18 Homelessness services

CONTENTS

**Indigenous data in the Homelessness services chapter 18.4**

**Profile of homelessness services 18.4**

**Services to assist people who are homeless or at imminent risk of becoming homeless 18.4**

**Homelessness services and the link with other services 18.5**

**Framework of performance indicators for government funded specialist homelessness services 18.5**

**Equity — access 18.7**

**Effectiveness — appropriateness 18.9**

**Match of needs of clients 18.10**

**Achievement of employment on exit 18.12**

**Achievement of income on exit 18.14**

**Achievement of independent housing on exit 18.16**

**Proportion of people experiencing repeat periods of homelessness 18.17**

**Definitions of key terms 18.20**

**List of attachment tables 18.23**

**References 18.23**

|  |
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| Attachment tables |
| Attachment tables are identified in references throughout this Indigenous Compendium by an ‘A’ prefix (for example, in this chapter, table 18A.1). As the data are directly sourced from the 2014 Report, the Compendium also notes where the original table, figure or text in the 2014 Report can be found. For example, where the Compendium refers to ‘2014 Report, p. 18.1’ this is page 1 of chapter 18 of the 2014 Report, and ‘2014 Report, table 18A.1’ is attachment table 1 of attachment 18A of the 2014 Report. A list of attachment tables referred to in the Compendium is provided at the end of this chapter, and the full attachment tables are available from the Review website at www.pc.gov.au/gsp. |
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The Homelessness services chapter (chapter 18) in the *Report on Government Services 2014* (2014 Report) reports on the Homelessness services in each Australian State and Territory. Data are reported for Indigenous Australians for a subset of the performance indicators reported in that chapter — those data are compiled and presented here.

Homelessness has multiple causes. Some of the social and personal factors associated with homelessness include a shortage of affordable housing, family and relationship breakdown, unemployment and financial hardship, mental health problems, and drug and alcohol abuse (COAG Reform Council 2010).

Australian, State and Territory governments fund services to assist people who are homeless or at risk of homelessness.

Between 1985 and 2009, the Australian Government and State and Territory governments funded the Supported Accommodation Assistance Program (SAAP) to alleviate the difficulties of people who are homeless or at risk of homelessness and reduce the potential for their recurrence. The SAAP was the main governmental response to homelessness during this period. It provided emergency accommodation as well as support services to people experiencing, or at risk of, homelessness. SAAP services provided assistance to individuals and families who were in crisis or experienced difficulties that hindered personal or family functioning. The SAAP concluded on 31 December 2008 at the expiry of the SAAP V Multilateral Agreement.

The National Affordable Housing Agreement (NAHA) commenced on   
1 January 2009 as part of the Intergovernmental Agreement on Federal Financial Relations. The NAHA is associated with the National Affordable Housing Specific Purpose Payment, which is an indexed ongoing payment by the Australian Government to the states and territories to be spent in the housing and homelessness sector. To support the NAHA, the National Partnership Agreement on Homelessness (NPAH) commenced on 1 July 2009. Government funding for specialist homelessness services is provided through the National Affordable Housing Specific Purpose Payment.

The NAHA and NPAH provide the framework for Australian Government and State and Territory governments to work together to reduce homelessness and improve housing outcomes for Australians. Under the NAHA, governments have committed to undertake reforms in the housing sector to improve integration between homelessness services and mainstream services, and reduce the rate of homelessness.

Under the NAHA, and the NPAH in particular, Australian, State and Territory governments agreed to a number of outcomes relating to homelessness, including that:

* fewer people will become homeless and fewer of these will sleep rough
* fewer people will become homeless more than once
* people at risk of or experiencing homelessness will maintain or improve connections with their families and communities, and maintain or improve their education, training or employment participation
* people at risk of or experiencing homelessness will be supported by quality services, with improved access to sustainable housing.

The initial NPAH (2009–2013) was a $1.1 billion partnership with states and territories. Under the initial agreement, which concluded on 30 June 2013, more than 180 initiatives provided housing and support services for people who would otherwise have been homeless.

