

7. Connection to essential services

7.1 Definition

Most Indigenous households in Australia live in dwellings that are connected to essential services such as water, sewerage and electricity. However, there are a minority of households on discrete Indigenous communities, that are not connected to these essential services. Lack of connection to essential services has a severe negative impact on health and quality of life.

7.2 Ways to estimate connection to essential services

Connection to essential services can be measured through surveys of households or other informants, or through a direct assessment of individual dwellings. The CHINS, for example, asks a key informant about the number of permanent dwellings in a community that are not connected to services.

7.3 Data sources

The 2001 CHINS collected data on the number of permanent dwellings in communities not connected to water, sewerage or electricity. A limitation with this data is that it is not collected at the dwelling level, only at the community level and can only be reported separately. Therefore, it is not possible to assess the proportion of communities not connected to all three services.

While 'not connected' was defined in CHINS as permanent dwellings in discrete Indigenous communities not connected to any organised supply, the quality of the organised services can vary considerably and is particularly an issue in relation to sewerage. For example, the types of sewerage systems regarded as an 'organised supply' are:

- town system
- community water borne system
- septic tanks
- pit and pan toilets.

An 'organised water supply' includes:

- town supply
- bore water
- rain water tank(s)
- river or reservoir
- well or spring.

An 'organised electricity supply' includes:

- state grid/transmitted supply
- community or domestic generators
- solar or solar hybrid.

The NATSISS asked households a number of questions about the household facilities and whether they were in working order. The questions do not cover water, sewerage and electricity but there are some questions relevant to this measure. These are whether the household has a:

- working bath or shower
- working toilet
- working stove/oven/other cooking facility.

Data on the number of dwellings not connected to water, sewerage and electricity for ICH were collected in the 2003–04 NRF data collection to report on the following indicators: proportion of dwellings not connected to water, sewerage, electricity and proportion of communities not connected to water, sewerage or electricity. The data definitions used were the same as those used in CHINS.

7.4 Estimate of connection of essential services

The proportion of Indigenous households with working sewerage facilities is shown by jurisdiction and by tenure type in tables 7.1 and 7.2 respectively.

Table 7.1: Proportion of Indigenous households living in dwellings that have working sewerage facilities, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Proportion with working sewerage facilities (per cent)	99.5	n.p.	99.1	99.1	99.6	n.p.	n.p.	92.7	98.8
Total no. of households	55,900	12,300	44,200	20,900	9,600	8,200	1,900	12,600	165,700

Note: Numbers are rounded to the nearest hundred.

Source: ABS NATSISS 2002.

- Based on the data from the 2002 NATSISS, 99% of the 165,700 Indigenous households in Australia had working sewerage facilities (Table 7.1).
- The proportion of Indigenous households with working sewerage facilities was above 99% for all jurisdictions except for the Northern Territory, where 93% had working sewerage facilities.

Table 7.2: Number and proportion of Indigenous households living in dwellings that have working sewerage facilities, by tenure type, 2002

	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/mainstream community housing	Private renter	Other	Total
No. of households in dwellings with working sewerage facilities	50,300	37,400	23,800	40,500	11,600	163,700
Total no. of households	50,400	37,700	24,500	40,700	12,200	165,700
Proportion (per cent)^(a)	99.8	99.2	97.1	99.4	95.1	98.8

(a) Number of households living in dwellings with working sewerage facilities expressed as a percentage of the total number of households of the relevant tenure type.

Notes

1. 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Other' includes households renting from relatives, employers, caravan park owners/managers and other landlords not elsewhere classified as well as those living rent-free and those in rent-buy schemes.
2. Numbers are rounded to the nearest hundred.

Source: ABS NATSISS 2002.

- The lowest proportions of Indigenous households that had working sewerage facilities were recorded by the other tenure types category (95%), followed by renters of Indigenous or community housing (97%).

The proportion of Indigenous households with working sewerage facilities also varied by ARIA+ (Table 7.3).

Table 7.3: Proportion of Indigenous households living in dwellings that have working sewerage facilities, by ARIA+, 2002

	Major cities	Inner regional	Outer regional	Remote	Very remote	Total
Proportion with working sewerage facilities (per cent)	99.6	n.p.	99.6	98.0	92.7	98.8
Total no. of households	59,000	37,800	39,700	12,100	17,000	165,700

Note: Numbers are rounded to the nearest hundred.

Source: ABS NATSISS 2002.

- The proportion of Indigenous households with working sewerage facilities ranged from 93% in very remote areas to 99.6% in major cities and outer regional areas.

CHINS data on the number and proportion of dwellings not connected to water, electricity and sewerage are shown in Table 7.4.

Table 7.4: Number and proportion of permanent dwellings on discrete Indigenous communities not connected to a water, electricity or sewerage system, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. of dwellings not connected									
Water	—	—	18	20	7	—	—	102	147
Electricity	—	—	10	30	22	—	—	195	257
Sewerage	—	—	9	31	—	—	—	261	301
Total no. of permanent dwellings on discrete Indigenous communities									
Dwellings	1,325	42	4,030	2,978	1,071	30	—	7,173	16,649
Proportion of dwellings not connected^(a) (per cent)									
Water	—	—	0.4	0.7	0.7	—	—	1.4	0.9
Electricity	—	—	0.2	1.0	2.1	—	—	2.7	1.5
Sewerage	—	—	0.2	1.0	—	—	—	3.6	1.8

(a) Number of permanent dwellings on discrete Indigenous communities not connected to a water, electricity or sewerage system expressed as a percentage of the total number of permanent dwellings on discrete Indigenous communities in the relevant jurisdiction.

Source: CHINS 2001 (ABS 2002a).

- According to the 2001 CHINS, there were 147 or 0.9% of dwellings not connected to water, 257 or 1.5% not connected to electricity and 301 or 1.8% not connected to a sewerage system (Table 7.4).
- In the Northern Territory, 1.4%, 2.7% and 3.6% of permanent Indigenous dwellings were not connected to water, electricity and sewerage facilities respectively.

Data reported from the CHINS and the NATSISS are not strictly comparable as the CHINS only estimates connection to services while in the NATSISS the functionality of service is reported.

The distribution of dwellings in discrete Indigenous communities not connected to essential services by ARIA+ is shown in Table 7.5.

Table 7.5: Number of dwellings in discrete Indigenous communities not connected to water, electricity or sewerage supply, by ARIA+ region, 2001

	Outer regional	Remote	Very remote	Aust
Water	3	43	101	147
Electricity	9	43	205	257
Sewerage	31	4	266	301

Source: ATSISS CHINS 2001.

- All Indigenous dwellings not connected to essential services were located in outer regional, remote and very remote areas, with the highest numbers in very remote areas (Table 7.5). In very remote areas 101 dwellings were not connected to a water supply, 205 were not connected to an electricity supply and 266 were not connected to a sewerage system.

The AIHW data collection for the NRF on Indigenous housing shows a higher number of dwellings not connected to services compared with the CHINS (Table 7.6). For the Northern Territory the NRF data are likely to be an overestimation of the number of dwellings not connected to services, as the definitions used differed from those used in the CHINS.

Table 7.6: Number and proportion of Indigenous Community Housing dwellings not connected to water, sewerage or electricity, by state and territory, 30 June 2004

	NSW	Vic	Qld	WA ^(a)	SA ^(b)	Tas	ACT	NT ^(c)	Aust
No. of dwellings not connected									
Water	n.a.	1	28	190	31	—	—	94	344
Electricity	n.a.	1	54	151	31	—	—	143	380
Sewerage	n.a.	—	73	236	31	3	—	1,275	1,618
Total no. of permanent dwellings									
	4,616	476	6,034	2,490	1,092	128	32	6,064	20,932
Proportion of dwellings not connected (per cent)									
Water	n.a.	0.2	0.5	7.6	2.8	—	—	1.6	1.6
Electricity	n.a.	0.2	0.9	6.1	2.8	—	—	2.4	1.8
Sewerage	n.a.	—	1.2	9.5	2.8	2.3	—	21.0	7.7

(a) Data for Western Australia relate to all Indigenous Community Housing dwellings in the state and not just those managed by funded or registered Indigenous Community Housing Organisations.

(b) Data for South Australia relate to the number of permanent dwellings on communities that are not connected to these services.

(c) Data for the Northern Territory are likely to overestimate the number of dwellings not connected to organised utilities and should not be compared to the other jurisdictions.

Note: These data relate to Indigenous Community Housing dwellings provided by Indigenous housing organisations that are funded or registered with either the state governments or the Australian Government Department of Family and Community Services.

Source: AIHW NRF data collection 2005.

- Across Australia there were 344 ICH permanent dwellings not connected to water, 380 not connected to electricity and 1,618 not connected to sewerage.
- Western Australia (8%) had the highest proportion of dwellings not connected to an organised water supply; however, it should be noted that the state ICH data collection varies across the jurisdictions. Western Australia reports on all ICH in their jurisdiction, whereas New South Wales, Queensland, South Australia, the Australian Capital Territory and the Northern Territory only report on ICH that is managed by ICHOs that are funded or registered with the state government.
- Western Australia (6%) had the highest proportion of dwellings not connected to an organised electricity supply.
- The Northern Territory (21%) had the highest proportion of dwellings not connected to an organised sewerage system.

