



Australian Capital Territory

# Housing Assistance Act 1987

A1987-36

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## About this republication

### The republished law

This is a republication of the *Housing Assistance Act 1987* effective 1 July 1994 to 14 December 1994.

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Australian Capital Territory

## HOUSING ASSISTANCE ACT 1987

*As at 1 July 1994*

### TABLE OF PROVISIONS

Section

#### PART I—PRELIMINARY

1. Short title
2. Commencement
3. Interpretation

#### PART II—THE COMMISSIONER FOR HOUSING

##### *Division 1—Administration*

4. Commissioner for Housing
5. Termination of office
6. Acting appointments
7. Commissioner a corporation sole

##### *Division 2—Powers and functions of Commissioner*

8. Functions of Commissioner
9. Powers of Commissioner
10. Delegation

##### *Division 3—Protection and liability of Commissioner*

11. Protection and liability of Commissioner

#### PART III—HOUSING ASSISTANCE

12. Housing Assistance Programs
15. Rent charge under housing assistance program
16. Unleased land
17. Transfer of land subject to tenancy agreement

**TABLE OF PROVISIONS—continued**

## Section

**PART IV—MISCELLANEOUS**

- 18. Financial arrangements
- 19. Accounts
- 20. Information to Minister
- 21. Periodic reports
- 23. Repeal
- 24. Transitional

**SCHEDULE 1  
COMMONWEALTH—STATE HOUSING AGREEMENT**



Australian Capital Territory

## HOUSING ASSISTANCE ACT 1987

An Act to make provision with respect to housing assistance and for related purposes

### PART I—PRELIMINARY

#### Short title

1. This Act may be cited as the *Housing Assistance Act 1987*.<sup>1</sup>

#### Commencement

2. This Act shall come into operation on such date as is fixed by the Minister of State for Territories by notice in the *Gazette*.<sup>1</sup>

#### Interpretation

3. (1) In this Act, unless the contrary intention appears:

“Commissioner” means the Commissioner for Housing appointed under section 4;

“dwelling” means a dwelling-house or flat and includes such fences, outbuildings and other improvements and such connections for sewerage, drainage, water, electricity, gas and other services as are provided or are reasonably required to be provided for the dwelling-house or flat;

“housing” means residential housing including dwellings and other forms of residential accommodation;

“housing assistance program” means a housing assistance program referred to in section 12 and includes such a program as varied in accordance with that section;

“the Housing Agreement” means the agreement between the Commonwealth, the Territory, the States and the Northern Territory dated 1 March 1990, a copy of which, as amended by a further agreement between the parties with effect on and from 1 January 1993, is set out in Schedule 1.

## **PART II—THE COMMISSIONER FOR HOUSING**

### ***Division 1—Administration***

#### **Commissioner for Housing**

**4. (1)** For the purposes of this Act there shall be a Commissioner for Housing for the Australian Capital Territory.

**(2)** The Minister shall appoint a person to be the Commissioner.

**(3)** A person is not eligible for appointment as Commissioner unless the person is a public servant.

#### **Termination of office**

**5. (1)** The Minister may at any time terminate the appointment of a person as Commissioner.

**(2)** A person appointed as Commissioner may, by writing signed by the person and delivered to the Minister, resign from that appointment.

**(3)** A resignation under subsection (2) does not have effect until accepted by the Minister.

**(4)** Where a person appointed as Commissioner ceases to be a public servant, the person ceases to hold office as Commissioner.

#### **Acting appointments**

**6. (1)** The Minister may appoint a person to act as Commissioner:

- (a) during a vacancy in the office of Commissioner, whether or not an appointment has previously been made to the office; or
- (b) during any period, or during all periods, when the Commissioner is absent from duty or from the Territory or is, for any other reason, unable to perform the functions of the office;

but a person appointed to act during a vacancy shall not continue so to act for more than 12 months.

(2) A person is not eligible for appointment under this section unless the person is a public servant.

(3) The appointment of a person under this section may be expressed to have effect only in such circumstances as are specified in the instrument of appointment.

(4) The Minister may at any time terminate the appointment of a person under this section.

(5) Where a person is acting in the office of Commissioner in accordance with paragraph (1) (b) and that office becomes vacant while that person is so acting, then, subject to subsection (3), that person may continue so to act until the Minister otherwise directs, the vacancy is filled or a period of 12 months from the date on which the vacancy occurred expires, whichever first happens.

(6) The appointment of a person to act as Commissioner ceases to have effect if the person resigns the appointment by writing signed by the person and delivered to the Minister.

(7) If a person appointed to act as Commissioner ceases to be a public servant, the appointment of the person so to act ceases to have effect.

(8) While a person is acting as Commissioner, the person has, and may exercise, all the powers and shall perform all the functions of the Commissioner under this Act or any other law in force in the Territory and, for the purposes of the exercise of those powers and the performance of those functions, this Act or that other law has effect as if a reference to the Commissioner included a reference to a person acting in the office of Commissioner.

(9) The validity of any thing done by a person purporting to act under this section shall not be called in question on the ground that the occasion for the appointment of the person had not arisen, that there is a defect or irregularity in or in connection with the appointment, that the appointment had ceased to have effect or that the occasion for the person to act had not arisen or had ceased.

### **Commissioner a corporation sole**

**7. (1)** The Commissioner:

- (a) is a corporation sole by the name of the Commissioner for Housing for the Australian Capital Territory;

- (b) has perpetual succession;
  - (c) shall have an official seal; and
  - (d) is capable, in the corporate name of the Commissioner, of acquiring, holding and disposing of real and personal property and of suing and being sued.
- (2) All courts, judges and persons acting judicially shall take judicial notice of the seal of the Commissioner affixed to a document and shall presume that it was duly affixed.

### ***Division 2—Powers and functions of Commissioner***

#### **Functions of Commissioner**

**8. (1)** The functions of the Commissioner are to administer, on behalf of the Territory, programs and funding arrangements for the delivery of housing assistance in the Territory in relation to:

- (a) public rental housing;
- (b) home ownership;
- (c) income-related assistance to home owners and tenants; and
- (d) such other provision for housing assistance and services relating to housing assistance as the Minister may from time to time approve.