The 2009–13 NPAH reflected a major reform of the way the Australian Government and State and Territory governments worked together to tackle homelessness. As part of wider Council of Australian Governments (COAG) reforms, the NPAH clarified that States and Territories were responsible for day to day delivery of services, as they are best placed to consider local context. One of the critical features of the new COAG approach was that the achievement of outcomes would not be narrowly defined, but focused on improving the delivery of services to prevent and respond to homelessness.

A one year transitional NPAH commenced on 1 July 2013. It will deliver   
$159 million of Australian Government funding, which includes a $43 million Commonwealth commitment to the Development Fund for capital and development projects. States and territories are required to match this funding, and some may exceed this requirement.

This chapter presents data on government-funded specialist homelessness services and the people accessing these services. Homelessness services that do not receive government funding and other non-specialist homelessness services are not included in Report.

Data from the Specialist Homelessness Services data collection (SHSC) commenced in 2011–12 and are included in this Report. The SHSC replaced the SAAP National Data Collection which concluded in 2010–11. SAAP data are included in earlier Reports.

**Indigenous data in the Homelessness services chapter**

The Homelessness services chapter in the 2014 Report and its corresponding attachment tables contain the following data items on Indigenous Australians:

* proportion of Indigenous clients among all clients whose needs for accommodation and services other than accommodation were met
* proportion of Indigenous people represented in specialist homelessness services and in the population
* closed support periods, proportion of Indigenous clients with a case management plan
* closed support periods, support needs of clients, Indigenous clients
* closed support periods, proportion of Indigenous clients who needed employment and/or training assistance, and who were employed after support
* closed support periods, proportion of Indigenous clients who needed income assistance and who had an income source after support
* closed support periods, proportion of Indigenous clients who needed assistance to obtain or maintain independent housing, type of tenure before and after support
* closed support periods, proportion of Indigenous clients who needed assistance to obtain or maintain independent housing and who achieved independent housing after support, and did not present again with a need for accommodation within the reporting period, by tenure type after support
* proportion of Indigenous clients experiencing homelessness who had repeat periods of homelessness.

**Profile of homelessness services**

*Services to assist people who are homeless or at imminent risk of becoming homeless*

Specialist homelessness services aim to provide support to people who are homeless or at imminent risk of becoming homeless as a result of a crisis, including women and children escaping domestic and family violence.

Some of the main developments of SAAP that have influenced the current service environment include:

* expansion of target groups and increasing specialisation of services
* the provision of non-accommodation support services
* responding to the individual needs of clients through an emphasis on case management and an integrated service response — a form of service delivery that involves an assessment process to identify the specific needs of clients and to connect them with appropriate services (AIHW 2011).

Government and non-government service providers (including community organisations) deliver a variety of homelessness services to clients, including supported accommodation, counselling, advocacy, links to housing, health, education and employment services, outreach support, brokerage and meals services, and financial and employment assistance.

*Homelessness services and the link with other services*

Close links exist between homelessness services and other forms of housing assistance reported in the Housing chapter of this Report (chapter 17). Some individuals and families access both homelessness and housing services, as people can move from homelessness to social housing, or might be in receipt of homelessness services and accommodated in social housing.[[1]](#footnote-1). The Housing and homelessness sector overview provides some information on the interconnections between these and other services.

**Framework of performance indicators for government funded specialist homelessness services**

The Homelessness services performance indicator framework outlined in   
figure 18.1 identifies the principal homelessness services activity areas considered in the 2014 Report. Data for Indigenous Australians are reported for a subset of the performance indicators and are presented here. It is important to interpret these data in the context of the broader performance indicator framework. The framework shows which data are comparable. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

Indicator boxes presented throughout the chapter provide information about the reported indicators. As these are sourced directly from the 2014 Report, they may include references to data not reported for Indigenous Australians and therefore not included in this Compendium.

The performance indicator framework for government funded specialist homelessness services is based on shared government objectives for homelessness services delivered under the NAHA (box 18.1).

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| Box 18.1 **Objectives for government funded specialist homelessness services** |
| The overall aim of specialist homelessness services is to provide transitional supported accommodation and a range of related support services, to help people who are homeless or at imminent risk of homelessness to achieve the maximum possible degree of self-reliance and independence. Within this aim, the goals are to:   * resolve crises * re-establish family links where appropriate * re-establish the capacity of clients to live independently, achieve sustainable housing and social inclusion * provide homelessness services in an equitable and efficient manner. |
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COAG has agreed six National Agreements to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services (see 2014 Report, chapter 1 for more detail on reforms to federal financial relations).