7.5 Indigenous and non-Indigenous comparison

A comparison between Indigenous and non-Indigenous communities/dwellings connection to essential services is not applicable as this dimension of housing needs mainly applies to Indigenous ICH.

7.6 Data development issues and gaps

This dimension mainly applies to ICH and is currently collected as part of the NRF using the definition used in the CHINS. It is worth considering whether these definitions are the most appropriate to collect these data for the NRF. The main limitation of the CHINS data is that the survey is only carried out every five years, with the next survey scheduled for 2006.

Another limitation of the survey is that data were collected separately for each of the three services so that the number of dwellings not connected to all three types of essential services cannot be reported.

8. Appropriateness of housing

8.1 Definition

Appropriateness can be defined as the ability of a residential dwelling and situation to permit a reasonable quality of life and reasonable access to work, social contacts and services.

8.2 Ways to estimate appropriateness of housing

There is no work currently underway regarding measurement of this dimension of need. The housing adequacy model developed by Statistics New Zealand has a measure called suitability, which is a relatively complex measure that incorporates the concept of appropriateness. In this model, housing suitability relates to the ability of households to access:

- housing which is appropriate to their current needs
- housing which is sufficiently flexible to cater for future requirements and long-term goals
- preferred tenure and dwelling type
- local opportunity (such as employment and education)
- local infrastructure and public amenities (Statistics New Zealand 2003:10).

The New Zealand measure is complex but some simplified elements of this measure could be used to measure appropriateness.

Appropriateness could be measured through asking householders whether they are satisfied with their housing in relation to a number of factors. The National Social Housing Survey is a satisfaction survey for public and community housing tenants, and asks tenants whether they are satisfied with a number of different aspects of their housing including interior and exterior condition of the home, privacy, the design and layout of their home, and security, as well as the location and amenity of their home.

The National Social Housing Survey captures most of the elements in the New Zealand model, including housing that is appropriate to current needs, preferred dwelling type, local opportunity, and local infrastructure and public amenities.

Consideration needs to be given to whether the survey captures the elements of appropriateness that could be used in the multi-measure needs model or whether additional measures are required. In addition, it needs to be considered whether appropriateness measures are required for other tenure types such as home owners and private renters. If so, simpler measures of appropriateness could be developed and collected through the ABS social surveys.

8.3 Data sources

The National Social Housing Survey collects detailed information related to appropriateness. In relation to amenity the 2005 survey asked whether the following features were important to the household and whether their home met their needs in respect of each feature: size of dwelling, modifications for special needs, easy access and entry, car parking, yard space, privacy of home, and safety and security of neighbourhood. In relation to location, tenants were asked whether being located close to the following facilities or services was important and whether their home met their needs in respect to how near it was to this facility or service: being close to shops and banking facilities; public transport; parks and recreational facilities; emergency services, medical services/hospitals; child care facilities; education and training facilities; employment/place of work; community and support services; and family and friends.

The NATSISS has some data related to appropriateness. The data of some relevance are related to questions about moving house over the last 12 months and the main reason for last move. The reasons include wanted a bigger/better home, to be near services and to be near education facilities. These data could be analysed by tenure type and used to demonstrate dissatisfaction with previous housing arrangements. The CHINS has some data related to access to the nearest school and health services in terms of distance.

8.4 Estimate of appropriateness

There are a number of reasons why people move house including being close to other family members and friends, improving job or schooling opportunities, and needing better and more appropriate housing. Therefore a proportion of people who move and the reason for moving can be used as a proxy measure to estimate appropriateness of housing. The number and proportion of Indigenous people who moved in the last 12 months by state or territory are shown in Table 8.1.

Table 8.1: Indigenous persons aged 15 and over by whether moved house, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Total persons moved	27,100	5,800	26,400	13,300	4,600	2,400	900	6,600	87,100
Persons who did not move	56,700	11,600	49,600	26,300	11,200	8,500	1,700	29,600	195,100
Total	83,800	17,400	76,000	39,600	15,800	10,900	2,600	36,200	282,200
	Proportion (per cent)								
Total persons moved	32.3	33.3	34.7	33.6	29.1	22.0	34.6	18.2	30.9
Persons who did not move	67.7	66.3	65.2	66.4	70.9	78.3	67.4	81.7	69.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Note: Numbers are rounded to the nearest hundred. Due to rounding errors, numbers may not add up to totals.

Source: ABS 2002 NATSISS.

- Across Australia, just over 30% of Indigenous persons had moved house in the last 12 months. The proportion of persons who had moved was highest in Queensland (35%) and the Australian Capital Territory (35%), and lowest in the Northern Territory (18%).

The reasons for Indigenous people moving by ARIA+ are shown in Table 8.2.

Table 8.2: Indigenous persons aged 18 and over who moved, by reason for move, by remoteness, 2002

	Major cities	Inner regional	Outer regional	Remote	Very remote	Aust
	Number					
Housing reasons ^(a)	7,800	6,800	6,900	2,500	3,800	27,700
Employment reasons ^(b)	3,400 *	1,500 *	1,300 *	900	1,300 *	8,400
Accessibility reasons ^(c)	300 *	600 *	700	100 *	500 *	2,300
Family reasons ^(d)	8,400	6,000	6,100	2,100	5,000	27,600
Other ^(e)	3,900	2,700	2,300	700	1,300 *	10,800
Total moved	23,700	17,700	17,300	6,300	12,000	77,000
	Proportion (per cent)					
Housing reasons ^(a)	32.9	38.4	39.9	39.7	31.7	36.0
Employment reasons ^(b)	14.3 *	8.5 *	7.5 *	14.3	10.8 *	10.9
Accessibility reasons ^(c)	1.3 *	3.4 *	4.0	1.6 *	4.2 *	3.0
Family reasons ^(d)	35.4	33.9	35.3	33.3	41.7	35.8
Other ^(e)	16.5	15.3	13.3	11.1	10.8 *	14.0
Total	100.0	100.0	100.0	100.0	100.0	100.0

* Relative standard error between 25% and 50%.

(a) 'Housing reasons' includes: wanted bigger/better home, reduce rent/mortgage, notice given by landlord (non-remote only), allocated housing (e.g. public housing), overcrowded.

(b) 'Employment reasons' includes: closer to work (collected in non-remote only), lost job, got job, improve employment prospects (collected in non-remote areas only).

(c) 'Accessibility reasons' includes: to be near services (shops, doctor, sports ground, etc.), to be near education facilities (school, TAFE, university, etc.), to live on/be close to Homelands.

(d) 'Family reasons' includes: moved with family, be close to family/friends, family conflict, be independent, get married/live with partner, breakdown of marriage/relationship, sorry business.

(e) Other reasons include: don't know and not stated.

Note: Numbers are rounded to the nearest hundred.

Source: ABS 2002 NATSISS.

- Housing reasons were the most frequent reasons for moving for Indigenous persons in outer regional (40%), remote (40%) and inner regional areas (38%) (Table 8.2).
- In major cities (35%) and very remote areas (42%), the most common reasons for moving were family reasons.

The reasons for Indigenous people moving by state or territory are shown in Table 8.3.

Table 8.3: Indigenous persons aged 15 and over who moved in the last 12 months, by reason for moving, by state and territory, 2002

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Housing reasons ^(a)	7,600	2,100	9,500	4,800	1,600	1,000	300	2,300	29,200
Family reasons ^(b)	10,900	2,000	10,200	4,700	1,500	800	300	2,900	33,100
Other reasons ^(c)	8,600	1,800	6,800	3,800	1,500	600	200	1,400 *	24,600
Total persons moved	27,100	5,800	26,400	13,300	4,600	2,400	900	6,600	87,100
	Proportion (per cent)								
Housing reasons ^(a)	28.0	36.2	36.0	36.1	34.8	41.7	33.3	34.8	33.5
Family reasons ^(b)	40.2	34.5	38.6	35.3	32.6	33.3	33.3	43.9	38.0
Other reasons ^(c)	31.7	31.0	25.8	28.6	32.6	25.0	22.2	21.2 *	28.2
Total persons moved	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

* Estimates with a relative standard error between 25% and 50% should be used with caution.

(a) 'Housing reasons' includes: wanted bigger/better home, reduce rent/mortgage, notice given by landlord (non-remote only), allocated housing (e.g. public housing), overcrowded.

(b) 'Family reasons' includes: moved with family, be close to family/friends, family conflict, be independent, get married/live with partner, breakdown of marriage/relationship, sorry business.

(c) Includes employment, accessibility and other reasons.

Employment reasons include: closer to work (collected in non-remote only), lost job, got job, improve employment prospects (collected in non-remote areas only).

Accessibility reasons include: to be near services (shops, doctor, sports ground, etc.), to be near education facilities (school, TAFE, university, etc.), to live on/be close to Homelands.

Other reasons include: don't know and not stated.

Note: Numbers are rounded to the nearest hundred. Due to rounding errors the number of people moving for each reason may not equal the total.

Source: ABS 2002 NATSISS.

