented among SAAP clients in 1999–00, compared with 16% of all Australians aged 10 or more (Table 8.9). Older people from these backgrounds accounted for 22% of all older people in SAAP, the highest proportion of any targeted population group. People from culturally and linguistically diverse backgrounds accounted for 17% of women escaping domestic violence, 8% of people on disability pensions and 7% of young clients. Relatively high SAAP usage rates among those born in a country in which English is not the main language spoken were recorded for young people aged 18–24 (72 for every 10,000).

## **Presenting client groups**

The majority of SAAP support periods in 1999–00 were provided for male and female clients presenting alone (72%) (Table 8.10). The percentages varied, however, across the client groups: 94% for older people, 92% for those receiving a disability pension, 79% for young people, and 42% for those escaping domestic violence.

Males presented alone more often than females for all client groups except the people escaping domestic violence group. Seventy-two per cent, 69% and 42% of support periods were respectively provided for males presenting alone on disability pensions, older people and young people. The vast majority of support periods for males on disability pensions presenting alone were for those aged 25 years and over (66%). Among women escaping domestic violence, those presenting alone constituted 39% of periods of support. It is also worth noting that females under 18 years of age (50%) presented alone more often than males (43%).

Support to people escaping domestic violence was most often given to females with children (55%). A significant proportion of support periods for young people also went to women (particularly those aged 18–24) with children. Support was provided less often to females on disability pensions (4%), females under 18 years (3%) and older females (2%) who presented alone with children. Males presented alone with children in only 1% of support periods. For couples presenting with or without children, most support periods were provided to young people aged between 18 and 24 (7%), compared with young people under 18 years (3%), older people (3%) and people on disability pensions (3%).

---

7 People from culturally and linguistically diverse backgrounds are defined for the purpose of this report as those born in countries where English is not the main language spoken. The term 'culturally and linguistically diverse backgrounds' (CLDB) was developed as a response to the limitations of the non-English-speaking background (NESB) term because there are many migrants who may speak English well yet have cultural backgrounds which are very different from those of Anglo-Celtic Australians (AIHW: Gibson et al. 2001:1).

Table 8.10: Supported Accommodation Assistance Program: support periods, by client group and population group, 1999–00 (per cent)

Client group	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients
	Under 18	18 to 24	Total				
Male alone, under 25	42.8	41.3	41.8	2.2	5.9	—	15.3
Male alone, 25+	—	—	—	1.3	65.6	68.9	30.8
Female alone, under 25	49.9	30.1	36.7	11.2	3.3	—	13.5
Female alone, 25+	—	—	—	27.7	17.1	24.6	12.4
Couple, no children	1.9	4.1	3.4	0.8	2.0	2.1	2.6
Couple with child(ren)	0.7	3.3	2.4	0.9	1.3	0.8	3.2
Male with child(ren)	0.1	0.4	0.3	0.3	0.4	0.3	0.8
Female with child(ren)	2.7	19.3	13.7	54.7	3.8	2.3	20.6
Other	1.8	1.5	1.6	0.9	0.6	0.9	0.9
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
<b>Total</b>	<b>12.3</b>	<b>24.4</b>	<b>36.6</b>	<b>27.8</b>	<b>18.2</b>	<b>5.1</b>	<b>. .</b>
<b>Total (N)</b>	<b>18,800</b>	<b>37,400</b>	<b>56,200</b>	<b>42,600</b>	<b>28,000</b>	<b>7,800</b>	<b>153,500</b>

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number of records excluded due to omissions is 4,053.
2. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection.

## Reasons for seeking assistance

Overall, the reasons given most often for seeking assistance were financial difficulty (39%), relationship or family breakdown (37%), domestic violence (29%) and physical or emotional abuse (26%) (Table 8.11). Fifty-five per cent of young people aged under 18 years and 47% of people escaping domestic violence sought assistance because of relationship or family breakdown. Not surprisingly, people escaping domestic violence most often reported domestic violence (83%) and physical or emotional abuse (58%) as reasons for seeking assistance. People on disability pensions, people aged 18–24 years and older people most often gave financial difficulty as a reason (47%, 43% and 42% respectively). Compared with other groups, people on disability pensions most often reported drug and alcohol abuse (23%) and psychiatric illness (19%) as reasons for seeking assistance (national average 16% and 5% respectively).

Table 8.11: Supported Accommodation Assistance Program: support periods, by population group and reasons for seeking assistance, 1999–00 (per cent)

Reason	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients
	Under 18	18 to 24	Total				
Usual accommodation unavailable	27.8	25.6	26.4	14.8	21.8	20.0	22.1
Time out from family/ other situation	33.5	20.6	25.2	20.6	15.6	12.4	19.1
Relationship/family breakdown	55.1	39.5	45.0	47.4	23.5	21.5	37.1
Interpersonal conflicts	35.2	26.0	29.3	31.0	18.8	15.3	24.3
Physical/emotional abuse	19.6	21.3	20.7	58.0	15.6	18.2	25.5
Domestic violence	12.0	22.3	18.6	82.6	15.8	21.1	28.9
Sexual abuse	4.6	4.3	4.4	8.2	3.7	2.0	4.2
Financial difficulty	23.9	42.5	35.9	25.8	46.7	41.6	39.2
Eviction/previous accommodation ended	26.0	25.4	25.6	10.1	17.2	13.3	19.8
Drug/alcohol/substance abuse	10.3	16.2	14.1	10.2	23.1	13.8	15.8
Emergency accommodation ended	5.8	4.7	5.1	2.9	4.0	2.9	4.0
Recently left institution	2.4	3.2	2.9	1.0	5.6	3.4	3.3
Psychiatric illness	1.8	4.3	3.4	3.2	18.8	6.8	5.1
Recent arrival to area with no means of support	7.3	12.3	10.5	7.4	18.4	17.8	12.7
Itinerant	10.0	12.7	11.7	5.4	15.8	12.4	10.6
Other	10.4	10.6	10.5	5.4	9.9	11.8	9.8
<b>Total (N)</b>	<b>17,200</b>	<b>31,100</b>	<b>48,300</b>	<b>41,500</b>	<b>16,900</b>	<b>4,600</b>	<b>118,600</b>

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number of records excluded due to omissions is 5,518.
2. Excludes high-volume records because not all items were included on high-volume form.
3. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection.