**(2)** The Commissioner shall perform his or her functions in accordance with any directions given by the Minister.

#### **Powers of Commissioner**

**9. (1)** Subject to this Act, the Commissioner has power to do all things that are necessary or convenient to be done for or in connection with the performance of the Commissioner's functions and, in particular, without limiting the generality of the foregoing:

- (a) to hold land on lease from the Commonwealth, whether the lease is granted to the Commissioner by the Executive on behalf of the Commonwealth or is transferred to the Commissioner by the previous holder of the lease;
- (b) to acquire, control, manage and dispose of land;
- (c) to purchase and sell housing;

- (d) subject to any law in force in the Territory, to construct, maintain, renovate and demolish buildings situated on land held by the Commissioner;
- (e) to enter into an arrangement with any person for the construction, maintenance, renovation or demolition of housing on land held by the Commissioner;
- (f) to enter into a contract with any person;
- (g) to do any of the following:
  - (i) to participate in the formation of a company and to acquire an interest in a company;
  - (ii) to enter into, and participate in, a partnership with another person; and
  - (iii) to enter into, and participate in, a joint venture;
- (h) to enter into a tenancy agreement in relation to any dwelling on land held by the Commissioner and to exercise any power conferred on the Commissioner by any such agreement;
- (i) to advance money for the purpose of assisting a person:
  - (i) to purchase a dwelling;
  - (ii) to re-finance the purchase of a dwelling;
  - (iii) to erect or modify a dwelling;
  - (iv) to re-finance the erection or modification of a dwelling; or
  - (v) to purchase land for the purpose of erecting a dwelling; and
- (j) to enter into an agreement to secure money advanced as referred to in paragraph (i) and to exercise any power conferred on the Commissioner by any such agreement.

**(1A)** Nothing in subsection (1) shall be read as conferring on the Commissioner a power to enter into a contract of employment.

**(2)** The Commissioner shall not, except with the approval in writing of the Minister, exercise a power referred to in paragraph (1) (f) involving the payment or receipt of an amount exceeding \$1,500,000.

**(3)** The Commissioner shall not exercise a power referred to in paragraph (1) (g) except with the approval of the Minister given in writing after consultation between that Minister and the Treasurer.

(4) In subsection (1), a reference to land held by the Commissioner includes a reference to land placed under the control of, or held under lease by, the Commissioner in accordance with section 16 and to land deemed to be owned, controlled or held by the Commissioner under subsection 24 (1).

(5) In subsection (1), “person” includes a body, co-operative, group or other organisation whether incorporated or not.

### **Delegation**

**10. (1)** The Commissioner may, either generally or as otherwise provided by the instrument of delegation, in writing delegate to a public servant any of the Commissioner’s powers under this Act, other than this power of delegation.

(2) A power so delegated, when exercised by the delegate, shall, for the purposes of this Act, be deemed to have been exercised by the Commissioner.

(3) A delegation under this section does not prevent the exercise of a power by the Commissioner.

### ***Division 3—Protection and liability of Commissioner***

#### **Protection and liability of Commissioner**

**11. (1)** A person who holds, or has held, the office of Commissioner is not liable, personally, to an action or other proceeding for or in relation to an act done or omitted to be done in good faith in performance or purported performance of any function, or in exercise or purported exercise of any power or authority, conferred on the person as the holder of that office.

(2) Where, by an act or omission of the Commissioner or another person acting or purporting to act in good faith for the Commissioner, a person sustains a loss or injury that would have entitled that person to a remedy in respect of the loss or injury if the act or omission were an act or omission of a natural person:

- (a) the person sustaining the loss or injury is entitled to the same remedy against the Commissioner in the corporate capacity of the Commissioner as the person would have been entitled to against a natural person; and
- (b) the liability of the Commissioner shall be discharged by the Territory.

## **PART III—HOUSING ASSISTANCE**

### **Housing Assistance Programs**

**12. (1)** The Commissioner may, for the purposes of this Act, from time to time prepare, in the form of an instrument in writing, a housing assistance program or a variation of such a program.

**(2)** A program or variation shall not be implemented except with the approval of the Minister.

**(3)** Subject to subsection (6), the Minister may, in his or her discretion, grant or refuse to grant approval of a program or variation and may grant approval subject to such requirements, conditions or directions as the Minister thinks fit.

**(4)** The Commissioner may, with the approval of the Minister, revoke a program.

**(5)** The Commissioner may, in preparing a program or variation, specify in the relevant instrument that the Housing Agreement shall apply in relation to the program to which the instrument relates.

**(6)** Where the Commissioner has specified in a relevant instrument that the Housing Agreement shall apply in relation to the program to which the instrument relates, the Minister, in considering whether to grant his or her approval of the program or variation, shall have regard to the principles set out in the Housing Agreement.

**(7)** Where the Minister grants his or her approval of a program or variation, the Housing Agreement does not apply in relation to the program (or program as varied) except as specified in the relevant instrument.

**(8)** Where the Minister grants or refuses to grant an approval for the purposes of this section, the Minister shall signify that approval or refusal:

- (a) in the case of a program or variation—in writing on the relevant instrument and shall affix his or her signature; or
- (b) in the case of a revocation of a program—by instrument in writing.

**(9)** A relevant instrument prepared by the Commissioner and approved by the Minister in accordance with this section may—

- (a) provide for the reconsideration of decisions of the Commissioner that are specified in the instrument; and

- (b) provide for application to be made to the Administrative Appeals Tribunal for review of decisions of the Commissioner that are specified in the instrument.

**(9A)** A relevant instrument is a disallowable instrument for the purposes of section 10 of the *Subordinate Laws Act 1989*.

**(10)** In this section:

“program” means a housing assistance program prepared by the Commissioner pursuant to subsection (1);

“relevant instrument” means—

- (a) a program or a variation; or
- (b) a determination of fees made by the Commissioner under a housing assistance program, or a variation or revocation of such a determination; and

“variation” means a variation of a program prepared by the Commissioner pursuant to subsection (1).

### **Rent charge under housing assistance program**

**15. (1)** Where, under a housing assistance program, a rate or amount of rent to be charged is fixed in relation to rental housing assistance, the rate or amount of that rent shall be at least equal to the rate or amount that would result from the use of the principles set out in the schedule to the Housing Agreement.

**(2)** A variation of a housing assistance program prepared under section 12 that alters a rate or amount of rent to be charged shall specify a day, not being a day earlier than the publication of the instrument of variation in the *Gazette*, from which the alteration is to take effect.

**(3)** The Commissioner shall, at least annually, undertake a review of the rent of each dwelling or dwellings included in each relevant class of dwellings, as the case may be, in respect of which a rate or amount of rent is charged under a housing assistance program.

### **Unleased land**

**16. (1)** The Minister may, by instrument in writing, place unleased land under the control of the Commissioner.

**(2)** Where unleased land is placed under the control of the Commissioner, the Commissioner is empowered, subject to this section, to manage the land on behalf of the Commonwealth and may:

- (a) authorise the entry of persons on the land;
- (b) make such use of the land in the performance of the Commissioner's functions as the Commissioner thinks fit;
- (c) make arrangements for the grant to another person of a lease of, or licence to occupy, that land; and
- (d) make arrangements to obtain, in the name of the Commissioner, a lease in respect of that land, and to transfer any such lease.