- Among those who had moved, housing reasons were the most frequent reason given for moving in Tasmania (42%), Western Australia (36%), Victoria (36%) and South Australia (35%) (Table 8.3). This includes people wanting to move to a better or less overcrowded home, people wanting to reduce their rent or mortgage, those given notice by their landlord and those allocated public housing.
- In the Northern Territory (44%), New South Wales (40%) and Queensland (39%), family reasons were the most frequent reasons for moving. Family reasons include people moving with their family, to get married, to be close to family and friends, or to be independent. The move may also be a result of family conflict, a breakdown of a marriage or relationship, or sorry business.

Reasons for Indigenous people moving also varied by tenure type (Table 8.4).

Table 8.4: Reasons for Indigenous persons 15 years or over moving, by tenure type, 2002

Reasons for moving	Owners with/without a mortgage	Renter mainstream public housing/SOMIH		Other renters ^(a)	Total tenures ^(b)
		Number			
Housing reasons ^(c)	4,700	13,000		10,800	29,200
Family reasons ^(d)	3,900	14,800		12,900	33,100
Other reasons ^(e)	5,800	8,200		9,600	24,600
Total moved	14,400	36,000		33,400	87,100
Proportion (per cent)					
Housing reasons ^(c)	32.6	36.1		32.3	33.5
Family reasons ^(d)	27.1	41.1		38.6	38.0
Other reasons ^(e)	40.3	22.8		28.7	28.2
Total moved	100.0	100.0		100.0	100.0

(a) Includes real estate agent, persons not in same dwelling, persons in same dwelling, owner or manager of caravan park, employer, other landlord.

(b) Total includes persons for whom specific information could not be shown.

(c) 'Housing reasons' includes: wanted bigger/better home, reduce rent/mortgage, notice given by landlord (non-remote only), allocated housing (e.g. public housing), overcrowded.

(d) 'Family reasons' includes: moved with family, be close to family/friends, family conflict, be independent, get married/live with partner, breakdown of marriage/relationship, sorry business.

(e) Includes employment, accessibility and other reasons.

Employment reasons include: closer to work (collected in non-remote only), lost job, got job, improve employment prospects (collected in non-remote areas only).

Accessibility reasons include: to be near services (shops, doctor, sports ground, etc.), to be near education facilities (school, TAFE, university, etc.), to live on/be close to Homelands.

Other reasons include: don't know and not stated.

Note: Numbers are rounded to the nearest hundred.

Source: ABS 2002 NATSISS.

- For renters of mainstream public housing/SOMIH (41%) and other renters (39%), family reasons were the most common reasons for moving.

People might move house to be located closer to job opportunities or schooling. Data from the CHINS provide some indication of the distance to the nearest primary or secondary school (Table 8.5).

Table 8.5: Number of communities and reported usual population, by distance to nearest school, 2001

	Primary school		Secondary school			
	Communities	Population	Up to Year 10		Up to Year 12	
			Communities	Population	Communities	Population
Distance to nearest school						
Located within the community	249	77,039	67	34,992	17	5,905
Less than 10 km	227	17,429	160	18,005	128	16,624
10–24 km	191	5,073	125	6,352	75	5,863
25–49 km	184	2,979	150	6,165	77	8,515
50–99 km	195	3,037	164	9,039	98	12,323
100–249 km	125	1,832	233	14,603	277	18,219
250 km or more	31	414	301	18,486	534	40,304
Total communities^(a)	1,216	108,085	1,216	108,085	1,216	108,085

(a) Includes 'distance to nearest school' not stated.

Source: 2001 CHINS (ABS 2002a).

- The distance to the nearest primary school was over 100 km for 156 communities with a combined population of 2,246.
- For 534 communities the closest secondary school (up to Year 10) was over 100 km away. The total population of these communities was 33,089.
- The nearest secondary school (up to Year 12) was over 100 km away for 811 communities, with 534 of these being more than 250 km away. The total population more than 100 km away from the nearest secondary school was 58,523.

The distance to the nearest health facility is shown in Table 8.6.

Table 8.6: Number of communities and reported usual population, by distance to nearest health facility, 2001

	Hospital		Community health centre	
	Communities	Population	Communities	Population
Distance to nearest health facility				
Located within the community	9	15,800	183	59,902
Less than 10 km	118	13,894	98	2,616
10–24 km	76	6,232	200	4,283
25–49 km	68	5,019	207	4,095
50–99 km	102	9,909	225	4,231
100–249 km	298	19,464	135	2,657
250 km or more	543	37,758	39	598
Total communities^(a)	1,216	108,085	1,216^(b)	108,085^(b)

(a) Includes 'distance to nearest health facility' not stated.

(b) Includes communities located within 10 kilometres of a hospital.

Source: 2001 CHINS (ABS 2002a).

- Only 9 communities (less than 1%) had a hospital located within the community.
- There were 841 or 69% of communities, comprising a population of 57,222, located more than 100 km from the nearest hospital.
- The distance to the nearest community health centre was over 100 km for 174 communities, with a total population of 3,255.

8.5 Indigenous and non-Indigenous comparison

Data on this dimension are likely to be collected through the National Social Housing Surveys for public housing and SOMIH. Both are expected to be completed by the end of 2005.

8.6 Data development issues and gaps

There are currently no data sources to collect information on appropriateness. However, the National Social Housing Survey for SOMIH dwellings, carried out in 2005, will allow some estimate of appropriateness.

The main limitation with the National Social Housing Surveys is that they only cover public housing, community housing and SOMIH tenants. In the future they may cover ICH tenants. Other sources of data will be required if a measure of appropriateness for other tenure types is needed. Incorporating some measures of appropriateness in future NATSISS, carried out every six years, would allow some estimation of appropriateness across all housing tenures.

While this dimension is not required for resource allocation, it is important in the delivery of better housing services to Indigenous people.

9. Security of tenure

9.1 Definition

Security of tenure refers to the degree to which occupants have the right to continue tenure in that dwelling. There are two main components to security of tenure – the length of leases and whether tenants moved voluntarily or not. While the length of stay in a dwelling does not directly measure security of tenure, continuity of tenure can reflect a tenant’s level of security. This measure is related to the previous measure, appropriateness of housing, since inappropriate housing may force occupants to move to more appropriate accommodation.

Statistics New Zealand has a simple model for security of tenure based on tenure type. Under this model, owning a home without a mortgage is considered to be the most secure form of tenure and chronic homelessness the least secure (Table 9.1).

Table 9.1: Statistics New Zealand model of tenure security

1. Dwelling owned without a mortgage
2. Dwelling owned with a mortgage
3. Dwelling provided rent-free
4. Dwelling rented (state)
5. Dwelling rented (private)
6. Transitionally and episodically homeless
7. Chronically homeless

People living in social housing would not be regarded as being in need according to this measure as they have relatively secure tenure. That would leave the bottom three tenure types as being in need in relation to security of tenure – private renters and the two groups of homeless (AIHW 2003). As those who are homeless are captured by the homelessness dimension of need, the focus of this measure is on private renters and those living in caravan parks, which could be included in the homeless category.

9.2 Ways to estimate security of tenure

To capture data on private renters, information on measures such as length of leases, number of dwellings lived in over a specified time and reasons for moving can be used. These could be collected through surveys such as the Australian Housing Survey and the NATSISS, from the Census or through administrative data for those in social housing. Information on those living in caravan parks can be collected from the Census.

9.3 Data sources

The 1999 Australian Housing Survey provided relevant data, which could be used to measure security of tenure for renters. These data included type of lease, whether tenants

had indefinite tenure, whether tenants were satisfied with their security of tenure, and length of time in current dwelling. All persons in the survey were also asked whether they had moved in the last eight years, how many times they had moved in the last five years, reason for move and length of time lived in current dwelling.

The NATSISS provides the most recent survey data that could be used to measure security of tenure for Indigenous people. It has data on tenure type, landlord type and two questions about mobility – number of dwellings lived in the last 12 months and main reason for last move (including housing reasons such as notice given by landlord). Private renters who moved frequently and involuntarily could be identified from this survey.

The Census provides information on mobility by looking at those in the private rental market who moved one year and five years ago. Information on those living in caravan parks can also be collected from the Census.

The first component of this measure, the length of leases, could be collected through administrative data. As social housing is a relatively secure form of tenure these data may not be very useful in relation to the needs model. The community housing survey, for example, found that 44% of respondents said that security of tenure was the reason that they moved to community housing.

9.4 Estimate of security of tenure

Security of tenure is a major problem for homeless people. In 2001, the number of homeless people was estimated to range from 7,526 to 10,471 (Chapter 3). Another group of people for whom security of tenure can also be an issue are those living in caravan parks (Table 9.2).

Table 9.2: Number of Indigenous people living in a caravan^(a), 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. Indigenous people living in caravan	554	141	796	177	59	13	10	37	1,787
Total Indigenous population	124,773	25,949	116,967	62,149	24,028	16,376	3,647	54,170	428,059
Proportion (per cent) ^(b)	0.4	0.5	0.7	0.3	0.2	0.1	0.3	0.1	0.4

(a) Data relate to marginal residents of caravan parks only. This includes people who were renting a caravan, had no other usual address, and no-one living in the caravan had full-time employment.

(b) Number of Indigenous people living in a caravan expressed as a percentage of the total Indigenous population in the relevant jurisdiction.

Sources: Chamberlain & MacKenzie 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h.