## Services requested and support provided

In over two-thirds of closed support periods,<sup>8</sup> clients requested supported accommodation (68%) and over one-third requested other accommodation services (36%) (Table 8.12). Most support periods also involved requests for general support and advocacy services (74%), other support such as meals, or shower and laundry facilities (71%), and counselling (44%). People escaping domestic violence made relatively more requests for general support and advocacy (77%), counselling (72%), and specialist

8 A closed support period is one that finished before the end of the reporting period: 30 June 2000.

services (39%). Young people tended to make more requests for employment and training assistance (11%) than any other group. People on disability pensions and older people requested SAAP or CAP accommodation (76% and 73% respectively) and other support services (82% and 77% respectively) rather more often, but generally had relatively fewer requests for other types of services.

Table 8.12: Supported Accommodation Assistance Program: closed support periods, by type of service requested and population group, 1999–00 (per cent)

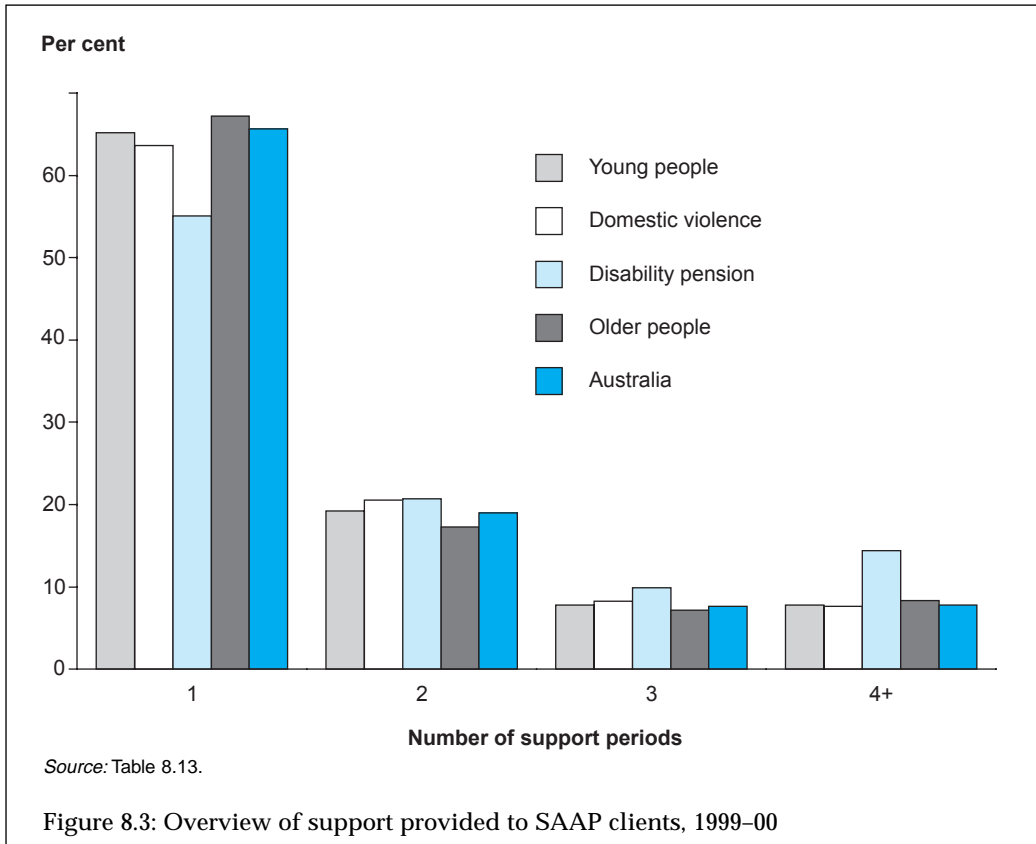
Broad service type	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients	
	Under 18	18 to 24	Total				Number	
SAAP/CAP accommodation	66.6	63.9	64.8	68.5	75.6	73.1	68.4	95,800
Other accommodation services	37.0	43.9	41.6	38.6	28.8	24.2	35.8	50,100
Financial services/assistance	37.9	42.1	40.7	42.2	36.0	30.1	39.5	55,400
Employment/training assistance	14.1	9.6	11.1	4.3	2.4	1.2	6.0	8,400
Counselling	49.7	44.2	46.0	71.7	32.5	31.1	44.0	61,700
General support/advocacy	73.3	74.3	74.0	77.4	73.5	69.7	73.5	103,100
Specialist services	28.1	31.6	30.4	39.0	36.1	29.5	32.0	44,900
Other support	68.5	66.4	67.1	69.0	82.0	77.1	71.3	100,000
<b>Total support periods (N)</b>	<b>16,500</b>	<b>33,700</b>	<b>50,200</b>	<b>39,500</b>	<b>26,500</b>	<b>7,100</b>	<b>—</b>	<b>140,200</b>

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions.
2. Clients are able to receive multiple services so percentages do not total 100.
3. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

*Source:* AIHW analysis of SAAP Client Collection.