(3) A lease or licence shall not be granted by any person in relation to unleased land under the control of the Commissioner pursuant to subsection (1) except with the consent in writing of the Commissioner.

(4) Where unleased land that has been placed under the control of the Commissioner pursuant to subsection (1) is no longer required by the Commissioner for the purposes of this Act, the Commissioner may, by instrument under the official seal of the Commissioner, surrender the control of the land to the Commonwealth.

#### **Transfer of land subject to tenancy agreement**

17. (1) Where rental housing is provided by the Territory on unleased land, the Minister is empowered, subject to subsection (2), to place that land, by instrument in writing, under the control of the Commissioner.

(2) An instrument executed by the Minister for the purposes of subsection (1) shall state that the land comprised in the instrument is placed under the control of the Commissioner subject to any tenancy under the *Leases Act 1918* as in force immediately before the date of execution of the instrument.

(3) Upon the execution of an instrument referred to in subsection (1), the Commissioner is empowered to exercise, in relation to the land comprised in the instrument, all the rights and powers that were exercisable by the Territory in relation to that land immediately before the execution of the instrument.

(4) Subject to this section, the provisions of subsections 16 (3) and (4) apply in relation to land placed under the control of the Commissioner pursuant to this section as if that land were so placed under such control pursuant to subsection 16 (1).

(5) Where a person under the age of 18 years enters into an agreement with the Commissioner for a lease to occupy premises, being an agreement to which this section applies, the agreement shall have effect as if that person had attained the age of 18 years.

(6) In this section, “unleased land” means land vested in the Commonwealth that is not the subject of any lease or licence under any law authorising the occupation or use of land vested in the Commonwealth, other than a lease that purports to entitle a person to occupy premises on a fortnightly tenancy as the lessee of the Commonwealth under the *Leases Act 1918*.

## PART IV—MISCELLANEOUS

### Financial arrangements

**18. (1)** In this section—

“Audit Act” means the *Audit Act 1989*;

“Treasurer” means the Minister administering section 85 of the Audit Act and includes a Minister for the time being acting on behalf of that Minister.

**(2)** On the day on which this section commences, the Treasurer shall establish the following trust accounts under subsection (2) of section 85 of the Audit Act:

- (a) an account named the Home Purchase Assistance Account;
- (b) an account named the Housing Rental Trust Account;
- (c) an account named the Home Loan Trust Account;

and the Treasurer shall maintain those accounts under that section.

**(3)** The Housing Rental Trust Account shall include a ledger account to be known as the Rental Capital Account.

**(4)** The purposes of the Home Purchase Assistance Account shall be—

- (a) to receive—
  - (i) the money referred to in paragraph 17 (a) of the Housing Agreement; and
  - (ii) money from the Home Loan Trust Account pursuant to subparagraph (6) (b) (iii) or (iv); and
- (b) to provide funds—
  - (i) in accordance with paragraph 17 (b) and clauses 18 and 20 of the Housing Agreement for the purposes referred to in clause 20 of that agreement; and

- (ii) to the Home Loan Trust Account for the purposes referred to in paragraph 17 (b) and clauses 18 and 20 of the Housing Agreement.

**(5)** The purposes of the Housing Rental Trust Account shall be—

- (a) in respect of the Rental Capital Account—

- (i) to receive—

- (A) the money referred to in clause 22 of the Housing Agreement; and

- (B) any moneys payable to the account under clause 24 of the Housing Agreement; and

- (ii) to provide funds in accordance with the Housing Agreement for the purposes referred to in subclauses 23 (1) and (2) of that agreement; and

- (b) in respect of the remainder of the Housing Rental Trust Account—to receive or pay any moneys receivable or payable by the Commissioner under this Act other than moneys referred to in subsection (4), paragraph (a) or subsection (6).

**(6)** The purposes of the Home Loan Trust Account shall be—

- (a) to receive—

- (i) money borrowed by the Territory or the Commissioner for the purpose of enabling the Commissioner to advance money to assist a person to—

- (A) purchase a dwelling;

- (B) re-finance the purchase of a dwelling;

- (C) erect or modify a dwelling;

- (D) re-finance the erection or modification of a dwelling; or

- (E) purchase land for the purpose of erecting a dwelling;

- (ii) money paid to the Commissioner as interest on advances made by the Commissioner from money referred to in subparagraph (i);

- (iii) money paid to the Commissioner in repayment of advances made by the Commissioner from money referred to in subparagraph (i);
  - (iv) money transferred to the Home Loan Trust Account in accordance with subparagraph (4) (b) (ii); and
  - (v) fees and other moneys paid to the Commissioner in the course of making advances referred to in subparagraph (b) (i); and
- (b) to provide funds to—
- (i) enable the Commissioner to advance money to assist a person to—
    - (A) purchase a dwelling;
    - (B) re-finance the purchase of a dwelling;
    - (C) erect or modify a dwelling;
    - (D) re-finance the erection or modification of a dwelling; or
    - (E) purchase land for the purpose of erecting a dwelling;
  - (ii) meet expenditure incurred by the Territory or the Commissioner in providing and administering home purchase assistance;
  - (iii) enable the Commissioner to repay moneys transferred to the Home Loan Trust Account (including any interest on those moneys) in accordance with paragraph (4) (b) (ii); and
  - (iv) enable the Commissioner to pay to the Home Purchase Assistance Account any moneys identified by the Commissioner as surplus funds from operations.

(7) In subsection (6), a reference to a dwelling shall be read as including a reference to part of a dwelling.

(8) Where an instrument under subsection 85 (2) of the Audit Act describes the purposes of—

- (a) the Home Purchase Assistance Account by reference to subsection (4);
- (b) the Housing Rental Trust Account by reference to subsection (5); or
- (c) the Home Loan Trust Account by reference to subsection (6);

those purposes shall be taken—

- (d) to be sufficiently defined for the purposes of subsection 85 (2) of the Audit Act; and
- (e) to be varied from time to time in accordance with any amendment of subsection (4), (5) or (6), as the case may be.

### **Accounts**

**19.** In respect of the Commissioner's operations under this Act, the Commissioner shall keep accounts and prepare financial statements in such form as the Minister may determine from time to time.

### **Information to Minister**

**20.** If the Minister requests the Commissioner at any time to provide to the Minister information concerning any matter relating to the Commissioner's operations, the Commissioner shall comply with the request.

### **Periodic reports**

**21.** The Commissioner shall furnish to the Minister for presentation to the Legislative Assembly a report relating to the operations of the Commissioner during each financial year, together with financial statements in respect of that year in such form as the Minister approves.