- The number of Indigenous people living in a caravan was small, 1,787 or 0.4% of the Indigenous population in Australia. Most of these were in Queensland (796) or New South Wales (554).
- If the number of those living in caravan parks is included in the estimate of homelessness, the total number of people with no security of tenure would range from 9,313 to 12,258.

Households in the private rental market also generally have less security of tenure than other tenure types. NATSISS data is presented in Chapter 8 on the reasons for Indigenous people moving in the last 12 months. People given notice by their landlord are included in housing reasons but it is not possible to separate out this group.

Table 9.3 compares the security of tenure in private landlord and state housing authority households.

Table 9.3: Proportion of renter households with various characteristics, by landlord type, 1999 (per cent)

	Private landlord	State housing authority
Had a fixed-term lease	47.6	5.9
Had a month-by-month lease	25.1	6.6
Had indefinite tenure	22.5	82.6
Satisfied with security of tenure	86.0	94.4
Satisfied with service provided by landlord	76.0	72.0
Change to household composition in previous year	33.6	14.5
Had lived in current dwelling for less than 1 year	47.7	15.9
Had lived in current dwelling for 5 years or more	12.4	51.7
Tenure of previous dwelling same as current dwelling	59.4	35.8

Source: ABS Australian Housing Survey 1999.

- Renters from a state housing authority had the most security of tenure, with 83% having indefinite tenure, compared to 23% of renters from a private landlord.
- The majority of renters were satisfied with their security of tenure (86% private landlord and 94% state housing authority).
- Whereas 52% of renters from state housing authorities had lived in their current dwelling for five years or more, only 12% of private renters had lived in their dwelling for that period of time.

The NATSISS collected information on the number of dwellings Indigenous people have lived in over the past 12 months. This data is presented by tenure type in Table 9.4.

Table 9.4: Number and proportion of Indigenous persons^(a) having lived in one, two, three or more dwellings over last 12 months, by tenure type, 2002

	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent-free/ other	Total
Number						
One dwelling	53,800	37,700	45,700	25,100	12,000	174,400
Two dwellings	10,100	11,000	11,500	19,800	4,100	56,500
Three or more dwellings	2,800	4,500	3,600	7,600	2,000 *	20,500
Total	66,700	53,200	60,800	52,500	18,100	251,400
Proportion (per cent)						
One dwelling	80.7	70.9	75.2	47.8	66.3	69.4
Two dwellings	15.1	20.7	18.9	37.7	22.7	22.5
Three or more dwellings	4.2	8.5	5.9	14.5	11.0 *	8.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

* Relative standard error between 25% and 50%. Estimate should be used with caution.

(a) Persons aged 18 and over.

Note: 'Renter mainstream public housing/SOMIH' includes households in public housing and SOMIH. 'Renter Indigenous/mainstream community housing' includes households in mainstream and Indigenous Community Housing. 'Rent-free/other' includes households renting from relatives, employers, caravan park owners/managers and other landlords not elsewhere classified as well as those living rent-free and those in rent-buy schemes.

Source: ABS 2002 NATSISS.

- Private renters were most likely to have moved (52%), with 38% having lived in two dwellings and 15% having lived in three dwellings or more in the previous 12 months. Some of this mobility may be an outcome of lack of security of tenure.
- Home owner/purchasers were least likely to have lived in two or more dwellings in the last 12 months (19%), followed by renters of Indigenous/mainstream community housing (25%).

Whether households have moved in the last one or five years, gives some indication of the security of tenure. This is shown for Indigenous private rental households and for Indigenous people living in private rental accommodation in Tables 9.5 and 9.6.

Table 9.5: Number and proportion of Indigenous private rental households living at a different address^(a), by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(b)
No. of households									
Living at different address from last year	6,103	1,367	6,160	1,658	861	798	219	577	17,746
Living at different address from 5 years ago	10,845	2,489	10,667	2,769	1,441	1,363	383	890	30,855
Total private rental households^(c)	14,135	3,296	13,643	3,481	1,787	1,704	458	1,087	39,604
Proportion of private rental households (per cent)									
Living at different address from last year	43.2	41.5	45.2	47.6	48.2	46.8	47.8	53.1	44.8
Living at different address from 5 years ago	76.7	75.5	78.2	79.5	80.6	80.0	83.6	81.9	77.9

(a) Households are considered to be at a different address if all residents changed address.

(b) Includes other territories.

(c) Includes households for which address one or five years ago was not stated or not applicable.

Source: ABS Census 2001.

- Across Australia, 17,746 (45%) Indigenous private rental households were living at a different address from one year ago and 30,855 (78%) were living at a different address from five years ago.
- Households in the Northern Territory were most likely to be living at a different address from last year, (53%), whereas households in the Australian Capital Territory were most likely to be living at a different address to five years ago (84%).

Table 9.6: Number and proportion of Indigenous private renters living at a different address, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
No. of people									
Living at different address from last year	13,051	2,563	14,453	4,130	1,720	1,619	420	1,406	39,362
Living at different address from 5 years ago	19,515	3,923	20,927	5,620	2,378	2,360	638	1,845	57,206
Total private renters^(a)	29,655	5,840	30,880	8,119	3,463	3,442	858	2,485	84,742
Proportion of private renters (per cent)									
Living at different address from last year	44.0	43.9	46.8	50.9	49.7	47.0	49.0	56.6	46.4
Living at different address from 5 years ago	65.8	67.2	67.8	69.2	68.7	68.6	74.4	74.2	67.5

(a) Includes persons for whom address one or five years ago was not stated or not applicable.

Source: ABS Census 2001.

- Of the 84,742 Indigenous private renters across Australia, 39,362 (46%) were living at a different address from one year ago and 57,206 (68%) were living at a different address from five years ago.
- The highest proportion of people who were living at a different address from one year ago was in the Northern territory (57%), followed by Western Australia (51%) and South Australia (50%).
- In the Australian Capital Territory and the Northern Territory, 74% of Indigenous people were living at a different address from five years ago.

9.5 Indigenous and non-Indigenous comparison

The length of time Indigenous households stayed in current dwellings, by tenure type compared to the total Australian population, is shown in tables 9.7 and 9.8 respectively.

Table 9.7: Proportion of Indigenous households, housing history of reference person, by tenure type, 1999 (per cent)

	Owners without mortgage	Owners with mortgage	Public renter ^(a)	Private renter	Total ^(b)
Years in current dwelling					
One or less	24.0 *	35.6	49.2	68.8	52.5
Two	18.3 **	13.5 *	9.5 *	12.0 *	12.1
Three	10.5 **	8.8 *	7.7 *	6.8 *	8.7
Four or more	47.2 *	42.0	33.6	12.4 *	26.6
Total	100.0 *	100.0	100.0	100.0	100.0
No. of times moved in the last 5 years					
None	45.5 *	33.0	23.2	10.7 *	20.6
Once	34.4 *	31.7	19.2 *	10.1 *	21.2
Twice	7.9 **	15.3 *	17.4 *	14.6 *	14.4
Three or more	8.7 **	16.0 *	38.5	60.9	40.7
Total^(c)	100.0 *	100.0	100.0	100.0	100.0
Estimated no. of households	5,300 *	30,500	26,700	38,800	115,300

* Estimate has a relative standard error of 25% to 50%. These numbers should be used with caution.

** Estimate has a relative standard error greater than 50%. These numbers are too unreliable for general use.

(a) Includes Renter mainstream public housing/SOMIH and Renter Indigenous/community housing.

(b) Includes rent-free and other tenure types.

(c) Includes number of times not known.

Source: Australian Housing Survey 1999.

Table 9.8: Proportion of all households^(a), housing history of reference person, by tenure type, 1999 (per cent)

	Owners without mortgage	Owners with mortgage	Renter mainstream public housing/SOMIH	Private renter	Total ^(b)
Years in current dwelling					
One or less	24.9	30.3	38.6	67.8	42.7
Two	11.1	14.7	12.9	12.2	13.0
Three	10.3	11.5	10.5	6.6	9.5
Four or more	53.7	43.4	38.0	13.3	34.8
Total	100.0	100.0	100.0	100.0	100.0
No. of times moved in the last 5 years					
None	44.1	33.5	29.1	8.7	26.7
Once	35.6	31.0	26.2	22.4	28.9
Twice	9.6	13.3	14.1	16.7	13.7
Three or more	9.1	20.3	28.9	49.4	28.7
Total^(c)	100.0	100.0	100.0	100.0	100.0

(a) Households that have lived in current dwelling less than nine years as indicated by reference person's length of time in current dwelling.

(b) Includes rent-free and other tenure types.

(c) Includes number of times not known.

Source: Australian Housing Survey 1999.

- Indigenous Australians (53%) were more likely than all Australians (43%) to have lived in their current dwelling for one year or less. While 35% of all Australians had lived in their current dwelling for four or more years, only 27% of Indigenous people had lived in their current dwelling for a period this long.
- Indigenous Australians (41%) were more likely to have moved three or more times in the last five years than all Australians (29%).

Table 9.9 compares the number of Indigenous and non-Indigenous private rental households who were living at a different address from 12 months ago. This is the group most affected by security of tenure.