Length of support and the number of services required varied according to the population group (Figure 8.3). People on disability pensions (76%) and older people (73%) reported needing SAAP or CAP accommodation more often than people escaping domestic violence (68%) and young people under 18 years (67%). However, people under the age of 18 tended to have relatively long periods of support (50% for more than 13 days), while people on disability pensions and older people had relatively short support periods, with 50% lasting 4 days or less. Ninety per cent of accommodation periods lasted 92 days or less for young people, 21 days above the figure for all clients (71 days).



On average, people escaping domestic violence requested and received more services in a support period (requested 7.2 and received 6.0) than did young people (6.3 and 5.3), people on disability pensions (5.9 and 5.2) and older people (5.4 and 4.8) (Table 8.13). People on disability pensions had the highest level of repeat use (14% with 4 or more support periods) of SAAP services in 1999–00, compared with other population groups (national figure of 8% with 4 or more support periods).

In addition, children accompanied clients to a SAAP agency in 31,600 support periods (Table 8.14). If these children aged under 18 were to be considered clients in their own right, this would equate to 67,100 support periods. There was little variation in the average number of children across client groups. On average, couples with children presented with more children (2.3) than did female clients presenting with children (2.1). The average across all client groups was 2.1 children. Eighty-eight per cent of accompanying child visits occurred where females with children presented at a SAAP agency.<sup>9</sup> This is proportional to the number of support periods in which female clients

9 The number of accompanying child visits is calculated by adding each valid response in the accompanying children age groups for each support period.

presented with children (88%), and significantly greater than the number of support periods for couples with children (9%) or males with children (3%). Child care or kindergarten/school liaison assistance was provided to females with children in almost a quarter of all support periods (22%). The figure was substantially lower for males (10%) and couples (9%) with accompanying children.

Table 8.13: Supported Accommodation Assistance Program: overview of support, by population group, 1999–00

	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients
	Under 18	18 to 24	Total				
<b>Closed support periods</b>							
Length of support period—median (days)	13	6	8	7	4	4	6
Length of support period—90th percentile (days)	135	135	135	115	78	104	107
Proportion needing SAAP/CAP accommodation (%)	67.0	64.0	65.0	68.0	76.0	73.0	68.0
Proportion accommodated (%)	64.0	59.0	61.0	64.0	73.0	70.0	65.0
Length of accommodation—median (days)	8	7	7	7	5	4	6
Length of accommodation—90th percentile (days)	84	98	92	67	50	70	71
Mean number of services requested per support period	6.7	6.1	6.3	7.2	5.9	5.4	6.1
Mean number of services requested and provided per support period	5.7	5.1	5.3	6.0	5.2	4.8	5.2
Proportion of requested services that were provided (%)	84.9	83.8	84.1	84.1	87.9	89.5	85.7
<b>Clients</b>							
Age—median (years)	16	21	19	31	39	61	29
Age—90th percentile (years)	17	24	23	46	54	73	48
Support periods per client—mean	1.7	1.7	1.7	1.6	2.0	1.8	1.7
Proportion of clients with only 1 support period (%)	64.0	65.8	65.2	63.6	55.1	67.2	65.6
Proportion of clients with 4 or more support periods (%)	8.2	7.5	7.8	7.6	14.4	8.3	7.8

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number of records excluded due to omissions is 244.
2. Accommodation statistics are for support periods with accommodation.
3. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection.

Table 8.14: Supported Accommodation Assistance Program: closed support periods with accompanying children, by services provided to children and client group, 1999–00 (per cent)

Support services provided to accompanying children	Couple with child(ren)	Male with child(ren)	Female with child(ren)	Other with child(ren)	Total	Number
Counselling	6.5	10.4	20.3	18.1	18.9	6,000
Child care, kindergarten/school liaison	8.8	9.5	22.3	26.5	20.8	6,600
Access arrangements	0.8	2.1	2.2	5.0	2.1	700
Other	14.0	15.8	22.5	25.6	21.6	6,800
<b>Summary totals</b>						
Total support periods (%)	8.3	2.9	88.4	0.4	100.0	..
Total support periods (number)	2,600	900	28,000	100	..	31,600
Total accompanying child visits (%)	9.2	2.6	87.9	0.3	100.0	..
Total accompanying child visits (number)	6,200	1,700	59,000	200	..	67,100
Mean number of accompanying children per support period with accompanying children	2.3	1.8	2.1	1.7	..	2.1

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number of records excluded due to omissions is 1,234.
2. Figures in this table (excluding those on total accompanying child visits) exclude high-volume records because not all items were included on the high-volume form.
3. 'Accompanying child visits' include support periods at high-volume agencies. These accounted for only a very small proportion of such visits.
4. Accompanying children were able to receive multiple services, so percentages do not total 100.
5. An accompanying child may be counted in more than one support period, so the total number does not equal the actual number of accompanying children assisted.
6. Although each member of a couple has an individual support period, in this table a couple presenting with children contributes only one support period. The table is therefore not directly comparable with other tables showing the number of support periods by client group.
7. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for Australia.

Source: AIHW analysis of SAAP Client Collection.

The 1999–00 SAAP data collection identified 31 distinct types of support services.<sup>10</sup> Of the 852,900 requests for services throughout the year, 11% were for SAAP or CAP accommodation (Table 8.15a). The service most often requested was for other support

10 It also allows agencies to record other types of support not listed on the data collection form. This report presents support service data in eight groupings: SAAP/CAP accommodation; other accommodation services; financial services/assistance; employment/training assistance; counselling; general support/advocacy; specialist services; and other support.

(30%).<sup>11</sup> General support or advocacy (24%) was the second most requested service, more than twice as often as any other service. Counselling was also requested in a substantial number of cases (11% of requests), indicating that people required a great deal of emotional support in crisis situations. The least requested service was for employment or training assistance (1% of requests).