The NAHA covers the areas of housing and homelessness services. The NAHA includes sets of performance indicators, for which the Steering Committee collates performance information for analysis by the COAG Reform Council (CRC). Performance indicators reported in this chapter are aligned with the homelessness-related performance indicators in the NAHA. The NAHA was reviewed in 2012 and 2013, resulting in changes that have been reflected in this Report, as relevant.

The performance indicator framework provides information on equity, efficiency and effectiveness, and distinguishes the outputs and outcomes of government funded specialist homelessness services (figure 18.1). The performance indicator framework shows which data are complete and comparable in the 2014 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see 2014 Report, section 1.6).

The Report’s statistical context chapter contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural background (including Indigenous and cultural status) (chapter 2 ).

Figure 18.1 Government funded specialist homelessness services performance indicator framework

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| Figure 18.1 Government funded specialist homelessness services performance indicator framework   More details can be found within the text surrounding this image. |

*Source*: 2014 Report, figure 18.2, p. 18.9.

*Equity — access*

Equity and access indicators are indicators of governments’ objective to ensure that all clients have fair and equitable access to services on the basis of relative need and available resources.

##### Access of special needs groups to homelessness services

‘Access of special needs groups to homelessness services’ is an indicator of governments’ objective to ensure all Australians have equitable access to accommodation services on the basis of relative need (box 18.2).

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| Box 18.2 **Access of Indigenous people to homelessness services** |
| ‘Access of special needs groups to homelessness services’ is the comparison between the representation of Indigenous people among all people whose needs for accommodation and other services were met, and the representation of these groups in the population.  This indicator is defined by three measures:   * the number of Indigenous clients whose demand for accommodation was met divided by the total number of clients whose demand for accommodation was met * the number of Indigenous clients whose demand for services other than accommodation was met divided by the total number of clients whose demand for services other than accommodation was met * the representation of Indigenous clients in specialist homelessness services compared with their representation in the population.   Use by special needs groups is a proxy indicator of equitable access. In general, usage rates for special needs groups similar or higher to those for the broader service population are desirable. Several factors need to be considered in interpreting the results for this set of measures. In particular, cultural differences can influence the extent to which Indigenous use different types of services.  Data reported for these measures are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period. All required (2012–13) data are available for all jurisdictions.   Data quality information for this indicator is under development. |
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*Access of Indigenous people to homelessness services*

Nationally, Indigenous people made up 25.3 per cent of all clients who received accommodation assistance, and 14.1 per cent of all clients who received services other than accommodation in 2012–13. These results varied across jurisdictions (figure 18.2).

Figure 18.2 Proportion of Indigenous clients whose needs for accommodation and services other than accommodation were met, 2012–13

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| Figure 18.2 Proportion of Indigenous clients whose needs for accommodation and services other than accommodation were met, 2012–13  More details can be found within the text surrounding this image. |

*Source*: AIHW (unpublished) *Specialist Homelessness Services Collection: National Data Collection annual report*, Australia; table 18A.5; 2014 Report, figure 18.3, p. 17.13.

Nationally in 2012–13, Indigenous people had a higher representation amongst all people accessing specialist homelessness services (22.5 per cent) than their representation in the population (3.0 per cent) (table 18.1).

Table 18.1 **Proportion of Indigenous people represented in specialist homelessness services and in the population, 2012–13 (per cent)**

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|  | *NSW* | *Vic* | *Qld* | *WA* | *SA* | *Tas* | *ACT* | *NT* | *Aust* |
| In specialist homelessness services | 24.6 | 8.9 | 32.5 | 35.1 | 24.3 | 15.7 | 15.9 | 76.0 | 22.5 |
| In the population, 2011 | 2.9 | 0.9 | 4.2 | 3.8 | 2.3 | 4.7 | 1.7 | 29.8 | 3.0 |

*Source*: ABS (Australian Bureau of Statistics) 2013, *Australian Demographic Statistics, March 2013*, Cat.   
no. 3101.0, Canberra; AIHW (unpublished) *Specialist Homelessness Services Collection: National Data Collection annual report*, Australia; table 18A.7; 2014 Report, table 18.1, p. 18.13.