Table 9.9: Number and proportion of private rental households living at a different address from 12 months ago^(a), by Indigenous status, by state and territory, 2001

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(b)
Number									
Indigenous									
Living at different address from last year	6,103	1,367	6,160	1,658	861	798	219	577	17,746
Total private rental households^(c)	14,135	3,296	13,643	3,481	1,787	1,704	458	1,087	39,604
Total households^(c)	48,311	11,536	39,473	17,276	8,595	7,238	1,591	10,644	144,731
Non-Indigenous									
Living at different address from last year	177,591	112,383	127,766	51,456	33,085	11,429	8,749	4,825	527,303
Total private rental households^(c)	463,130	294,637	294,710	117,406	83,774	26,804	19,367	9,593	1,309,480
Total households^(c)	2,153,280	1,628,931	1,218,726	634,607	550,511	165,437	108,002	43,968	6,504,135
Proportion of private rental households living at different address from last year (per cent)									
Indigenous	43.2	41.5	45.2	47.6	48.2	46.8	47.8	53.1	44.8
Non-Indigenous	38.3	38.1	43.4	43.8	39.5	42.6	45.2	50.3	40.3
Proportion of total households living at different address from last year (per cent)									
Indigenous	12.6	11.8	15.6	9.6	10.0	11.0	13.8	5.4	12.3
Non-Indigenous	8.2	6.9	10.5	8.1	6.0	6.9	8.1	11.0	8.1

(a) Households are considered to be at a different address if all residents changed address.

(b) Includes other territories.

(c) Includes households for which address one year ago was not stated or not applicable.

Source: ABS Census 2001.

- The proportion of Indigenous private rental households who were living at a different address from one year ago was higher (45%) than for non-Indigenous private rental households (40%). This trend was apparent in each of the jurisdictions.
- When the number of private rental households who were living at a different address from one year ago was expressed as a proportion of the total number of households, a higher proportion of Indigenous households had moved (12%), compared with non-Indigenous households (8%).

9.6 Data development issues and gaps

The NATSISS, Australian Housing Survey and Census data can be used to assess security of tenure, especially for those in the private rental market. The Census can also be used to count the number of people living in caravan parks. The information collected on security of tenure, particularly for those in the private rental market, can inform policy and programs for the delivery of better housing services to Indigenous people.

10. Emerging needs

10.1 Definition

This is not a dimension of current need. It is a measure of the extent of future housing need in the various dimensions already discussed: homelessness, overcrowding, affordability need, dwelling conditions and connection to services. In addition, the implications of security of tenure and the appropriateness of dwellings to emerging housing needs of Indigenous people need to be considered.

10.2 Ways to estimate emerging needs

For the first three of the above-mentioned five measures, homelessness, overcrowding and affordability, the rate of growth in the number of households based on the growth in the total population is central to any assessment of future housing needs. For the remaining two measures, dwelling conditions and connection to essential services, the life cycle of existing housing stock is important to assess.

The extent of future need will be influenced by current policies and programs but is likely to be affected by the different assumptions regarding expected changes to current dimensions of housing needs.

10.3 Data sources

ABS Census data

ABS Indigenous population projections are the main data source for estimating population growth. The projections are for persons by age group and sex. Projections of the number of Indigenous households by different geographic categories would help in the estimation of emerging need for the affordability and overcrowding measures. An estimate of the growth in new housing stock and the life cycle of existing and new dwellings would help in estimating the measures related to dwelling conditions.

10.4 Estimate of population growth

Table 10.1 shows the projected numbers of the Indigenous and non-Indigenous populations up to 2009 based on the 2001 Census estimates.

Table 10.1: Estimated population numbers by state and territory, by Indigenous status, 2001–2009

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(a)
Indigenous									
2001	134,888	27,846	125,910	65,931	25,544	17,384	3,909	56,875	458,520
2002	137,061	28,435	128,606	67,162	26,046	17,614	4,008	57,758	466,925
2003	139,280	29,050	131,302	68,403	26,551	17,848	4,107	58,634	475,412
2004	141,533	29,683	134,013	69,665	27,060	18,087	4,204	59,508	483,992
2005	143,824	30,329	136,754	70,945	27,578	18,333	4,300	60,373	492,677
2006	146,159	30,988	139,527	72,243	28,105	18,586	4,396	61,232	501,479
2007	148,542	31,660	142,333	73,563	28,641	18,846	4,490	62,085	510,405
2008	150,971	32,345	145,174	74,903	29,185	19,115	4,586	62,932	519,459
2009	153,454	33,045	148,055	76,264	29,736	19,387	4,680	63,775	528,645
Non-Indigenous									
2001	6,440,329	4,776,880	3,503,036	1,835,228	1,486,184	454,411	315,408	140,893	18,954,720
2002	6,503,294	4,844,103	3,578,569	1,860,160	1,494,196	455,111	317,811	140,255	19,195,856
2003	6,563,543	4,906,083	3,658,872	1,886,648	1,501,103	456,439	320,621	140,108	19,435,794
2004	6,627,521	4,962,857	3,735,378	1,914,491	1,507,161	457,164	323,364	140,867	19,671,199
2005	6,694,526	5,013,840	3,806,444	1,943,480	1,512,801	457,774	326,028	142,557	19,899,864
2006	6,759,779	5,063,683	3,877,476	1,971,999	1,518,101	458,277	328,624	144,213	20,124,583
2007	6,824,439	5,112,960	3,948,280	2,000,348	1,523,147	458,669	331,173	145,856	20,347,320
2008	6,888,493	5,161,675	4,018,846	2,028,536	1,527,950	458,953	333,671	147,485	20,568,073
2009	6,951,941	5,209,849	4,089,164	2,056,555	1,532,521	459,139	336,123	149,100	20,786,874

(a) Includes other territories.

Sources: Experimental estimates and projections, Aboriginal and Torres Strait Islander Australians (ABS 2004); Australian Demographic Statistics Catalogue (ABS); Population Projections 2002 to 2101 (ABS 2003b).

The growth of the Indigenous population between 2001 and 2009 by jurisdiction is shown in Table 10.2.

Table 10.2: Estimated percentage change^(a) in population numbers by state and territory, by Indigenous status, 2001–2009 (per cent)

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust ^(b)
Indigenous	13.8	18.7	17.6	15.7	16.4	11.5	19.7	12.1	15.3
Non-Indigenous	7.9	9.1	16.7	12.1	3.1	1.0	6.6	5.8	9.7

(a) Percentage change was calculated as the population in 2009 minus the population in 2001 as a proportion of the population in 2001.

(b) Includes other territories.

Sources: Experimental estimates and projections, Aboriginal and Torres Strait Islander Australians (ABS 2004); Australian Demographic Statistics Catalogue (ABS); Population Projections 2002 to 2101 (ABS 2003b).

- It is estimated that the Indigenous population will increase in all the states and territories. The absolute rise in population numbers is expected to be highest for Queensland (22,145), followed by New South Wales (18,566).
- It is predicted that the percentage increase in the Indigenous population from 2001 to 2009 will be greatest in the Australian Capital Territory (20%), followed by Victoria (19%).
- In all jurisdictions, the Indigenous population is expected to rise by a higher percentage than the non-Indigenous population.

The Indigenous population is a growing population. The high fertility rate and the young age profile of the current and projected Indigenous population indicates a high growth rate, which means that the current demand on housing is likely to increase in the future.

Table 10.3: Indigenous population, by ATSI region, 2001

ATSI Region	Indigenous population	Indigenous people in the region as a per cent of the total Indigenous population^(a)	Total population	Indigenous people in the region as a per cent of the total population^(b)
Queanbeyan	10,951	2.7	600,321	1.8
Bourke	7,298	1.8	51,969	14.0
Coffs Harbour	32,122	7.8	1,295,520	2.5
Sydney	37,557	9.2	3,921,836	1.0
Tamworth	12,690	3.1	195,170	6.5
Wagga Wagga	20,966	5.1	514,274	4.1
Wangaratta	11,890	2.9	2,666,184	0.4
Ballarat	12,689	3.1	1,959,542	0.6
Brisbane	34,809	8.5	2,293,492	1.5
Cairns	16,515	4.0	181,138	9.1
Mount Isa	7,147	1.7	30,390	23.5
Cooktown	6,224	1.5	12,432	50.1
Rockhampton	12,679	3.1	362,463	3.5
Roma	10,568	2.6	284,580	3.7
Torres Strait Area	6,214	1.5	8,093	76.8
Townsville	16,248	4.0	309,352	5.3
Perth	20,506	5.0	1,394,398	1.5
Broome	4,024	1.0	12,301	32.7
Kununurra	4,597	1.1	9,831	46.8
Warburton	2,760	0.7	7,229	38.2
Narrogin	6,960	1.7	237,679	2.9
South Headland	4,662	1.1	32,792	14.2
Derby	4,618	1.1	8,208	56.3
Kalgoorlie	3,317	0.8	48,088	6.9
Geraldton	5,516	1.3	54,310	10.2
Adelaide	14,520	3.5	1,344,149	1.1
Ceduna	1,890	0.5	332,720	5.8
Port Augusta	6,280	1.5	77,877	8.1
Hobart	15,609	3.8	454,347	3.4

(continued)

Table 10.3 (continued): Indigenous population, by ATSI region, 2001

ATSI Region	Indigenous population	Indigenous people in the region as a per cent of the total Indigenous population^(a)	Total population	Indigenous people in the region as a per cent of the total population^(b)
Alice Springs	4,673	1.1	25,482	18.3
Jabiru	8,583	2.1	11,401	75.3
Katherine	7,791	1.9	16,260	47.9
Apatula	7,975	1.9	10,621	75.1
Nhulunbuy	7,925	1.9	12,739	62.2
Tennant Creek	3,186	0.8	5,445	58.5
Darwin	9,691	2.4	101,163	9.6
Usual residence inadequately described	8,087	2.0	180,941	4.5
Australia^(c)	410,003	100.0	18,769,249	2.2

(a) The Indigenous population in each ATSI region expressed as a percentage of the total Indigenous population.