### **Repeal**

**23.** The *Housing Ordinance 1928* is repealed.

### **Transitional**

**24. (1)** Land or other property owned by or under the control of, and any interest in land or other property held by, the Commissioner for Housing under the *Housing Ordinance 1928* immediately before the commencement of this Act shall, on and after that commencement, be deemed to be owned, controlled or held, as the case requires, by the Commissioner under this Act.

**(2)** A scheme for providing or assisting in providing dwelling houses in force under section 3 of the *Housing Ordinance 1928* immediately before the commencement of this Act shall, on and after that commencement, be deemed to be a housing assistance program in force under this Act.

**(3)** The person who held office as Commissioner for Housing, or as Acting Commissioner, under the *Housing Ordinance 1928* as in force immediately before the commencement of this Act shall, on and from that commencement:

- (a) if the person held office as Commissioner—hold office as Commissioner for Housing for the Australian Capital Territory; or
- (b) if the person held office as Acting Commissioner—act as Commissioner for Housing for the Australian Capital Territory;

under this Act as if that person had been appointed to be Commissioner for Housing for the Australian Capital Territory, or to act as Commissioner, as the case may be, under this Act.

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**SCHEDULE 1**

Section 3

**COMMONWEALTH—STATE HOUSING AGREEMENT**

AN AGREEMENT made the first day of March One Thousand Nine Hundred and Ninety between—

THE COMMONWEALTH OF AUSTRALIA of the first part,  
THE STATE OF NEW SOUTH WALES of the second part,  
THE STATE OF VICTORIA of the third part,  
THE STATE OF QUEENSLAND of the fourth part,  
THE STATE OF WESTERN AUSTRALIA of the fifth part,  
THE STATE OF SOUTH AUSTRALIA of the sixth part,  
THE STATE OF TASMANIA of the seventh part,  
THE NORTHERN TERRITORY OF AUSTRALIA of the eighth part,  
and  
THE AUSTRALIAN CAPITAL TERRITORY of the ninth part.

**SCHEDULE 1—continued**

WHEREAS:

- (A) The Commonwealth and the States of Australia have from time to time entered into agreements for the purpose of the provision by the States with financial assistance from the Commonwealth of housing;
- (B) by an agreement between the Commonwealth, the States of Australia and the Northern Territory of Australia dated the twenty-fifth day of October 1984, being an agreement in the form authorised to be executed on behalf of the Commonwealth by the Housing Assistance Act 1984 of the Commonwealth Parliament and being the last of the agreements referred to in Recital (A), provision was so made with respect to the ten years commencing on the first day of July 1984;
- (C) the Ministers of the respective governments throughout Australia who are responsible for housing have agreed upon the provision of rental housing assistance and home purchase assistance during the ten years commencing on the first day of July 1989;
- (D) the primary principle of this agreement is to ensure that every person in Australia has access to secure adequate and appropriate housing at a price within his or her capacity to pay by seeking to:
  - alleviate housing-related poverty; and
  - ensure that housing assistance is, as far as possible, delivered equitably to persons resident in different forms of housing tenure.

In implementing this principle, assistance provided under the agreement will also reflect the following detailed principles:

(a) Assistance Generally

The primary consideration in delivering housing assistance under this agreement shall be the needs of people.

In determining the eligibility of applicants for assistance under this agreement:

- assistance shall seek to provide access to housing for those unable to obtain or maintain affordable finance for adequate and appropriate housing purchase from the private sector or from other sources outside of the agreement;
- assistance provided shall be available to all sections of the community irrespective of age, sex, marital status, race, religion, disability or life

**SCHEDULE 1—continued**

situation. Persons who need support to live in the community shall be eligible for assistance. It is recognised, however, that such support is not a responsibility under this agreement;

- priority in granting assistance shall be determined by the need for assistance;
- any limits on eligibility for assistance shall be based primarily on financial circumstances. In determining this, the level of income, the value of relevant assets and the income from them, the number of dependent children and costs arising from disability or other special circumstances, shall be taken into account; and
- to ensure consistency in the application of these eligibility principles, limits of eligibility shall be reviewed at appropriate intervals of time.

In the delivery of housing assistance, as far as is possible, people should be given an equal choice between the different forms of housing assistance programs under this agreement.

Housing assistance programs developed under this agreement shall be designed so that maximum social benefit is derived from previous investment in housing. Assistance shall be provided in a co-ordinated and flexible manner to meet the changing employment and other needs and circumstances of people receiving assistance. To this end and where appropriate:

- housing assistance provided under this agreement should be co-ordinated with housing and accommodation assistance programs outside this agreement;
- the provision of assistance for people shall be co-ordinated between the specific purpose programs within the agreement and general housing assistance under the agreement; and
- assistance shall facilitate the portability of waiting times for applicants for assistance, and the transfer of tenants, between regions and forms of assistance within a State, and, where practicable, between States.

(b) Rental Housing

The provision of rental housing is a key element of this agreement.

People in rental housing shall have security of tenure. Subject to fulfilment by the tenant of the tenancy conditions, this principle of

**SCHEDULE 1—continued**

security of tenure shall operate in a State in accordance with this Recital to ensure that:

- tenants are not to be forced to leave their home because of actions inconsistent with this agreement by a State. Where a tenant is required to move from one dwelling to another by a State, a choice of dwellings and locations appropriate to the tenant's needs is to be provided;
- a physical and locational environment appropriate to the tenant's needs is provided; and
- recognition is accorded to the rights of applicants and tenants and other users of assistance.

Programs and funding arrangements under this agreement should seek to develop the public housing sector as a viable and diversified form of housing choice and refrain from discrimination.

Programs and funding arrangements under this agreement shall be developed so as to increase progressively the availability of rental housing to a level commensurate with the need for it in the community.

Rental housing should reflect general community housing standards and should be accessible to community and other services. Poor location of dwellings, an inadequate range of choice of dwellings, and stigmatisation of the status of rental housing tenants should be avoided to the maximum extent practicable.

Rental housing stock should, as far as possible, be designed to cater for the needs and preferences of current and likely future applicants. The design, style and siting of rental housing will, to the maximum extent practicable:

- reflect the need for access to employment opportunities and services;
- reflect the need for accessibility and suitability for habitation by people with disabilities, Aboriginals, youth, the elderly or other identified groups; and
- support the energy conservation policies of the governments.

(c) Income Related Assistance to Tenants

Assistance measures in the public rental sector should be co-ordinated with assistance to private tenants and should recognise the income support nature of the assistance and the inter-relationship of this

**SCHEDULE 1—continued**

assistance with Commonwealth assistance to pensioners and other beneficiaries under the Social Security Act 1947.