Requests for services may be provided directly by the SAAP agency, referred on, or neither provided nor referred. Services required by clients were provided in 86% (731,600) of requests (Table 8.15b). Across all clients, the requested support services most often provided were other services (95%), general support or advocacy (93%), SAAP or CAP accommodation (91%) and counselling (84%). Specialist services<sup>12</sup> (60%) and employment or training assistance (49%) were the requested services least likely to be provided directly by a SAAP agency.

Overall, more requested services were provided directly to older people than any other group. These included general support and advocacy (95%), counselling (90%), financial assistance (84%), other accommodation services (68%) and specialist services (63%). People on disability pensions requested and were provided with other support (96%) more often than other groups, and SAAP or CAP accommodation was requested and provided most often to people on disability pensions and older people (94% each). Employment and training assistance was requested and provided most often to young people aged under 18 (54%) and least often to people escaping domestic violence (45%). Counselling (78%) and financial assistance (74%) were requested services that were provided least often to young people under 18 years.

Alternatively, if a requested service cannot be provided directly, it may be met through referral. Agencies were able to refer 6% (54,200) of requested services from clients to other appropriate services. Twenty-seven per cent of requests for employment or training assistance and 22% for specialist services were referred on.

Compared with other population groups, people escaping domestic violence were more often referred into employment and training assistance (30%), SAAP or CAP accommodation (9%) and general support and advocacy services (4%). Requests for specialist services (25%) and counselling (8%) were referred on mostly for young people. Requests for financial assistance by people on disability pensions (9%) and older people (9%) were referred on less often than for other groups.

Overall, 8% (67,100) of requests for services by clients were neither provided nor referred to another agency. Most commonly, these requests were for employment and training assistance (24% of unmet services), accommodation services other than SAAP or CAP (22%) and specialist services (18%).

---

11 'Other' support includes meals, laundry or shower facilities, recreation, transport, brokerage services, and other.

12 Specialist services include psychological services, psychiatric services, pregnancy support, family planning support, drug or alcohol support or rehabilitation, physical disability services, intellectual disability services, culturally appropriate support, interpreter services, and health or medical services.

Table 8.15a: Supported Accommodation Assistance Program: closed support periods, by services requested and population group, 1999–00

Broad service type	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients
	Under 18	18 to 24	Total				
<b>Services requested (%)</b>							
SAAP/CAP accommodation	10.0	10.4	10.3	9.5	12.8	13.7	11.2
Other accommodation services	6.7	8.8	8.1	6.6	5.9	5.4	7.2
Financial services/assistance	7.8	9.2	8.7	8.0	7.4	6.7	8.4
Employment/training assistance	2.1	1.6	1.8	0.6	0.4	0.2	1.0
Counselling	11.4	11.0	11.1	18.3	7.6	8.1	11.3
General support/advocacy	25.1	24.4	24.6	23.2	21.9	22.3	23.5
Specialist services	6.1	7.7	7.2	8.4	9.3	8.0	7.7
Other support	30.8	26.9	28.2	25.3	34.7	35.7	29.7
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Services requested (N)</b>							
SAAP/CAP accommodation	11,000	21,500	32,500	27,000	20,100	5,200	95,800
Other accommodation services	7,300	18,200	25,500	18,700	9,200	2,000	61,500
Financial services/assistance	8,600	18,900	27,500	22,700	11,500	2,500	71,900
Employment/training assistance	2,300	3,200	5,600	1,700	600	100	8,400
Counselling	12,600	22,600	35,200	52,000	11,900	3,100	96,000
General support/advocacy	27,700	50,300	78,000	65,900	34,300	8,400	200,600
Specialist services	6,800	15,900	22,700	23,900	14,500	3,000	65,500
Other support	34,000	55,400	89,400	71,700	54,200	13,500	253,200
<b>Total</b>	<b>110,400</b>	<b>206,100</b>	<b>316,500</b>	<b>283,700</b>	<b>156,200</b>	<b>37,900</b>	<b>852,900</b>
<b>% of services requested</b>	<b>12.9</b>	<b>24.2</b>	<b>37.1</b>	<b>33.3</b>	<b>18.3</b>	<b>4.4</b>	<b>—</b>

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions.
2. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection.

For people on disability pensions, the requested services that were most frequently not able to be provided or referred, in comparison with the other population groups, were employment and training assistance (29%) and specialist services (22%). Both young people and people escaping domestic violence requested financial assistance which could not be provided or referred in 12% of cases, relatively more often than other groups. Young people aged 18–24 had the highest level of requested SAAP or CAP accommodation which was unable to be provided or referred (5%).

Table 8.15b: Supported Accommodation Assistance Program: closed support periods, by provision of services requested and population group, 1999–00 (per cent)