#### Effectiveness — appropriateness

Effectiveness indicators measure how well the outputs of a service reflect the stated objectives of that service. The reporting framework groups effectiveness indicators according to characteristics that are considered important to the service. These characteristics may include access, appropriateness and/or quality.

##### Development of a case management plan

‘Development of a case management plan’ is an indicator of governments’ objective to provide high quality services that are appropriately targeted to the needs of clients (box 18.3).

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| Box 18.3 **Development of a case management plan** |
| ‘Development of a case management plan’ is defined as the number of clients with closed support periods only with an agreed case management plan divided by the total number of clients. Data are reported for all clients, and separately for Indigenous clients.  A high or increasing proportion of clients with agreed case management plans is desirable. However, in some instances, a support plan may be judged to be inappropriate (such as when a support period is short term, for example 24 hours, or in the case of jurisdictions with central intake agencies such as Victoria and the ACT, where the client’s needs have been assessed and they are waiting for a service to be available that will further address their needs).  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period. All required (2012–13) data are available for all jurisdictions.   Data quality information for this indicator is under development. |
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Nationally, there was an agreed case management plan for 55.2 per cent of clients in 2012–13 (compared with 64.0 per cent for Indigenous clients). These proportions varied across jurisdictions (2014 Report, figure 18.6 and table 18A.11 and   
2014 Report, table 18A.10).

*Match of needs of clients*

‘Match of needs of clients’ is an indicator of governments’ objective to ensure that services meet clients’ individual needs (box 18.4).

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| Box 18.4 **Match of needs of clients** |
| ‘Match of needs of clients’ is defined by five measures:   * number of clients with closed support periods who needed homelessness services and who were provided with at least one service in at least one support period during the reference year by the agency visited, and not referred, divided by the total number of clients with closed support periods who needed homelessness services * proportion of clients with closed support periods who needed homelessness services and who were referred to another agency, divided by the total number of clients with closed support periods who needed homelessness services * proportion of clients with closed support periods who needed homelessness services and who were provided with those services by that agency and referred to another agency, divided by the total number of clients with closed support periods who needed homelessness services * proportion of clients with closed support periods who needed homelessness services and who were not provided with those services or referred to another agency, divided by the total number of clients with closed support periods who needed homelessness services * proportion of clients (12–18 years) with closed support periods who needed education and/or training assistance who were undertaking formal study or training at the end of support, divided by the total number of closed support periods for clients (aged 12–18 years) who needed education and/or training assistance.   The range of services needed by clients is broad (ranging from meals to laundry facilities to long term accommodation), so the effect of not providing these services varies.  Holding other factors constant, a high or increasing proportion of clients who received services they needed, or who were referred to another agency, is desirable.  Jurisdictions with central intake agencies such as Victoria and the ACT may record a relatively high number of clients with unmet need for services because all eligible clients receive an assessment but the provision or referral of service is determined by their level of need relative to other clients. A client is generally only referred to a provider when a suitable service is secured for them by the central intake service.  Data reported for these measures are:   * comparable (subject to caveats) within jurisdictions over time but are not comparable across jurisdictions * complete for the current reporting period. All required (2012–13) data are available for all jurisdictions.   The basis on which this indicator is enumerated has changed from the 2013 Report. Data for 2011-12 have been revised to reflect this change.  Data quality information for this indicator is under development. |
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Nationally in 2012–13, 57.0 per cent of all Indigenous clients who needed homelessness services were identified as needing accommodation or accommodation-related assistance. Agencies were able to directly provide or directly provide and refer these services to most of the clients seeking this type of service (69.3 per cent). A further 14.4 per cent of these clients were referred to other organisations for this assistance (figure 18.3 and table 18A.13). Specialist homelessness agencies were able to directly provide or directly provide and refer assistance to sustain tenure to most clients seeking this type of service   
(82.1 per cent) and directly provide or directly provide and refer domestic and family violence-related assistance to 91.2 per cent of clients seeking this type of service (figure 18.3).