(d) **Implementation**

States will be able to exercise maximum autonomy and flexibility in developing the administrative arrangements necessary to achieve these principles;

- (E) the Ministers referred to in Recital (C) recognise the relationship between the principles and policies reflected in this agreement and the need to co-ordinate these with those affecting home purchasers and tenants including tenants in private housing and in emergency and supported accommodation;
- (F) it is proposed that in order to implement the agreement of the Ministers, the Commonwealth will grant to the States financial assistance under Section 96 of the Commonwealth of Australia Constitution and like assistance to the Northern Territory of Australia and the Australian Capital Territory and that the terms and conditions on which the grant of financial assistance should be made are those set out in this agreement;
- (G) the Commonwealth and the States have decided that the agreement referred to in Recital (B) shall, save as provided for by subclause 1 (3) of this agreement, cease to operate on and from the first day of July 1989; and
- (H) the Parliament of the Commonwealth has authorised the execution by and on behalf of the Commonwealth of this agreement and the provision of financial assistance to the States in accordance with its provisions.

NOW IT IS HEREBY AGREED as follows:

**PART 1—OPERATION OF AGREEMENT**

- 1 (1) This agreement shall be deemed to have come into effect on 1 July 1989 in respect of the Commonwealth and of a State when it is signed on behalf of the Commonwealth, and:
  - (a) where the laws of a State require that its Parliament authorise the execution of, or approves, the agreement, when it has been signed on behalf of the State with the authority of the Parliament of the State or, having been signed on behalf of the State without that authority is approved by the Parliament of the State; or

**SCHEDULE 1—continued**

- (b) where the laws of the State do not require that its Parliament authorise the execution of, or approve, the agreement, when it has been signed on behalf of the State.
- 1 (2) Notwithstanding that in this agreement all the States are named as parties, this agreement shall operate as an agreement between the Commonwealth and the party or parties in respect of which it comes into force as fully and effectually as if the party or parties in respect of which it comes into force were the only party or parties so named other than the Commonwealth.
- 1 (3) Subject to obligations arising under Part VIII of the agreement referred to in Recital (B) and unperformed prior to the first day of July 1989 that agreement shall be deemed to have ceased to operate on and from that date.

**PART II—PARTIES**

- 2 (1) A reference in this agreement to a State shall, except where the contrary intention appears and according to the requirements of the context, be deemed to include a reference to the Northern Territory of Australia and to the Australian Capital Territory.
- 2 (2) In this agreement, subject to this clause and except where the context otherwise indicates—
- (a) “the Commonwealth” means the Commonwealth of Australia;
  - (b) each State, including the Northern Territory of Australia and the Australian Capital Territory, named as a party in respect of which this agreement comes into force is referred to as a “State” and, except where the context otherwise indicates, “the States” means all of those States; and
  - (c) “the Australian Capital Territory” means the body politic established under the Crown by that name by section 7 of the Australian Capital Territory (Self Government) Act 1988.

**PART III—INTERPRETATION**

- 3 (1) In this agreement—

“the Minister” means the Minister of State of the Commonwealth for the time being responsible for the administration of this agreement for the Commonwealth; and

**SCHEDULE 1—continued**

“State Minister” means the Minister of State of a State for the time being responsible for the administration of this agreement for the relevant State.

- 3 (2) A reference in this agreement to—
  - (a) a Minister includes the Minister or other member of the Federal Executive Council; or
  - (b) a State Minister includes a Minister of the relevant State or other member of the State Executive Council,  
acting on behalf of, or for the time being acting for, the Minister or State Minister referred to.
4. In this agreement unless the contrary intention appears or the context otherwise requires—

“Commonwealth/State plan” means:

- (a) in respect of each year up to and including the year commencing on 1 July 1992 the plan agreed under subclause 28 (1); and
- (b) thereafter—the three year Commonwealth/State rolling plan developed under subclause 28A (1);

“direct costs” means costs and fees generally accepted in the private sector as related to the production or purchase of rental housing:

- (a) including relevant overheads and administration costs; and
- (b) excluding stamp duties of the State;

“dwelling” means a dwelling-house or flat and includes such fences, outbuildings and other improvements and such connections for sewerage, drainage, water, electricity, gas and other services as are provided or are reasonably required to be provided for the dwelling-house or flat;

“existing housing agreements” means both the agreements referred to in the first Schedule to the form of agreement scheduled to the Housing Assistance Act 1984 and the agreement dated the twelfth day of March 1985 in the form scheduled to that Act (“the 1984 Agreement”);

**SCHEDULE 1—continued**

“Family Allowance Supplement” means the Family Allowance Supplement for which Part IX of the Social Security Act 1947 provides;

“home purchaser” means—

- (a) a person including a participant in a shared ownership scheme purchasing with assistance under Part VIII housing including rental housing; or
- (b) a person who is a rental purchaser;

“housing” means residential housing including dwellings and other forms of residential accommodation;

“person” includes a body, co-operative, group or other organisation whether incorporated or not;

“previous housing arrangements” means the provisions in relation to housing—

- (a) that were made:

- (i) by the existing housing agreements;
  - (ii) by the State Grants (Housing) Act 1971, the Housing Assistance Act 1973, the Housing Assistance Act 1978, the States (Works and Housing) Assistance Act 1982, the States (Works and Housing) Assistance Act 1983, the Housing Assistance Act 1984, the States (Works and Housing) Assistance Acts 1984 and 1985, the Housing Assistance Amendment Act 1987 and the States (Works and Housing) Assistance Act 1988; and
  - (iii) under any arrangements entered into pursuant to the Special Employment-related Programs Act 1982; and

- (b) that are made by legislation passed hereafter by the Commonwealth Parliament under which financial assistance is made available to the State for housing, but on terms and conditions specified in this agreement;

“rental housing” means housing for rental which has been provided under the previous housing arrangements or is provided under this agreement and “rental dwelling” means a dwelling that is included in rental housing;

**SCHEDULE 1—continued**

- “rental purchase” means a purchase under a terms contract of sale;
- “rental purchaser” means a person purchasing under a terms contract of sale;
- “shared ownership” means the ownership of a share in a dwelling;
- “the Commonwealth Act” means the legislation of the Commonwealth Parliament by which an agreement substantially in this form is authorised to be executed by or on behalf of the Commonwealth;
- “upgrading” means improvements, excluding repairs and other maintenance, relating to a rental dwelling which is so identified in State housing authority published accounts; and
- “year” means a period of twelve months commencing on the first day of July.
5. In this agreement unless the contrary intention appears—
- (a) a reference to a Part or to a clause is to a Part or to a clause of this agreement, as the case may be;
  - (b) a reference to a subclause is, unless otherwise indicated, to the relevant subclause of the clause in which the reference appears;
  - (c) the Schedule referred to is the Schedule to the agreement;
  - (d) words importing a gender include every other gender;
  - (e) words in the singular number include the plural and vice versa; and
  - (f) a reference to a date on or by which a thing is to be done shall, if that date falls on a Saturday, Sunday, public holiday or bank holiday in the place in which the thing is to be done, be read and construed as if the reference was to the day immediately preceding that day which is not a Saturday, Sunday, public holiday or bank holiday in that place.