Broad service type	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients	Number
	Under 18	18 to 24	Total					
<b>Requested service provided</b>								
SAAP/CAP accommodation	89.6	87.9	88.5	87.8	93.9	93.6	90.8	87,000
Other accommodation services	63.0	62.4	62.6	65.6	64.2	68.1	63.7	39,200
Financial services/assistance	74.1	75.2	74.9	75.5	82.1	83.8	77.3	55,600
Employment/training assistance	54.1	49.5	51.4	45.0	46.0	51.0	48.5	4,100
Counselling	77.9	82.5	80.8	84.2	85.4	89.6	84.0	80,700
General support/advocacy	93.1	93.0	93.0	90.8	94.2	95.1	93.1	186,700
Specialist services	56.9	56.8	56.8	59.3	57.0	62.6	59.5	39,000
Other support	94.2	94.0	94.1	93.0	96.2	95.3	94.5	239,300
<i>Subtotal (N)</i>	<i>93,600</i>	<i>172,600</i>	<i>266,300</i>	<i>238,400</i>	<i>137,300</i>	<i>34,000</i>	—	<i>731,600</i>
<b>Requested service referred on only</b>								
SAAP/CAP accommodation	6.0	7.0	6.7	8.9	2.2	2.7	5.0	4,800
Other accommodation services	15.7	16.4	16.2	14.1	13.2	13.7	14.6	9,000
Financial services/assistance	13.5	13.4	13.4	12.9	9.0	9.0	12.5	9,000
Employment/training assistance	26.4	27.1	26.8	29.7	25.0	22.4	27.3	2,300
Counselling	9.1	7.0	7.7	7.1	4.9	3.8	6.8	6,500
General support/advocacy	1.4	2.2	2.0	3.7	1.6	1.9	2.3	4,600
Specialist services	25.2	25.3	25.2	24.3	21.3	18.1	22.1	14,500
Other support	1.4	1.8	1.6	2.0	1.0	0.9	1.4	3,400
<i>Subtotal (N)</i>	<i>7,300</i>	<i>15,600</i>	<i>22,900</i>	<i>21,900</i>	<i>7,600</i>	<i>1,600</i>	—	<i>54,200</i>
<b>Requested service neither provided nor referred on</b>								
SAAP/CAP accommodation	4.3	5.0	4.8	3.4	3.9	3.6	4.1	4,000
Other accommodation services	21.3	21.2	21.2	20.3	22.6	18.2	21.7	13,300
Financial services/assistance	12.4	11.4	11.7	11.5	8.9	7.2	10.2	7,300
Employment/training assistance	19.5	23.5	21.8	25.3	29.0	26.6	24.2	2,000
Counselling	13.0	10.6	11.4	8.7	9.7	6.5	9.2	8,800
General support/advocacy	5.5	4.8	5.0	5.5	4.2	3.0	4.6	9,200
Specialist services	18.0	17.9	17.9	16.3	21.8	19.3	18.3	12,000
Other support	4.5	4.2	4.3	5.0	2.8	3.8	4.1	10,400
<i>Subtotal (N)</i>	<i>9,465</i>	<i>17,847</i>	<i>27,313</i>	<i>23,403</i>	<i>11,341</i>	<i>2,308</i>	—	<i>67,100</i>
<b>Total services requested (N)</b>	<b>110,400</b>	<b>206,100</b>	<b>316,500</b>	<b>283,700</b>	<b>156,200</b>	<b>37,900</b>	..	<b>852,900</b>

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions.
2. For a particular service type within a population group: %provided + %referred + %neither provided nor referred = 100.
3. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection.

## Outcomes for clients

The circumstances of clients before and after occasions of support were collected in the SAAP National Data Collection for income source, accommodation type and legal processes. The data provide useful indicators of short-term outcomes for SAAP clients. The response rate, however, for data items relating to client circumstances after support is relatively low. Thus, the data in this section have limitations and should be interpreted with caution when attempting to assess SAAP's success, or otherwise, on the basis of client circumstances before and after support.

Table 8.16: Supported Accommodation Assistance Program: closed support periods, by population group and income source before and after support, 1999–00 (per cent)

Income source	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients	Number
	Under 18	18 to 24	Total					
<b>Before support</b>								
No income	38.2	5.6	17.1	7.2	0.4	3.5	9.5	9,400
No income, registered/awaiting benefit	3.0	1.5	2.1	1.0	0.2	0.8	1.4	1,400
Government pension/benefit	53.2	87.1	75.2	79.3	99.1	88.9	81.2	79,900
Wages/salary/own business	4.4	4.2	4.3	7.3	0.2	3.6	5.2	5,100
Other	1.1	1.6	1.4	5.2	0.2	3.2	2.7	2,600
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
<b>Total (N)</b>	<b>13,900</b>	<b>25,600</b>	<b>39,600</b>	<b>35,000</b>	<b>15,300</b>	<b>3,600</b>	—	<b>98,400</b>
<b>After support</b>								
No income	30.5	3.2	13.1	5.0	0.2	2.2	6.9	5,887
No income, registered/awaiting benefit	2.7	1.0	1.6	0.9	0.0	0.5	1.1	951
Government pension/benefit	60.5	88.6	78.4	84.7	99.2	91.8	84.1	72,044
Wages/salary/own business	4.9	5.8	5.4	6.4	0.5	3.2	6.0	5,169
Other	1.3	1.4	1.3	2.9	0.1	2.4	1.9	1,639
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
<b>Total (N)</b>	<b>12,400</b>	<b>22,000</b>	<b>34,400</b>	<b>31,500</b>	<b>13,600</b>	<b>3,200</b>	—	<b>85,700</b>

### Notes

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number excluded due to errors is 1,349 before support and 747 after support. The number excluded due to omissions is 8,790 before support and 21,218 after support.
2. Excludes high-volume records because not all items were included on high-volume form.
3. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: SAAP Client Collection.

## Income

Before receiving support, SAAP clients were recipients of a government pension or benefit in 81% of closed support periods (Table 8.16). In a further 10% of support periods, clients were reported as having no source of income and 5% were in receipt of wages, salary or income from their own business. In another 3% of support periods, clients were reported as having other sources of income, and 1% had no income but were awaiting a pension or benefit.<sup>13</sup>

These proportions had changed slightly by the time support had ended. Afterwards, the proportion of support periods in which clients were on a government pension or benefit had increased to 84%, while the proportion in which clients had no income and were not awaiting a pension or benefit had dropped to 7%.

Some 38% of clients aged under 18 years had no income and were not awaiting a pension or benefit before support and 53% were in receipt of a government pension or benefit. The proportion of support periods in which these clients had no income had dropped to 31% after support. Those accessing a government pension or benefit had increased to 61% upon completion of support.

There were smaller changes in income status in the other groups of interest. The greatest change was in the proportion of support periods for people escaping domestic violence in which clients were on a government payment in 79% of support periods before support and 85% after support. Before support, 4% of older people had no income and 89% received a government pension. After support, the proportion of support periods in which older people had no income dropped to 2% and increased for those in receipt of a government payment to 92%. Income status for people on disability pensions remained relatively unchanged.