(b) The Indigenous population in each ATSI region expressed as a percentage of the total population in the relevant ATSI region.

(c) Includes Cocos (Keeling) Islands and Christmas Island.

Source: ABS Census 2001 (ABS 2002b).

- The distribution of the Indigenous population varied across ATSI regions. The highest proportion of the total Indigenous population lived in Sydney (9%), followed by Brisbane (9%), Coffs Harbour (8%), Wagga Wagga (5%) and Perth (5%).
- Within ATSI regions the proportion of the population who were Indigenous was highest in the Torres Strait Area (77%), followed by Jabiru (75%), Apatula (75%), Nhulunbuy (62%), Tennant Creek (59%), Derby (56%), Cooktown (50%), Katherine (48%), Kununurra (47%), Warburton (38%) and Broome (33%).

10.5 Data development issues and gaps

The population projections could be used to estimate the number of dwellings required in the future, by using trends in the change in household size over time, for Indigenous and non-Indigenous people in each jurisdiction and by remoteness categories. In Census data, the number of households is equal to the number of occupied dwellings, since one Census form is completed by each household from which dwelling information is obtained. Based on Census data, the average Australian household size has decreased from 2.632 in 1997 to 2.589 in 2001 (ABS 2005). If this trend continues, the demand for housing would be expected to increase in the future.

11. Summary and conclusions

11.1 Data sources and issues

The purpose of this report has been to assess, using a multi-measure needs model:

- the extent of Indigenous housing needs using administrative data
- the feasibility of including another three dimensions in the needs model.

Resource allocation at the state and regional level has been decided using a multi-measure needs model, based on a number of dimensions. This technique has also been used for regional planning and program delivery, as well as for tracking changes in housing needs. The measures that jurisdictions select depend on their particular circumstances of housing need. The object of the approach is to combine a number of dimensions of housing need into a single measure. This single measure is then used to allocate resources.

However, using a multi-measure model to decide on resource allocation is not straightforward. One serious obstacle is that the different dimensions of need use different 'units' of measurement. For example, homelessness is derived from counts of people; overcrowding and affordability from counts of households; and dwelling condition and connection to services from counts of dwellings. These are then converted to a single measure in order to assess the extent of need across all dimensions.

For example, the Northern Territory uses 'bedroom need' as the single measure, based on measures of overcrowding, homelessness and stock condition. Overcrowding and homelessness count the number of additional bedrooms needed (against a standard of 1.8 persons per bedroom) and the number of temporary or improvised bedrooms that need to be replaced. Stock condition counts the number of existing bedrooms that need to be replaced or repaired due to poor condition.

Neutze, Sanders & Jones (2000) used three dimensions of housing need (homelessness, overcrowding and affordability). They concluded that the only way to make the needs measures comparable was to express all three component measures of need in terms of the cost required to overcome the housing needs (Neutze, Sanders & Jones 2000:8). The costs included annual costs for the affordability dimension and annualised capital costs for the homelessness and overcrowding dimension.

Another problem is that the component measures of need are not independent of each other. For example, it is likely that a high proportion of *dwellings* that need major repair or replacement are lived in by *households* that are overcrowded. Such a lack of independence in the data makes it difficult to arrive at a composite estimate of need that can be readily interpreted. The NATSISS and CHINS surveys show that overcrowding and poor dwelling condition are highest in ICH. ICH is the housing sector with the highest proportion of dwellings in need of repair or replacement and the highest proportion of households that are overcrowded.

The approach here has been to investigate each dimension of need separately by housing tenure rather than to restrict the analysis to the social housing programs only. This allows a more comprehensive picture of need to emerge. Comparisons between Indigenous and non-

Indigenous Australians have been included so that the extent of disparity in housing outcomes can be judged.

Table 11.1 summarises the data sources by housing tenure for each dimension of need. It also shows the frequency of each data collection. Administrative data on the first five endorsed dimensions come from different data collections. These include: the CSHA for public and community housing and SOMIH; the NRF for Indigenous Community Housing; and the CRA data from Centrelink, which administers the income support payments.

Of the five endorsed dimensions – homelessness, overcrowding, affordability, dwelling condition and connection to essential services – four could be drawn from administrative data sources for the social housing programs. The estimation of homelessness relies on both administrative data (SAAP) and the Census. Data for some of the dimensions of need across all tenure types are also available from the Census and/or the NATSISS, which are conducted every five and six years respectively.

Table 11.1: Sources of data for each dimension of need, by housing tenure types

Dimension	Home owner/ purchasers	Private renters	Public renters	SOMIH	ICH	Frequency
1. Homelessness	..	..	..	..	..	Census 5-yearly SAAP annual
2. Overcrowding	Census NATSISS	Census NATSISS	Census ^(a) NATSISS ^(a) CSHA admin.	Census ^(a) NATSISS ^(a) CSHA admin.	Census ^(b) NATSISS ^(b) NRF admin.*	Census 5-yearly NATSISS 6-yearly Admin. annual
3. Affordability	Census NATSISS	Census NATSISS CRA admin.	Census ^(a) NATSISS ^(a) CSHA admin.	Census ^(a) NATSISS ^(a) CSHA admin.	NATSISS ^(b) NRF admin.*	Census 5-yearly NATSISS 6-yearly Admin. annual
4. Repairs or replacement	NATSISS	NATSISS	NATSISS ^(a) CSHA admin.*	NATSISS ^(a) NRF admin.*	CHINS NRF admin.* NATSISS ^(b)	CHINS 5-yearly Admin. annual NATSISS 6-yearly
5. Connection to services	..	..	..	..	CHINS NRF admin.	CHINS 5-yearly Admin. annual
6. <i>Appropriateness</i> ^(c)	..	..	<i>NSHS</i>	<i>NSHS</i>	<i>NSHS</i>	<i>NSHS 2-yearly</i>
7. <i>Security of tenure</i> ^(d)	..	<i>NATSISS</i>	..	..	..	<i>NATSISS 6-yearly</i>

* Data require further development.

(a) Renters of public housing and SOMIH are not identified separately in the Census or NATSISS.

(b) Renters of Indigenous and mainstream community housing are not identified separately in the Census or NATSISS.

(c) Mainly refers to social housing tenants.

(d) Mainly refers to private renters.

Notes

1. Dark grey shaded areas are indicative of tenure types where the dimension of need is most problematic.

2. Italics is used for dimensions of need that are not to be used for resource allocation.

Homelessness

Estimation of the number of homeless people requires data from the SAAP collection (available annually) and Census data (available every five years) to be combined. While not all homeless people access SAAP services, the SAAP data is a useful collection to understand the pathway to homelessness, those at risk of homelessness and unmet needs among homeless people. But Census data must be used to fully measure homelessness.

Overcrowding

Administrative data on overcrowding are currently collected for public housing and SOMIH but only a few jurisdictions can provide this for the ICH sector. In view of the extent of overcrowding in the ICH sector, this is a priority area for data development to support the NRF. Information on overcrowding in privately rented accommodation can be obtained only from the Census and special surveys.

Affordability

Administrative data on affordability are currently collected for public housing and SOMIH housing, but not for the ICH sector, where affordability is not a major problem. The CRA component of the FaCS Housing Data Set provides administrative data for those in the private rental market where affordability is a major problem.

Dwelling conditions

Currently there is no national administrative data on dwelling condition for any of the social housing programs, as national definitions are yet to be developed. This is currently being progressed jointly with the National Housing Agreement Data Management and NIHIIC through the National Data Development Committee. There is also a need for alignment between the national definitions relating to dwelling condition (under development) and information currently collected on structural problems of dwellings through the NATSISS. The administrative data will not include the condition of privately owned or rented dwellings, which will only be available from special purpose surveys such as the NATSISS.

Connection to services

This measure is only applicable to ICH. Information on connection to services is currently collected – based on definitions adapted from the CHINS – as part of the NRF administrative data collection. These definitions need to be refined because they currently overestimate the level of connection to services.

Appropriateness

Appropriateness of housing is not measured in any administrative data collection. This measure is applicable mainly in the social housing programs. Data to assess this dimension will be captured through the National Social Housing Surveys conducted for SOMIH in 2005 and proposed for ICH in 2006–07. These surveys are repeated every two years. At present, data collected on this dimension of need will not be used for resource allocation in a multi-

measure needs model but this information will be important to inform policy and assist in the delivery of better housing services to Indigenous peoples.