**SCHEDULE 1—continued****PART IV—OBJECTIVE OF AGREEMENT**

6. The objective of this agreement is the provision by the States, with financial assistance from the Commonwealth, of housing assistance for rental housing and for home purchase in accordance with, and in fulfilment of, the principles set out in Recital (D).

**PART V—FINANCIAL ASSISTANCE**

- 7 (1) In order to assist the States in the achievement of the objective of this agreement, the Commonwealth will, upon and subject to the provisions of this agreement, out of moneys appropriated by Parliament for the purpose, provide to the States during the years of this agreement, financial assistance for housing purposes (hereinafter in this agreement referred to as “financial assistance”) by way of interest free non-repayable grants (“grants”).
- 7 (2) The years of this agreement shall be the ten years commencing on the first day of July in the years 1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997 and 1998.
8. The Commonwealth will provide financial assistance:
  - (a) in respect of the first year of the agreement:
    - (i) to the States, excluding the Australian Capital Territory, totalling one thousand and ten million four hundred and four thousand dollars (\$1,010.404 million) consisting of:
      - (A) two hundred and thirty three million one hundred and fifty four thousand dollars (\$233.154 million) by way of specific housing assistance under Part XII; and
      - (B) seven hundred and seventy seven million two hundred and fifty thousand dollars (\$777.250 million) by way of untied assistance; and
    - (ii) to the Australian Capital Territory, of seventeen million seven hundred and seventy two thousand dollars (\$17.772 million) by way of specific housing assistance and untied assistance; and
  - (b) in respect of each of the second year, the third year and the fourth year of the agreement:

**SCHEDULE 1—continued**

- (i) to the States, excluding the Australian Capital Territory, being an amount equal to the first amount specified in subparagraph 8 (a) (i); and
  - (ii) to the Australian Capital Territory, being an amount equal to the amount specified in subparagraph 8 (a) (ii),  
by way of specific housing assistance and untied assistance; and
- (c) in respect of:
- (i) any of the second year, the third year or the fourth year of the agreement for which the Minister determines additional financial assistance; and
  - (ii) each of the remaining years of the agreement—an amount determined by the Minister for each of those years,  
in writing signed by the Minister.
9. The Commonwealth may provide to the States out of moneys appropriated by the Commonwealth Parliament for the purpose, financial assistance for home purchase assistance, rental housing assistance and, in accordance with Part XII, specific housing assistance.
10. In and for the purpose of this agreement:
- (a) the following grants shall be known as “specific housing assistance grants”:
    - (i) financial assistance under sub-subparagraph 8 (a) (i) (A);
    - (ii) so much of financial assistance provided under subparagraph 8 (a) (ii) as is authorised for expenditure under clause 30;
    - (iii) so much of financial assistance provided under paragraph 8 (b) as is authorised for expenditure under clause 30; and
    - (iv) so much of other financial assistance authorised for expenditure under clause 30; and
  - (b) financial assistance to be provided other than specific housing assistance grants shall be known as “untied assistance”.
11. Financial assistance shall be allocated between the States in such a manner as is provided by the Commonwealth Act and it shall be a condition with respect to the provision of untied assistance that a State

**SCHEDULE 1—continued**

will match the amount of that financial assistance from its own resources in accordance with Part VI.

12. A State shall, as agreed by the Minister and State Minister, include in material for use by persons seeking or receiving housing assistance from the State funded under this agreement, particulars to be provided by the Minister sufficient to indicate that that housing assistance is provided in whole or in part with financial assistance from the Commonwealth.

**PART VI—STATE MATCHING FUNDS**

- 13 (1) In relation to untied assistance a State will provide from its own resources and apply funds (“matching funds”) in accordance with this Part.
- 13 (2) Subject to the subclause 13 (3), the amount of matching funds to be provided in respect of a year in accordance with this Part shall be an amount equal to the amount of untied assistance provided to the State in respect of that year, determined as follows:
  - (a) at least half (“grant matching funds”) shall be grants paid by the State into the Rental Capital Account;
  - (b) the balance shall be met from the value of home loans provided under Part VIII through home purchase assistance programs agreed between the Minister and State Minister; and
  - (c) an amount determined by the Minister under paragraph 36 (b) shall be deemed to remain “untied assistance” for the purpose of this Part.
- 13 (3) In respect of the first four years the level of grant matching funds otherwise to be applied to the Rental Capital Account will be phased in as follows:
  - (a) in the first year the State will match on a \$3: \$12 basis;
  - (b) in the second year the State will match on a \$4: \$12 basis;
  - (c) in the third year the State will match on a \$5: \$12 basis; and
  - (d) in the fourth year the State will match on a \$1: \$2 basis.
- 13 (4) A State may, as agreed by the Minister and State Minister, count as grant matching funds in a year, amounts provided by it in the previous year in accordance with paragraph 13 (2) (a) in excess of the level of matching funds required in subclause 13 (3) for that year, up to a limit

**SCHEDULE 1—continued**

of 10 per cent of the funds so required to be provided in that previous year.

- 13 (5) A State will have to pay no more in matching funds relating to the first \$1028.176 million of financial assistance provided:
  - (a) in any of the years referred to in subclause 13 (3) than would have been paid had the allocation and matching fund requirements to apply for the said fourth year been applied in any of those years; and
  - (b) in any year than would have been required had the level of untied assistance been \$792.931 million.
- 13 (6) Except as to the first year, for which proposals shall be agreed by the Minister and State Minister by the thirty first day of December, a State shall, by the thirty first day of March preceding the second and each succeeding year of this agreement, furnish to the Commonwealth, in a reasonable form to be determined by the Minister after consultation with the State Minister, proposals for agreement by the Minister for the provision of matching funds during that year.
- 13 (7) Grant matching funds shall be:
  - (a) paid into the Rental Capital Account by regular monthly instalments or as otherwise agreed between the Minister and State Minister; and
  - (b) separately identified in State budget documents or otherwise identified as agreed between the Minister and State Minister.
- 13 (8) Matching funds will not include:
  - (a) funds which have been used to match financial assistance provided by the Commonwealth otherwise than under this agreement;
  - (b) funds already paid into the Rental Capital Account;
  - (c) proceeds from the sale after the first day of July 1984 of rental housing and land acquired under previous housing arrangements and this agreement;
  - (d) any funds transferred from the Home Purchase Assistance Account to the Rental Capital Account; or
  - (e) surpluses generated on rental housing operations.

**SCHEDULE 1—continued**

14. Where a State in a year expends a specific housing assistance grant in accordance with the Commonwealth/State plan for that year, this expenditure shall not increase the level of matching funds required to be provided by that State in that year.