Figure 18.3 Closed support periods — support needs of Indigenous clients, 2012–13

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| Figure 18.3 Closed support periods — support needs of Indigenous clients, 2012–13  More details can be found within the text surrounding this image. |

*Source*: AIHW (unpublished) *Specialist Homelessness Services Collection: National Data Collection annual report*, Australia; table 18A.13; 2014 Report, figure 18.8, p. 18.22.

*Achievement of employment on exit*

‘Achievement of employment on exit’ is an indicator of governments’ objective to enable clients to participate as productive and self-reliant members of the community at the end of their support period (box 18.5).

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| Box 18.5 **Achievement of employment on exit** |
| ‘Achievement of employment on exit’ is defined by three measures:   * number of clients, with closed support periods only, with an identified need for employment and/or training assistance and whose labour force status was ‘employed full-time’ or ‘employed part-time’ at the end of support, divided by the number of clients, with closed support periods only, with an identified need for employment and/or training assistance * number of clients, with closed support periods only, with an identified need for employment and/or training assistance whose labour force status was unemployed at presentation; and whose labour force status was ‘employed full-time’ or ‘employed part-time’ at the end of support, divided by the number of clients, with closed support periods only, with an identified need for employment and/or training assistance who were unemployed at presentation * number of clients, with closed support periods only, with an identified need for employment and/or training assistance whose labour force status was ‘not in the labour force’ at presentation; and whose labour force status was ‘employed full-time’ or ‘employed part-time’ at the end of support, divided by the number of clients, with closed support periods only, with an identified need for employment and/or training assistance who were not in the labour force at presentation.   Holding other factors constant, a high or increasing proportion of clients achieving employment after support is desirable.  Data are reported for all clients, and separately for Indigenous clients.  This indicator compares clients’ employment status before and after support and relates to relatively short term outcomes — that is, outcomes for clients immediately after their support period. Longer term outcomes are important, but more difficult to measure.  Data reported for these measures are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period. All required (2012–13) data are available for all jurisdictions.   Data quality information for this indicator is under development. |
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Nationally, of those Indigenous clients who needed assistance to obtain or maintain employment and training when entering homelessness services in 2012–13, 15.2 per cent were employed either part-time or full-time after support, compared with   
11.3 per cent before support. Amongst the 15.2 per cent employed after support,   
4.4 per cent were employed full time and 10.7 per cent were employed part time after support. These proportions varied across jurisdictions (table 18A.20).

*Achievement of income on exit*

Achievement of income on exit’ is an indicator of governments’ objective to enable clients to participate independently in the community at the end of their support period (box 18.6).

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| Box 18.6 **Achievement of income on exit** |
| ‘Achievement of income on exit’ is defined as the number of clients with closed support periods only, who needed income assistance and exited homelessness services with an income source, divided by the total number of clients with closed support periods only, who needed income assistance.  Holding other factors constant, a high or increasing proportion of clients who needed income assistance and exited homelessness services with an income source is desirable.  This indicator compares these clients’ income status before and after they received support. It is assumed that a client’s independence and self-reliance is enhanced when the client experiences a positive change in income source (for example, from having no income support to obtaining some income, including wages and/or benefits) on exit from services.  Data are reported for all clients, and separately for Indigenous clients.  Data reported for these measures are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period. All required (2012–13) data are available for all jurisdictions.   Data quality information for this indicator is under development. |
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Nationally, of Indigenous clients who needed income assistance when entering homelessness services in 2012–13, 95.2 per cent had an income source after support, compared with 96.2 per cent in 2011–12 (table 18A.23). Amongst the   
95.2 per cent, the proportion whose source of income was a government pension/allowance increased from 84.7 per cent before support to 88.9 per cent after support. The proportion of clients whose source of income was employee/business income increased from 3.1 per cent before support to 4.0 per cent after support. Proportions varied across jurisdictions (figure 18.4).

Figure 18.4 Closed support periods — proportion of Indigenous clients who needed income assistance and who had an income source after support, by income source, 2012–13

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| 1. **Income source before support**a, b, c   Figure 18.4 Closed support periods — proportion of Indigenous clients who needed income assistance and who had an income source after support, by income source, 2012–13  (a) Income source before support  More details can be found within the text surrounding this image.  **(b) Income source after support**c, d, e**Figure 18.4 Closed support periods — proportion of Indigenous clients who needed income assistance and who had an income source after support, by income source, 2012–13\  (b) Income source after support  More details can be found within the text surrounding this image.** |

aData for ‘Awaiting benefit’ for SA are not published. bData for ‘Employee/business income’ for SA, Tasmania and the ACT are not published. c ‘Awaiting benefit’ is nil or rounded to zero for SA and Tasmania. dData for ‘Employee/business income’ for Tasmania are not published. e ‘No income’ is nil or rounded to zero for the ACT.