Security of tenure

Insecurity of tenure is mainly a problem for those in the private rental market and those living in caravan parks. Currently, Census data can be used to capture the numbers of people living in caravan parks and those living in private rentals who moved one and five years ago. While the NATSISS currently collect information on mobility, which can be used to assess the situation of those in the private rental market, this information is currently collected at the person level. Additional information on security of tenure at the household level can be captured through the NATSISS, using similar questions to those asked in the 1999 Australian Housing Survey. Data collected on this dimension of need will be important to inform policy and assist in the delivery of better housing services to Indigenous peoples.

Emerging need

This is an assessment of future housing needs using the five endorsed dimensions based on projected growth in the Indigenous population. Work could be carried out to assess the extent of future housing need based on existing tenure types and projected population growth. Estimation of the extent of future need is an important part of planning for future housing demand.

Summary

In summary, administrative data sources are currently available for three out of the five endorsed dimensions of need. The remaining two dimensions – appropriateness and security of tenure cannot yet be used to measure housing needs. Data collected on these two dimensions of need will be important to inform policy and assist in the delivery of better housing services to Indigenous peoples.

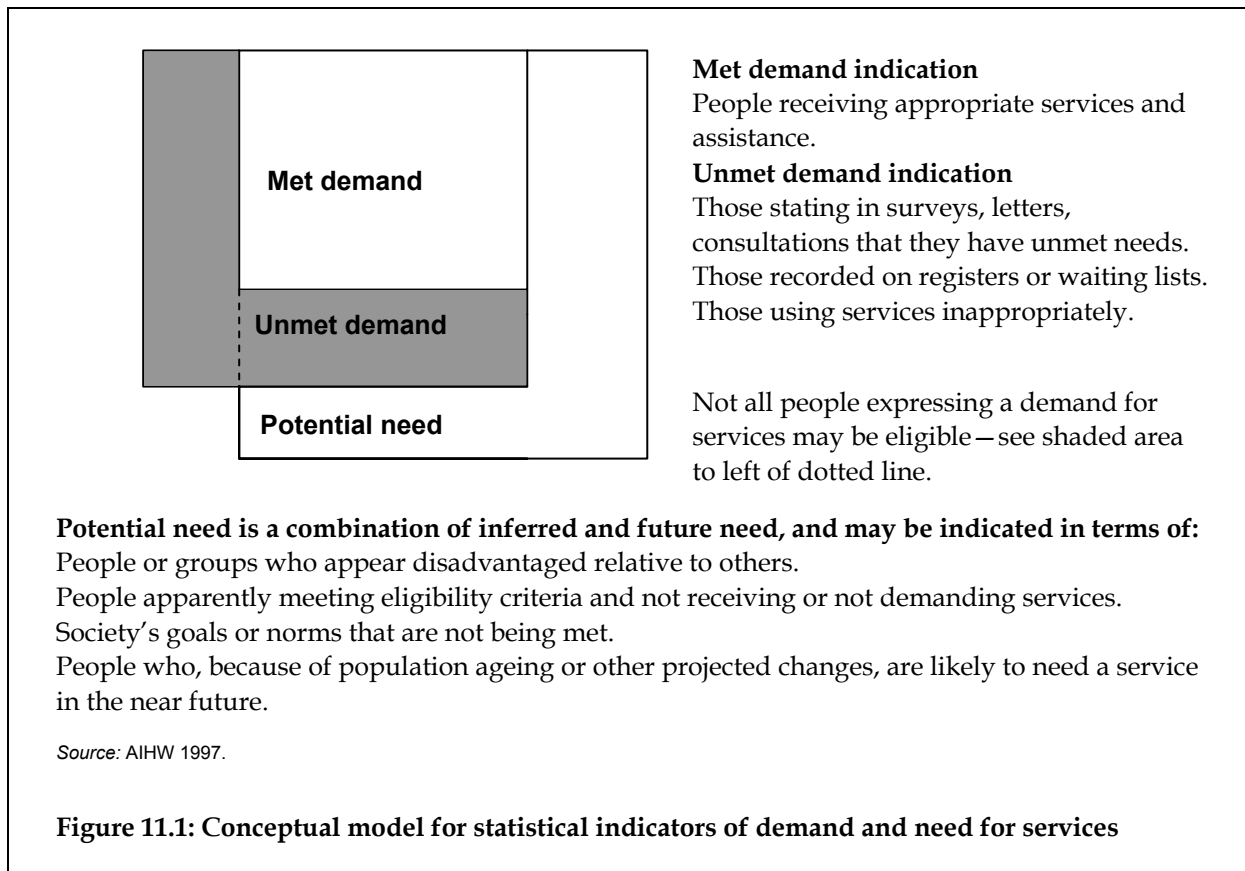
There is a need for coordinated administrative data development efforts for some of the dimensions and a greater focus on data development efforts to accurately capture dwelling conditions and overcrowding in the ICH sector. In addition, national surveys should be adjusted to capture appropriateness and security of tenure by those tenures to which these dimensions are applicable.

It is therefore important that administrative data sets are developed that are based on unit records, where the household is the unit of measurement. In this way the association between the various measures would be better understood, and households with multiple housing needs could be identified and given priority.

11.2 The extent of Indigenous housing need

One way to assess Indigenous housing needs would be to estimate unmet housing need. The AIHW has developed a conceptual framework to assess the need and demand for services or assistance that has been applied across a number of areas, including disability services (AIHW 1997). This model, which is illustrated in Figure 11.1, shows the relationship between

met demand, unmet demand and potential need, and suggests approaches to the statistical indicators of each of these.



Met demand would be those people already in some form of housing services or housing assistance, or those who do not require services, such as homeowners. However, some people receiving housing services may be receiving an inadequate level of service or an inappropriate service.

Unmet demand is indicated by numbers expressing a need or desire for a service, but not receiving the service, or receiving an inadequate or an inappropriate service. Not all of this group would be eligible for housing services, and this group is represented in the shaded area to the left of the dotted line in Figure 11.1. This would include homeless people not receiving a service, those in overcrowded dwellings, those in dwellings of poor condition or those in dwellings not connected to essential services. It would include those in affordability need because they are receiving an inadequate level of assistance. In addition, those in inappropriate dwellings or those with insecure tenure could be regarded as either not receiving a service or receiving an inappropriate service.

The term **potential need** incorporates two elements:

- a level of need inferred by comparing the characteristics of people receiving services or demanding services with those apparently in similar circumstances but not demanding services
- the prediction of those who in the near future may need a service.

This category would include emerging need and those who are in need in terms of their economic situation but who are not demanding and therefore not receiving these services.

Because of the limitations of the data sources used to assess the extent of need, the approach taken here is to assess the extent of unmet need but not that of potential need.

Below is a summary of the most important findings by state and territory for each dimension of need, and a comparative assessment of the disparities between Indigenous and non-Indigenous Australians in relation to housing needs. Comparative data, however, is only available for three of the five dimensions of need – homelessness, overcrowding and affordability. There are no comparative data for dwelling condition or connection to services, as these measures are only available for ICH (and are mainly applicable only to the ICH).

For each measure of need, findings are summarised at the jurisdiction level and, where possible, by tenure type within jurisdictions. Where housing need is described by type of tenure for each jurisdiction, only the 2001 Census data and the 2001 CHINS data can be used. This is because NATSISS is a national sample survey, and it is not possible to produce numbers for overcrowding and affordability by tenure type at the jurisdiction level. In addition, the NATSISS data on dwellings with structural problems do not give any indication of whether these problems are serious enough to warrant major repair or require replacement (the definition used in the multi-measure needs model). The findings outlined here are summarised in Tables 11.2 and 11.3.

Homelessness

The most recent information is from the SAAP and the 2001 National Census. The largest number of people classed as homeless were in Queensland (almost 2,000), with a further 1,864 in the Northern Territory, 1,376 in New South Wales and 1,054 in Western Australia. In the Northern Territory, 3% of the Indigenous populations were homeless, but homeless people were 2% or less of the Indigenous populations in all other jurisdictions.

In all jurisdictions, the rate of homelessness was significantly higher in the Indigenous population than in the non-Indigenous population. The disparity was highest in Victoria, where the rate of Indigenous homelessness was 5.1 times that of non-Indigenous homelessness, and in South Australia, where the rate of Indigenous homelessness was 4.7 times as high. The differences between Indigenous and non-Indigenous homelessness rates were lowest in the Northern Territory, where the rate ratio was 1.3.

Overcrowding

In 2001, 10% of Indigenous households were considered overcrowded using the Proxy Occupancy Standard. Census data showed overcrowding to be proportionately higher in the Northern Territory (3,160 or 32% of Indigenous households) than elsewhere. In Queensland (3,740, 10%), New South Wales (2,810, 6%) and Western Australia (2,110, 13%) the proportions of households that were overcrowded were lower, but the number of overcrowded households remained significant. The numbers were high in jurisdictions with a significant proportion of their social housing in the form of ICH (where overcrowding is highest).

In New South Wales, the number of overcrowded households was highest in private and other rental households, whereas in Victoria overcrowding was highest in home owner/purchaser households. Overcrowding was highest in Indigenous/community rental households in Queensland, Western Australia, South Australia and the Northern Territory.

Rates of overcrowding were also significantly higher for Indigenous households compared with non-Indigenous households. The rate ratio was highest in the Northern Territory, where the rate of overcrowded Indigenous households was 17 times the rate for non-Indigenous households, and Western Australia, where the rate for Indigenous households was 15 times higher. The rate ratio was lowest in New South Wales, where the rate for Indigenous households was three times the rate for non-Indigenous households.