**PART VII—FINANCIAL ASSISTANCE ARRANGEMENTS**

15 (1) Subject to clause 15A, financial assistance in respect of a year of this agreement shall be made available to a State during that year by regular monthly instalments unless otherwise agreed between the Minister and State Minister.

15 (2) If, following consultation with a State Minister, the Minister is of the opinion that it is appropriate to do so, the Minister may withhold a payment of financial assistance to a State which fails to comply with subclause 13 (6), or clause 38 until the State remedies that failure.

15A (1) In respect of each year referred to in subclause 28A (1) (in this clause “each such year”) subject to:

- (a) submission by a State to the Minister, for each such year of a Commonwealth/State plan including that plan with the changes referred to in paragraph 28A (2) (c);
- (b) approval by the Minister before the commencement of each such year of that plan;
- (c) submission by a State to the Minister of the supplement referred to in subclause 28A (4); and
- (d) provision by a State on a quarterly basis of estimates of monthly funding requirements to meet expenditure in accordance with this Agreement during that year,

financial assistance in respect of each such year shall be made available to a State during that year.

15A (2) Financial assistance in respect of each such year shall be made available to a State:

- (a) on a monthly basis, unless otherwise agreed between the Minister and State Minister; and
- (b) in amounts as determined by the Commonwealth Minister having regard to estimates of monthly funding requirements provided by the State.

**SCHEDULE 1—continued**

- 15A (3) The Minister shall withhold a payment of financial assistance to a State if:
- (a) the State fails to comply with paragraph 15A (1) (a) or (c) unless the Minister determines that the circumstances did not reasonably enable compliance;
  - (b) the Minister does not approve the plan submitted; or
  - (c) the State fails to comply with paragraph 15A (1) (d),
- until that failure has been remedied or a further plan is submitted and approved, as the case may be.
- 15A (4) If, following consultation with a State Minister, the Minister considers it is appropriate to do so, the Minister may withhold payment to a State which fails to comply with subclause 13 (6), subclause 28A (7) or Clause 38 until the State remedies that failure.
- 15A (5) Where the amount of financial assistance paid to a State during a year is less than the total amount available under this Agreement for payment in that year, the Minister may, after consulting with the State Minister, determine that the unpaid amount, or part of it, will be added to the amount of financial assistance available to the State in the following year.

**PART VIII—HOME PURCHASE ASSISTANCE**

16. The Home Purchase Assistance Account of each State, for the continuance of which clause 24 of the 1984 Agreement provided, shall continue to operate. The Australian Capital Territory shall open an Account by that name within the first year of this agreement. Each of those Accounts and related Accounts are in this Part referred to as “the Account” and elsewhere as “the Home Purchase Assistance Account”.
17. This Account shall be:
- (a) credited with:
    - (i) moneys received by the State in the course of home purchase assistance program operations;
    - (ii) payments referred to in paragraph 23 (2) (f); and

**SCHEDULE 1—continued**

- (iii) any other funds, not being Commonwealth financial assistance or State grant matching funds, which the State decides to apply to home purchase assistance programs under this agreement; and
  - (b) debited with management costs and other outgoings, including repayments and payments under paragraphs 20 (1) (a) and 20 (1) (b), in respect of home purchase assistance program operations.
18. The money in this Account shall be made available for use for home purchase assistance in accordance with this Part.
19. A State shall develop and administer home purchase assistance programs, in accordance with Recital (D), having regard to the following principles:
- (a) the Account is to act as a basis and support for future home purchase. To this end a State shall ensure:
    - (i) funds made available for use under clause 18 are to be used in a way which at least maintains their real value;
    - (ii) that funds paid into the Account in accordance with paragraph 23 (2) (f) are included in funds available for use in subparagraph 19 (a) (i); and
    - (iii) that the amount of the funds available for use under subparagraph 19 (a) (i) are reduced by the payments made under paragraph 20 (1) (j);
  - (b) the efficient use of the Account. To this end:
    - (i) a State shall maximise the use of funds from sources outside the agreement for loans to home purchasers;
    - (ii) subsidy assistance is to be restricted to those who require it and for the period of their need and recovered except in cases of individual hardship. Where subsidy assistance is provided, the capacity of home purchasers to repay loans to the State is to be reviewed at least triennially with repayments to be adjusted or other action to be taken where necessary. In any year other than one in which there is a review, repayments are to be indexed by the Consumer Price Index or other appropriate indicator; and
    - (iii) where a State wishes to provide subsidy assistance other than in accordance with subparagraph 19 (b) (ii), it may do so from funds provided by the State under subparagraph 17 (a) (iii);

**SCHEDULE 1—continued**

- (c) a State shall maximise the effectiveness of assistance provided. To this end:
    - (i) the amount of a loan shall take into account market conditions, including house prices, incomes and the size of a deposit; and
    - (ii) loan repayments are to be related to the income of home purchasers, and to be affordable to those home purchasers. To this end, repayment ratios operating in the private market are to be taken into account. A State may reschedule repayments by a home purchaser in the event of individual hardship;
  - (d) a State shall ensure maximum choice of assistance. To this end:
    - (i) no class of persons, including single persons, shall be excluded from consideration;
    - (ii) home purchase schemes are to be accessible to existing public tenants;
    - (iii) where appropriate, shared ownership and rental purchase schemes are to be offered; and
    - (iv) schemes developed under this principle shall be consistent with the provisions in clause 27 of this agreement; and
  - (e) home purchase assistance under the agreement is to be related to other home purchase assistance programs operated by the Commonwealth and States.
- 20 (1) Subject to subclause 20 (2), a State may use moneys in the Account in accordance with the principles set out in Recital (D) and clause 19 for:
- (a) making repayments of principal and payments of interest falling due in the then current year in respect of loan assistance by the Commonwealth to the State under previous housing arrangements which has been allocated for home purchase assistance under those arrangements;
  - (b) making repayments of principal and payments of interest in respect of any State funds borrowed for the purpose of this Part allocated for home purchase assistance;
  - (c) meeting expenditure by the State in providing and administering home purchase assistance;

**SCHEDULE 1—continued**

- (d) facilitating borrowings of private bodies for home purchase assistance under this agreement, including participation in joint ventures and mortgage funds such as secondary mortgage market trusts;
  - (e) making loans and grants to:
    - (i) terminating building societies or co-operative housing societies;
    - (ii) a lending authority of the State approved by the State Minister;
    - (iii) registered co-operative organisations including permanent building societies approved by the State Minister;
    - (iv) such other class or classes of bodies or organisations as are from time to time agreed upon between the Minister and State Minister; and
    - (v) a class or classes of home purchasers,for the provision of home purchase assistance;
  - (f) financing the construction and purchase of dwellings, including the purchase of dwellings from home purchasers, and financing purchases by home purchasers who are borrowers;
  - (g) purchasing housing, including private housing, for sale to rental purchasers and financing such sales;
  - (h) the acquisition by the State of replacement housing of a value equal to the amount for which the State sells rental housing to home purchasers;
  - (i) urban renewal, housing advisory services and research and policy development in relation to matters not funded by the Australian Housing Research Council;
  - (j) making payments into the Rental Capital Account;
  - (k) making loans to participants in shared ownership schemes; and
  - (l) such other purposes as are from time to time agreed upon by the Minister and State Minister.
- 20 (2) Moneys paid into the Account under paragraph 23 (2) (f) are to be used only for home purchase assistance programs approved by the Minister for public tenants and persons eligible for rental housing, with preference to be given to shared ownership schemes.