## Accommodation

The extent to which clients returned to the same accommodation type varied across population groups (Table 8.17). The most common forms of client accommodation immediately before support were private rental (in 18% of support periods) and SAAP or other emergency housing (18%), followed by living rent-free in a house or flat (14%), and boarding in a private home (14%). Ten per cent of clients were accommodated in public or community housing and 9% were living in a car, tent, park, street or squat prior to support.

After support, there were several noticeable differences in the use of types of accommodation. Overall, the proportion of clients accommodated in public or community housing increased to 16%, and decreased to 3% for clients living in a car, tent, park, street or squat. More specifically, the use of private rental accommodation by young people increased from 13% of support periods before support to 18% after

---

13 'Other' income sources include workcover/compensation, maintenance/child support, spouse/partner's income and any response given as other.

Table 8.17: Supported Accommodation Assistance Program: closed support periods, by population group and type of accommodation before and after support, 1999–00 (per cent)

Accommodation	Young people			People escaping domestic violence	People on disability pensions	Older people	All SAAP clients	Number
	Under 18	18 to 24	Total					
<b>Before support</b>								
SAAP or other emergency housing	25.3	17.5	20.3	16.1	18.6	16.7	17.7	16,900
Living rent free in house/flat	36.4	15.6	23.0	9.7	7.3	6.9	13.8	13,200
Private rental	5.8	16.9	13.0	25.1	15.2	16.7	18.3	17,600
Public or community housing	2.7	8.6	6.5	18.3	9.8	10.6	10.1	9,700
Rooming house/hostel/hotel	2.8	6.6	5.3	4.5	11.7	12.7	7.2	6,900
Boarding in a private home	15.4	19.3	17.9	10.2	10.9	7.3	13.6	13,000
Own home	0.8	0.8	0.8	10.1	2.5	13.0	4.5	4,300
Living in a car/tent/park/street/squat	5.3	8.9	7.6	3.1	14.7	9.3	8.7	8,300
Institutional	3.6	4.1	4.0	1.7	8.2	5.6	4.6	1,400
Other	1.9	1.5	1.6	1.3	1.3	1.2	1.5	4,400
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
<b>Total (N)</b>	<b>13,800</b>	<b>25,100</b>	<b>38,900</b>	<b>33,700</b>	<b>14,300</b>	<b>3,500</b>	<b>—</b>	<b>95,800</b>
<b>After support</b>								
SAAP or other emergency housing	23.1	19.0	20.5	22.7	19.0	17.4	19.1	13,300
Living rent free in house/flat	32.4	11.2	19.0	8.5	5.3	4.9	11.1	7,800
Private rental	11.4	22.1	18.1	22.1	17.2	18.5	21.4	14,900
Public or community housing	4.0	14.0	10.3	20.7	17.2	18.4	15.5	10,800
Rooming house/hostel/hotel	3.9	6.9	5.8	4.3	13.0	11.7	7.5	5,200
Boarding in a private home	16.4	16.5	16.4	10.2	9.2	6.4	11.9	8,300
Own home	1.0	0.6	0.8	7.0	2.0	11.8	3.7	2,500
Living in a car/tent/park/street/squat	1.7	2.6	2.3	0.7	5.8	2.9	2.9	2,000
Institutional	3.2	4.5	4.0	2.0	8.7	6.2	4.6	1,700
Other	3.0	2.5	2.7	1.9	2.6	1.6	2.4	3,200
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
<b>Total (N)</b>	<b>10,300</b>	<b>17,600</b>	<b>27,900</b>	<b>28,000</b>	<b>9,700</b>	<b>2,700</b>	<b>—</b>	<b>69,800</b>

*Notes*

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number excluded due to errors is 912 before support and 180 after support. The number excluded due to omissions is 13,867 before support and 37,714 after support (includes responses of no information).
2. Excludes high-volume records because not all items were included on high-volume form.
3. Support period figures have been weighted to adjust for agency non-participation and client non-consent.
4. Clients may be in none or more than one population group; therefore, the sum of the groups does not equal the total for all SAAP clients.

Source: AIHW analysis of SAAP Client Collection.

support. People escaping domestic violence were living in SAAP or other emergency housing in 16% and their own home in 10% of support periods prior to assistance, compared with 23% and 7% respectively after support.

Public or community housing use rose from 10% of support periods before support to 17% after for people on disability pensions, who also reported living in a car, tent, park, street or squat (15%) prior to support, more often than any other group. After support, their proportion dropped to 6%. The proportion of older people who were in public or community housing increased from 11% before support to 18% after support.

## Legal processes

Legal status before and after support changed marginally for young people (Table 8.18). Overall, 70% were not involved in any legal process before support, compared to 69% after support. Intervention, protection or restraining orders increased from 4% before support to 5% after support.

There were, however, more noticeable changes for people escaping domestic violence. For example, 65% were not involved in any legal processes before support, compared to 56% after support. The existence of an intervention, protection or restraining order increased from 17% before support to 21% after support. Involvement in other legal processes also increased: from 15% to 20%.

Table 8.18: Supported Accommodation Assistance Program: closed support periods, by population group and legal processes before and after support, 1999–00 (per cent)

Legal processes	Young people		Total	People escaping domestic violence
	Under 18	18 to 24		
<b>Before support</b>				
None	67.5	72.0	70.3	64.8
Protection or guardianship order <sup>(a)</sup>	7.4	1.8	3.8	3.1
Intervention/protection or restraining order <sup>(b)</sup>	2.1	5.6	4.3	16.8
Other	23.0	20.7	21.6	15.3
<b>Total (N)</b>	<b>13,000</b>	<b>22,500</b>	<b>35,500</b>	<b>33,600</b>
<b>After support</b>				
None	66.4	70.0	68.6	55.6
Protection or guardianship order <sup>(a)</sup>	7.3	1.8	3.9	3.5
Intervention/protection or restraining order <sup>(b)</sup>	2.2	6.7	4.9	20.9
Other	24.1	21.5	22.5	20.0
<b>Total (N)</b>	<b>11,000</b>	<b>17,600</b>	<b>28,600</b>	<b>29,100</b>

(a) Including wardship or equivalent.