*Source*: AIHW (unpublished) *Specialist Homelessness Services Collection: National Data Collection annual report*, Australia; table 18A.23; 2014 Report, figure 18.16, p. 18.35.

*Achievement of independent housing on exit*

‘Achievement of independent housing’ is an indicator of governments’ objective to enable clients to participate as productive and self-reliant members of society at the end of their support period (box 18.7).

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| Box 18.7 **Achievement of independent housing on exit** |
| ‘Achievement of independent housing’ is defined by three measures:   * number of clients with closed support periods only, who identified a need for assistance to obtain ‘long term housing’; or ‘sustain tenancy or prevent tenancy failure or eviction’; or ‘prevent foreclosures or for mortgage arrears’, and had achieved independent housing at the end of support, divided by the number of clients with closed support periods only, who identified a need for assistance to obtain ‘long term housing’ or ‘sustain tenancy or prevent tenancy failure or eviction’, or ‘prevent foreclosures or for mortgage arrears’ * number of clients with closed support periods only, who on presentation, were living in non-independent housing and achieved independent housing at the end of support, divided by the number of clients with closed support periods only, who at presentation were living in non-independent/supported housing * number of clients with closed support periods only, who achieved independent housing at the end of support, and who did not present again with a need for short-term, medium-term, long term housing, assistance to sustain tenancy or prevent tenancy failure or eviction or assistance to prevent foreclosures or for mortgage arrears again during the reference year, divided by the number of clients with closed support periods only, who had requested assistance with obtaining or maintaining independent/non-supported housing, and who had independent/non-supported housing at the end of support.   Data are reported for all clients, and separately for Indigenous clients.  Holding other factors constant, a high or increasing proportion of closed support periods in which clients achieve independent housing is desirable.  This indicator compares the proportion of clients who were in independent housing before and after they received support from homelessness services. It relates to relatively short term outcomes — that is, outcomes for clients immediately after their support period. Longer term outcomes are also important, but more difficult to measure.  Data reported for these measures are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period. All required (2012–13) data are available for all jurisdictions.   Data quality information for this indicator is under development. |
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Nationally, of Indigenous clients who needed assistance with obtaining or maintaining independent housing 58.0 per cent achieved independent housing in 2012–13, compared with 52.7 per cent in 2011–12 (figure 18.5). This included clients who moved or returned to private rental housing (25.1 per cent), and to public or community rental housing (30.2 per cent) (table 18A.25).

Figure 18.5 Closed support periods — proportion of Indigenous clients who needed assistance to obtain or maintain independent housing who obtained or maintained independent housing after support**a, b**

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| Figure 18.5 Closed support periods — proportion of Indigenous clients who needed assistance to obtain or maintain independent housing who obtained or maintained independent housing after support  More details can be found within the text surrounding this image. |

a SA collection methodology for 2011-12 does not allow for this type of analysis. b See notes to table 18A.25 for more information.

*Source*: AIHW (unpublished) *Specialist Homelessness Services Collection: National Data Collection annual report*, Australia; table 18A.25; 2014 Report, figure 18.18, p. 18.38.

Data for 2011–12 are included in table 18A.25.

Data for Indigenous clients are included in table 18A.28.

*Proportion of people experiencing repeat periods of homelessness*

‘Proportion of people experiencing repeat periods of homelessness’ is an indicator of governments’ objective to enable clients to participate independently in society at the end of their support period (box 18.8).