Affordability

The 2001 Census shows that more than 14,900 out of 22,484, or 66%, of Indigenous Australian privately renting households, in the bottom 40% of all Australian gross household incomes, were paying more than 25% of total household income in rent. Affordability need is highest for private renters which make up around one-half (48%) of low income Indigenous households. Over two-thirds of these (72%) were in New South Wales and the Australian Capital Territory and Queensland, 9% in Western Australia, and 7% in Victoria, while less than 5% were in the remaining jurisdictions.

According to the 2002 CRA data, around 20,000 Indigenous 'income units' are receiving Commonwealth Rent Assistance. However, this data is not directly comparable to those collected at the household level.

For the private rental market, in all jurisdictions the proportion of Indigenous people in affordability need was lower than for the non-Indigenous population. The difference was greatest in Western Australia, where 64% of Indigenous people were in affordability need compared to 78% of the non-Indigenous population.

Condition of dwellings

More than one-third, or 58,100, of the permanent houses accommodating all Australian Indigenous households have structural problems. Most of these houses are in New South Wales, Queensland and Western Australia. However, in the Northern Territory, the proportion of houses with structural problems was 44% of all houses occupied by Indigenous people. In the other jurisdictions, this proportion ranged from 33% to 38%. Dwelling condition is not good across all tenure types, and not just in the ICH sector, although, based on the CHINS data, ICH is likely to be in significantly worse condition. The CHINS, however, is the only source of data on dwellings in need of repair or replacement. In 2001, 5,814 dwellings were in need of major repair or replacement. Most of these (79%) were in Queensland (1,816, 31%), the Northern Territory (1,692, 29%) and Western Australia (1,063, 18%).

Based on the NATSISS, rental dwellings are the most likely to have structural problems, with 55% of ICH dwellings, 42% of state/territory rental dwellings and 34% of privately rented dwellings being affected. The proportion of other dwellings (32%) and home owner/purchaser dwellings (22%) with structural problems is also high.

Connection to services

The number of houses occupied by Indigenous people that were not connected to essential services was relatively low: 147 not connected to water; 257 not connected to electricity; and 301 not connected to sewerage. In total, these houses were less than 2% of all houses occupied by Indigenous households. Most of these houses were in the Northern Territory.

According to the NATSISS, the highest proportion of dwellings not connected to working sewerage facilities were 'other tenure types' (5%), followed by ICH dwellings (3%). In all other tenure types, less than 1% of dwellings were not connected to sewerage facilities.

Summary

In summary, a significant level of housing need has been demonstrated using a multi-measure needs model, in particular, overcrowding and poor dwelling conditions. The report also shows that great disparities exist between Indigenous and non-Indigenous households in relation to many housing outcomes for which comparable data are available.

Table 11.2: Multi-measure needs model: national summary by state and territory

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
	Number								
Indigenous homeless people	1,376	564	1,918	1,054	544	151	55	1,864	7,526
Overcrowded Indigenous households	2,810	580	3,740	2,110	690	220	60	3,160	13,380
Indigenous households in affordability need ^(b)	5,479 ^(a)	1,102	5,296	1,304	736	658	^(a)	325	14,900
Dwelling in need of repair or replacement	833 ^(a)	80	1,816	1,063	296	34	^(a)	1,692	5,814
Dwellings not connected to essential services									
Water	—	—	18	20	7	—	—	102	147
Electricity	—	—	10	30	22	—	—	195	257
Sewerage	—	—	9	31	—	—	—	261	301
	Proportion (per cent)								
Indigenous homeless people	1.1	2.2	1.6	1.7	2.3	0.9	1.5	3.4	1.8
Overcrowded Indigenous households	5.9	5.1	9.8	12.6	8.2	3.1	4.1	32.4	9.5
Indigenous households in affordability need ^(b)	68.9 ^(a)	67.6	64.5	63.5	67.9	57.7	^(a)	79.1	66.3
Dwelling in need of repair or replacement	20.4 ^(a)	19.2	32.0	32.5	29.5	28.8	^(a)	25.2	27.3
Dwellings not connected to essential services									
Water	—	—	0.4	0.7	0.7	—	—	1.4	0.9
Electricity	—	—	0.2	1.0	2.1	—	—	2.7	1.5
Sewerage	—	—	0.2	1.0	—	—	—	3.6	1.8

(a) Data for ACT and NSW were combined.

(b) Includes private rental households within the bottom 40% of equivalised gross household income, based on national quintile boundaries from the 2002 GSS, paying more than 25% of their incomes in rent. Private renter is restricted to dwellings where landlord is defined as 'real estate agent' or 'private landlord not present in the dwelling'.

Sources: Chamberlain & MacKenzie 2003, 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h; 2001 Census; 2001 CHINS (ABS 2002a).

Table 11.3: Number of Indigenous dwellings, households or people, by each dimension of need, state and territory, by tenure type, 2001

Dimension of need	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent free/ other	Total
New South Wales						
Homeless people	..	..	..	..	..	1,376
Overcrowded households	810	660	380	890 ^(a)	n.p.	2,810
Households in affordability need	1,830	3,036	744	5,479	435	11,524
Dwellings needing repair or replacement	No data	No data	833	No data	No data	833
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—
Victoria						
Homeless people	..	..	..	..	..	564
Overcrowded households	190	160	30	180 ^(a)	n.p.	580
Households in affordability need	473	770	85	1,102	110	2,540
Dwellings needing repair or replacement	No data	No data	80	No data	No data	80
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—
Queensland						
Homeless people	..	..	..	..	..	1,918
Overcrowded households	580	690	1,260	1,110 ^(a)	n.p.	3,740
Households in affordability need	1,209	1,370	762	5,296	412	9,049
Dwellings needing repair or replacement	No data	No data	1,816	No data	No data	1,816
Dwellings not connected to:						
Water	..	..	18	..	..	18
Electricity	..	..	10	..	..	10
Sewerage	..	..	9	..	..	9

(continued)

Table 11.3 (continued): Number of Indigenous households by each dimension of need by tenure type, 2001

Dimension of need	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent free/other	Total
Western Australia						
Homeless people	..	..	..	..	..	1,054
Overcrowded households	250	630	870	270 ^(a)	n.p.	2,110
Households in affordability need	655	1,311	245	1,304	125	3,640
Dwellings needing repair or replacement	No data	No data	1,063	No data	No data	1,063
Dwellings not connected to:						
Water	..	..	20	..	..	20
Electricity	..	..	30	..	..	30
Sewerage	..	..	31	..	..	31
South Australia						
Homeless people	..	..	..	..	..	544
Overcrowded households	110	210	240	110 ^(a)	n.p.	690
Households in affordability need	306	713	87	736	93	1,935
Dwellings needing repair or replacement	No data	No data	296	No data	No data	296
Dwellings not connected to:						
Water	..	..	7	..	..	7
Electricity	..	..	22	..	..	22
Sewerage	..	..	—	..	..	—
Tasmania						
Homeless people	..	..	..	..	..	151
Overcrowded households	100	50	—	60 ^(a)	n.p.	220
Households in affordability need	404	261	9	658	34	1,366
Dwellings needing repair or replacement	No data	No data	34	No data	No data	34
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—

(continued)

Table 11.3 (continued): Number of Indigenous households by each dimension of need by tenure type, 2001

Dimension of need	Home owner/ purchaser	Renter mainstream public housing/ SOMIH	Renter Indigenous/ mainstream community housing	Private renter	Rent free/ other	Total
Australian Capital Territory						
Homeless people	..	..	..	..	..	55
Overcrowded households	20	30	—	20 ^(a)	n.p.	60
Households in affordability need	(b)	(b)	(b)	(b)	(b)	(b)
Dwellings needing repair or replacement	No data	No data	(b)	No data	No data	(b)
Dwellings not connected to:						
Water	..	..	—	..	..	—
Electricity	..	..	—	..	..	—
Sewerage	..	..	—	..	..	—
Northern Territory						
Homeless people	..	..	..	..	..	1,864
Overcrowded households	110	240	2,530	190 ^(a)	n.p.	3,160
Households in affordability need	164	429	223	325	60	1,269
Dwellings needing repair or replacement	No data	No data	1,692	No data	No data	1,692
Dwellings not connected to:						
Water	..	..	102	..	..	102
Electricity	..	..	195	..	..	195
Sewerage	..	..	261	..	..	261
Australia						
Homeless people	..	..	..	..	..	7,526
Overcrowded households	2,160	2,660	5,320	2,840 ^(a)	n.p.	13,380
Households in affordability need	5,041	7,890	2,155	14,900	1,269	31,255
Dwellings needing repair or replacement	No data	No data	5,814	No data	No data	5,814
Dwellings not connected to:						
Water	..	..	147	..	..	147
Electricity	..	..	257	..	..	257
Sewerage	..	..	301	..	..	301

n.p. Not published.

(a) Includes 'other renters'.

(b) Data for the Australian Capital Territory are included with New South Wales.

Sources: Chamberlain & MacKenzie 2003, 2004a, 2004b, 2004c, 2004d, 2004e, 2004f, 2004g, 2004h; 2001 Census; 2001 CHINS (ABS 2002a).