(b) As a result of violence perpetrated against the client.

### Notes

1. The totals of this table do not necessarily match the totals of other tables in this chapter because of questionnaire errors or omissions. The number excluded due to omissions is 23,267 before support and 39,852 after support (includes responses of no information).
2. Excludes high-volume records because not all items were included on high-volume form.
3. Clients were able to be involved in multiple legal services, so percentages do not total 100.

Source: AIHW analysis of SAAP Client Collection.

## Summary of population groups

### Young people

Overall, the proportion of females among young people receiving SAAP services is larger than that of males. The majority of support periods provided to young people aged under 18 were to females presenting alone (50%). Among those aged between 18 and 24, males presenting alone represented 41%. Young people tended to have longer periods of support than other groups. In particular, more than 50% of clients under 18 years had a median support period of 13 days or more compared with the national figure of 6 days (Tables 8.8, 8.10, 8.13).

Generally, young people more often reported relationship or family breakdown and financial difficulty as reasons for seeking assistance. Overall, they most often requested general support and advocacy (74%), other support (67%) and SAAP or CAP accommodation (65%). More specifically, the differences in requests between young people under 18 years and those aged 18–24 were more obvious. Those under 18 requested other support (69%), counselling (50%) and employment and training assistance (14%) more often than those aged 18–24 (66%, 44%, and 10% respectively). Conversely, young people aged 18–24 requested other accommodation services (44%), financial services (42%) and specialist services (32%) more often than those under 18 (37%, 38% and 28% respectively) (Tables 8.11, 8.12).

Compared with other groups, outcomes in relation to income status for young people under 18 years showed the most noticeable change. There was a decrease in the proportion of support periods in which they had no income after support and an increase in receipt of a government payment. Young people showed the greatest increase in private rental accommodation use after support, compared with other groups: from 13% before support to 18% after (Tables 8.16, 8.17).

### People escaping domestic violence

The greatest proportion of people escaping domestic violence was aged between 25 and 44 years. This population group was predominantly female (95%) and most often presented alone with children (55%). Women of Aboriginal and Torres Strait Islander background (21%) were over-represented among people escaping domestic violence (average 14% for all SAAP clients) (Tables 8.7–8.10).

People escaping domestic violence most often gave domestic violence (83%), physical and emotional abuse (58%) and relationship or family breakdown (47%) as the reasons for seeking assistance. These clients requested general support and advocacy (77%), counselling (72%), financial counselling (42%) and specialist services (39%) more often than other groups (national average 74%, 44%, 40% and 32% respectively). They also often requested other support (69%) and SAAP or CAP accommodation (69%) (Tables 8.11, 8.12).

On average, people escaping domestic violence requested the highest number of services within a support period (7.2) and had the greatest number of services requested and provided per support period (6.0) (national average number of 6.1 and 5.2) (Table 8.13).

The greatest increase before and after support for clients accommodated in SAAP or other emergency housing occurred for people escaping domestic violence (from 16% to 23%). This compares, nationally, with 18% before support to 19% after support. The proportion of support periods in which people escaping domestic violence were in receipt of a government payment increased after support (79% before and 85% after). After receiving assistance, intervention, protection or restraining orders had increased for people escaping domestic violence, as did their involvement in other legal processes (Tables 8.16—8.18).

## People on disability pensions

Overall, people on disability pensions accounted for 17% of SAAP clients. This group had by far the highest repeat use of SAAP services but had relatively shorter periods of support, the median length of stay being 4 days compared with the national average of 6 days. There was a larger proportion of males (66%) than females (32%) among people on disability pensions. In particular, 72% of males presented alone, compared with females (20%) (Tables 8.7, 8.8, 8.10, 8.13).

People on disability pensions gave financial difficulty (47%) more often than any other reason for seeking assistance, and they requested other support (82%) and SAAP or CAP accommodation (76%) more often than other groups. Financial support was requested in only 36% of support periods, compared with the national figure of 40%. People on disability pensions reported psychiatric illness and drug and alcohol abuse as reasons for seeking assistance much more often than other groups. They requested specialist services in 36% of support periods and counselling in 33% of support periods the national average for these services was 32% and 44% respectively (Tables 8.11, 8.12).

People on disability pensions reported the biggest change of all client groups for living in a car, tent, park, street or squat from before to after support. However, they still remained in this living situation after support twice as often as other groups (6% compared with the national figure of 3%). Public or community housing use increased more than other forms of accommodation for people on disability pensions (from 10% to 17%). Income status for this population group, however, remained relatively unchanged. The most notable difference was that in less than 1% of support periods clients received an income from wages, salary or their own business before support and 1% after support, compared with the national figure of 5% and 6% respectively (Tables 8.16, 8.17).

## Older people

Fewer females (37%) aged 55 years and over than males (64%) accessed SAAP services. Older people were provided with the shortest periods of accommodation, compared with the other population groups, the median length of stay being 4 days. Relatively short periods of support were also provided for older clients, the same as for people on disability pensions (4 days). On average, older clients requested the least number of services in a support period (5.4) of any population group (national average 6.0), but proportionally had the greatest number of requests met (90%) (Tables 8.8, 8.13).