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| Box 18.8 **Proportion of people experiencing repeat periods of homelessness** |
| ‘Proportion of people experiencing repeat periods of homelessness’ is defined as the number of SHS clients who change status from ‘homeless’ to ‘not homeless’ and back to ‘homeless’, divided by the number of SHS clients who experienced homelessness at any time during the reporting period.  The measure under this indicator is a *proxy* as it only captures homeless people who access SHS (ie, homeless people who do not access homelessness services are not identified).  Holding other factors constant, a low or decreasing proportion of clients who more than once required housing or accommodation support specifically is desirable.  Data reported for this indicator are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period. All required (2012–13) data are available for all jurisdictions.   Data quality information for this indicator is under development. |
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Nationally, 4.0 per cent of all clients who experienced homelessness at some time in 2012–13, had more than one period of homelessness compared with 4.7 per cent in 2011–12 (figure 18.6 and 2014 Report, table 18A.29). The proportion of Indigenous clients who experienced homelessness at some time in 2012–13 and who had more than one period of homelessness decreased from 5.2 per cent in 2011–12 to 4.9 per cent in 2012–13. These proportions varied across jurisdictions (figure 18.6 and   
table 18A.30).

Figure 18.6 Clients who had more than one period of homelessness, all clients and Indigenous clients

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| Figure 18.6 Clients who had more than one period of homelessness, all clients and Indigenous clients  More details can be found within the text surrounding this image. |

*Source*: AIHW (unpublished) *Specialist Homelessness Services Collection: National Data Collection annual report*, Australia; table 18A.30 and 2014 Report, table 18A.29; 2014 Report, figure 18.21, p. 18.42.

**Definitions of key terms**

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| ***Based on the SHS client collection*** | |
| **Age** | Age is calculated as age of the client on the start date of their first support period of the reporting period or the first date of the reporting period, whichever of the two is the later date. |
| **Client** | A person who receives a specialist homelessness service. A client can be of any age―children are also clients if they receive a service from a specialist homelessness agency.  To be a client, the person must directly receive a service and not just be a beneficiary of a service. Children who present with a parent or guardian and receive a service are considered  to be a client. This includes a service that they share with their parent or guardian such as meals or accommodation.  Children who present with a parent or guardian but do not directly receive a service are not considered to be clients. This includes situations where the parent or guardian receives assistance to prevent tenancy failure or eviction. Clients can be counted differently according to the data item that is being reported:   * Clients (demographic)—For clients with multiple support periods, reported data is determined based on the information at the start date of the client’s first support period in the reporting period or the first date of the reporting period, whichever is later * Clients (counted by support periods)—For each data item, clients are counted based on support periods with distinct client information. The same client can be counted more than once if they have multiple support periods with a different response for the data item. The result is that percentages do not add up to 100 * Clients (outcomes) - Clients are counted based on closed support periods where a valid response is recorded both when presenting to an agency and at the end of support. |
| **Closed support period** | A support period that had finished on or before the end of the reporting period — 30 June 2013. |
| **Indigenous status** | In practice, it is not realistic to collect information on the community acceptance of part of ‘The Commonwealth Definition’ and therefore standard questions on Indigenous status relate to descent and self-identification only.  Where Indigenous status is not stated, the ‘not stated’ figure includes clients where contradictory Indigenous status’ were reported across multiple support periods as well as, missing, ‘not applicable’ and ‘don’t know’ responses. |
| **Labour force status** | Reported data excludes clients aged under 15. |
| **Non-main English speaking countries** | Non-main English speak countries are all countries except Australia, United Kingdom, Republic of Ireland, New Zealand, Canada, United States of America and South Africa. |
| **Referral** | When an agency contacts another agency and that agency accepts the person concerned for an appointment or interview. A referral is not provided if the person is not accepted for an appointment or interview. |
| **Reporting period** | For the purposes of this report the reporting period is the financial year-to-date (FYTD):1 July 2012 to 30 June 2013. |