Older people gave financial difficulty (42%) more often than any other reason for seeking assistance, but requested financial support less than any other group (in 30% of support periods, compared with the national average of 40%). Furthermore, this population group requested other support (77%), SAAP or CAP accommodation (73%) and general support and advocacy (70%) more often than other services (Tables 8.11, 8.12).

The proportion of support periods in which older people had no source of income dropped slightly after support (4% to 2%) and increased for those on a government pension (89% to 92%). Public or community housing use by older people increased from 11% before support to 18% after (Tables 8.16, 8.17).

## References

- ABS (Australian Bureau of Statistics) 1998. Experimental estimates of the Aboriginal and Torres Strait Islander population, June 1991—June 1996. Cat. no. 3230.0. Canberra: ABS.
- ABS (Australian Bureau of Statistics) 2000a. National income, expenditure, and product. December quarter. Cat. no. 5206.0. Canberra: ABS.
- ABS (Australian Bureau of Statistics) 2000b. Australian demographic statistics. Cat. no. 3101.0. Canberra: ABS.
- ABS (Australian Bureau of Statistics) 2001. Demography working paper no. 99/4. Measuring census undercount in Australia and New Zealand [on-line]. [www.abs.gov.au](http://www.abs.gov.au) (accessed 12 September 2001).
- ACOSS (Australian Council of Social Service) 2000. Australians living on the edge [on-line]. [www.acoss.org.au/papers/copies/paper109.htm](http://www.acoss.org.au/papers/copies/paper109.htm) (accessed 29 March 2001).
- AIHW (Australian Institute of Health and Welfare) 1998. SAAP National Data Collection collectors manual. Canberra: AIHW.
- AIHW (Australian Institute of Health and Welfare) 1999. Australia's welfare 1999: services and assistance. Canberra: AGPS.
- AIHW (Australian Institute of Health and Welfare) 2000a. SAAP National Data Collection annual report 1998—99 Australia. Cat. no. HOU 38. Canberra: AIHW (SAAP NDCA report. Series 4).
- AIHW (Australian Institute of Health and Welfare) 2000b. SAAP National Data Collection annual report 1999—00 Australia. Cat. no. HOU 50. Canberra: AIHW (SAAP NDCA report. Series 5).
- AIHW (Australian Institute of Health and Welfare) 2001. Demand for SAAP assistance 1999—00: a report from the SAAP National Data Collection. Cat. no. HOU 60. Canberra: AIHW (SAAP NDCA report. Series 5).
- AIHW: Gibson D, Braun P, Benham C & Mason F 2001. Projections of older immigrants: people from culturally and linguistically diverse backgrounds, 1996—2026, Australia. Cat. no. AGE 18. Canberra: AIHW (Aged Care Series no. 6).

- AIHW: Karmel R 1999. SAAP National Data Collection: adjustment methods for incomplete coverage. Canberra: AIHW.
- CACH (Commonwealth Advisory Committee on Homelessness) 2001. Working towards a national homelessness strategy. Canberra: FaCS.
- Centrelink 2001. A guide to Commonwealth government payments [on-line]. Web site updated 28 May 2001. [www.centrelink.gov.au/internet/internet.nsf/publications/rate.htm](http://www.centrelink.gov.au/internet/internet.nsf/publications/rate.htm) (accessed 12 June 2001).
- Chamberlain C 1999. Counting the homeless: implications for policy development. Cat. no. 2041.0. Canberra: ABS.
- Chamberlain C & MacKenzie D 1992. Understanding contemporary homelessness: issues of definition and meaning. *Australian Journal of Social Issues* 27(4):274—97.
- Chamberlain C & MacKenzie D 1998. Youth homelessness: early intervention and prevention. Sydney: Australian Centre for Equity Through Education.
- Consilium Group 1998. Estimating the number of homeless people in Australia. Canberra: FaCS.
- DRAC (Data and Research Advisory Committee) 2000. Homelessness information in Australia: data and research activities in SAAP III 1994 to 2000. Canberra: FaCS.
- Ecumenical Housing & Thomson Goodall Associates 1999. Appropriate responses for homeless people whose needs require a high level and complexity of service provision. Canberra: FaCS.
- FaCS (Department of Family and Community Services) 1999. Income support customers. A statistical overview. Canberra: FaCS.
- FaCS (Department of Family and Community Services) 2000a. National Homelessness Strategy: a discussion paper. Canberra: FaCS.
- FaCS (Department of Family and Community Services) 2000b. Annual report 1999—00 [on-line]. Web site updated 16 October 2000. [www.facs.gov.au/facs\\_ar2000/part5/a9.htm](http://www.facs.gov.au/facs_ar2000/part5/a9.htm) (accessed 31 October 2000).
- FaCS (Department of Family and Community Services) 2001. Report from a technical forum on the estimation of homelessness [on-line]. Web site updated 15 June 2001. [www.facs.gov.au/internet/facsinternet.nsf/aboutfacs/programs/house-estimating\\_homelessness.htm](http://www.facs.gov.au/internet/facsinternet.nsf/aboutfacs/programs/house-estimating_homelessness.htm) (accessed 22 June 2001).
- NSW DOCS (New South Wales Department of Community Services) 2001. Inner City Homelessness Strategic Implementation Plan [on-line]. Web site updated 31 May 2001. [www.docs.community.nsw.gov.au](http://www.docs.community.nsw.gov.au) (accessed 22 June 2001).
- SCRCSSP (Steering Committee for the Review of Commonwealth/State Service Provision) 2001. Report on Government Services 2001. Canberra: AusInfo.
- Thomson Goodall Associates 1999a. Early intervention in SAAP. Canberra: FaCS.
- Thomson Goodall Associates 1999b. Understanding demand for crisis accommodation: a snapshot analysis of current demand on major crisis accommodation services in inner urban Melbourne. Melbourne: Victorian Department of Human Services.