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| **Short-term or emergency accommodation** | Short-term or emergency accommodation  includes:   * refuges * crisis shelter * couch surfing * living temporarily with friends and relatives * insecure accommodation on a short-term basis * emergency accommodation arranged by a specialist homelessness • agency (e.g. in hotels, motels etc.).   The following short-term accommodation options are not included:   * hotels, motels, caravan parks and other temporary accommodation used when a person is on holiday or travelling * custodial and care arrangements, such as prisons and hospitals * temporary accommodation used by a person while renovating usual residence or building a new residence (e.g. weekenders, caravans). |
| **Specialist homelessness agency** | An organisation that receives government funding to deliver specialist homelessness services. Assistance is provided to clients aimed at responding to or preventing homelessness. Agencies may also receive funding from other sources.  Inclusion of agencies in the SHSC is determined by the state and territory departments responsible for administering the government response to homelessness. Not all funded agencies are required to participate in data collection. |
| **Specialist homelessness service(s)** | Assistance provided by a specialist homelessness agency  to a client aimed at responding to or preventing homelessness. The specialist homelessness services that are in scope for this collection and that may be provided during a support period are:  *Housing/accommodation services:*   * short-term or emergency accommodation * medium-term/transitional housing * long-term housing * assistance to sustain tenancy or prevent tenancy failure or eviction * assistance to prevent foreclosures or for mortgage arrears.   *General assistance and support services:*   * assertive outreach * assistance to obtain/maintain government allowance * employment assistance * training assistance * educational assistance * financial information * material aid/brokerage * assistance for incest/sexual * assistance for domestic/family violence * family/relationship assistance * assistance for trauma * assistance with challenging social/behavioural problems * living skills/personal development * legal information * court support * advice/information * retrieval/storage/removal of personal belongings * advocacy/liaison on behalf of client * school liaison * child care * structured play/skills development * child contact and residence arrangements * meals * laundry/shower facilities * recreation * transport * other basic assistance.   *Specialised services:*   * child protection services * parenting skills education * child-specific specialist counselling services * psychological services * psychiatric services * mental health services * pregnancy assistance * family planning support * physical disability services * intellectual disability services * health/medical services * professional legal services * financial advice and counselling * counselling for problem gambling * drug/alcohol counselling * specialist counselling services * interpreter services * assistance with immigration services * culturally specific services * assistance to connect culturally * other specialised services. |
| **Support period** | The period of time a client receives services from an agency is referred to as a support period. A support period starts on the day the client first receives a service from an agency. A support period ends when:   * the relationship between the client and the agency ends * the client has reached their maximum amount of support the agency can offer * a client has not received any services from the agency for a whole calendar month * and there is no ongoing relationship.   Where a client has an appointment with the agency which is more than a calendar month in the future, then it is not necessary to close the support period. This is because it is expected that there is an ongoing relationship with the client. The end of the support period is the day the client last received services from an agency. |

**List of attachment tables**

Attachment tables for data within this chapter are contained in the attachment to the Compendium. These tables are identified in references throughout this chapter by a ‘17A’ prefix (for example, table 17A.1 is table 1 in the Services for people with disability attachment). Attachment tables are on the Review website (www.pc.gov.au/gsp).

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| **Table 18A.5** | Proportion of Indigenous clients among all clients whose needs for accommodation and services other than accommodation were met |
| **Table 18A.7** | Proportion of Indigenous people represented in specialist homelessness services and in the population |
| **Table 18A.11** | Closed support periods, proportion of Indigenous clients with a case management plan |
| **Table 18A.13** | Closed support periods, support needs of clients, Indigenous clients |
| **Table 18A.20** | Closed support periods, proportion of Indigenous clients who needed employment and/or training assistance, and who were employed after support |
| **Table 18A.23** | Closed support periods, proportion of Indigenous clients who needed income assistance and who had an income source after support |
| **Table 18A.25** | Closed support periods, proportion of Indigenous clients who needed assistance to obtain or maintain independent housing, type of tenure before and after support |
| **Table 18A.28** | Closed support periods, proportion of Indigenous clients who needed assistance to obtain or maintain independent housing and who achieved independent housing after support, and did not present again with a need for accommodation within the reporting period, by tenure type after support |
| **Table 18A.30** | Proportion of Indigenous clients experiencing homelessness who had repeat periods of homelessness |

**References**

AIHW (Australian Institute of Health and Welfare) 2011, *Australia’s welfare 2011. Australia’s welfare series no. 10*, Cat. no. AUS 142. Canberra: AIHW)

COAG Reform Council 2010, *National Affordable Housing Agreement: Baseline  
 performance report for 2008–09*, www.coagreformcouncil.gov.au/reports/housing.cfm (accessed 1 October 2010).

1. Social housing includes public and community housing. For further information on these forms of housing assistance, see chapter 17 (box 17.1). [↑](#footnote-ref-1)