**SCHEDULE 1—continued**

**PART IX—RENTAL HOUSING ASSISTANCE**

21. A State will establish a Rental Capital Account (in this Part referred to as “the Account” and elsewhere as “the Rental Capital Account”) which shall be operated by the State in accordance with this Part. All moneys in the Account are to be fully expended or committed in the year in which they are credited to the Account.
22. A State will pay into the Account:
  - (a) in each year of this agreement:
    - (i) all untied assistance paid by the Commonwealth to the State under this agreement during that year;
    - (ii) an amount of specific housing assistance grants as agreed by the Minister and State Minister;
    - (iii) grant matching funds;
    - (iv) such part of the cash surplus of revenue over outgoings arising from rental operations as is not applied to rental operations in accordance with clause 24;
    - (v) net proceeds from the sale after the first day of July 1989 of rental housing and land acquired under previous housing arrangements and the agreement referred to in Recital (B) or from the Account under this agreement;
    - (vi) State moneys which the State wishes to, and may consistently with this agreement, apply under clause 23 to activities referred to in this Part; and
    - (vii) any other funds as agreed between the Minister and State Minister; and
  - (b) additionally, in the first year of the agreement, such part of financial assistance and State matching funds provided under previous housing arrangements applied by the State to rental housing assistance as is unexpended at 1 July 1989.
- 23 (1) A State may use, in accordance with the principles set out in Recital (D) and the Commonwealth/State plan, moneys in the Account:
  - (a) to meet the direct costs associated with the construction of rental housing;

**SCHEDULE 1—continued**

- (b) to meet the costs of, and associated with, the acquisition, planning and development of land for rental housing development;
- (c) to make payments for, or provide bridging finance for, the provision of open space, landscaping, community facilities and for costs associated with land development, including contributions to headworks and reticulation of services, directly related to rental housing;
- (d) to make payments for the upgrading of rental housing;
- (e) to meet the direct costs associated with the purchase of housing for rental housing;
- (f) to engage in urban renewal activities related to rental housing;
- (g) to allocate funds to local government bodies for the construction or purchase of rental housing, where a State Minister considers it would be more appropriate for rental housing to be provided by those bodies;
- (h) to participate in joint ventures, co-operative enterprises or similar arrangements, other than those of an on-going or recurrent nature, for the provision of rental housing integrated with private housing to achieve a desirable socio-economic mixture;
- (i) to meet the direct costs of construction or purchase of dwellings for rental to participants in shared ownership schemes, with both the schemes and the costs to be agreed by the Minister and State Minister, where it is not practicable to fund the construction or purchase for this purpose from funding sources outside this agreement;
- (j) to pay principal and interest falling due in a year on Commonwealth loans provided to the State under previous housing arrangements, the amount of the payments being phased in over three years with 50 per cent available in the first year, 75 per cent in the second year and 100 per cent in the third year or as agreed by the Minister and State Minister, having regard to the cash surplus on rental operations; and
- (ja) notwithstanding paragraph (j) on and from 1 July 1993 to pay principal and interest falling due in a year on Commonwealth loans provided to the State under previous housing arrangements, up to an

**SCHEDULE 1—continued**

amount equal to the amount of any loss on rental operations in respect of that year.

23 (2) The Minister shall determine for a State in a year part of the Account as a general allowance, that part being an amount equal to 20 per cent, or as agreed between the Minister and State Minister, 25 per cent, of:

(a) for the first three years of this agreement, the total of untied assistance and grant matching funds:

(i) that would be paid into the Account in the fourth year of the agreement if the total of untied assistance to all the States for that year remained at the total for the first year of this agreement; or

(ii) that is paid into the Account in each of those years, as the State Minister determines; and

(b) for the fourth year and succeeding years of this agreement, the total of untied assistance and grant matching funds paid into the Account in each of those years,

to be used by the State—

(c) to provide funds to such non-profit, charitable bodies, rental housing co-operatives, voluntary bodies, local government bodies and other housing management bodies or groups as are approved by the State Minister;

(d) where agreed by the Minister and State Minister:

(i) to lease;

(ii) to subsidise leasing of; and

(iii) to subsidise other arrangements not of a capital nature in relation to,  
rental housing;

(e) to provide rental subsidies for renting private housing for those who are unable to obtain or maintain affordable finance for adequate and appropriate housing purchase from the private sector or from other sources outside of the agreement;

**SCHEDULE 1—continued**

- (f) for payment into the Home Purchase Assistance Account, up to the level of 15 per cent of the amounts referred to in paragraphs 23 (2) (a) and 23 (2) (b);
  - (g) to meet the costs associated with:
    - (i) the consulting referred to in subclause 28 (5); and
    - (ii) the provision of information in accord with subclause 38 (6); or
  - (h) for any other purposes agreed upon between the Minister and State Minister.
- 23 (3) Any part of the general allowance determined by the Minister under subclause 23 (2) for a State for a year which will not be fully expended or committed in that year for the purposes of that subclause shall be expended or committed in that year for the purposes of subclause 23 (1).
- 23 (4) Where in any year the general allowance determined by the Minister under subclause 23 (2) is not fully expended or committed in the year for which it was determined, the amount of the general allowance for the succeeding year shall be increased by the amount of the general allowance not so expended or committed in the previous year up to a maximum of one half of the general allowance for that year. If the amount by which the general allowance for the succeeding year is so increased is not fully expended or committed by the State in that year, entitlement to it shall lapse.
24. Any cash surplus of revenue over outgoings arising from rental operations in a year is to be applied to those operations or to the Rental Capital Account.
25. The conditions of eligibility of persons for rental housing assistance shall be determined by the State in accordance with the principles set out in Recital (D) and so that priority in granting assistance is determined by the need for assistance. No class of persons including the classes of single persons and of young persons shall be excluded from consideration.
- 26 (1) In determining rents for rental housing in accordance with the principles set out in Recital (D), a State shall fix rents having regard primarily to the costs to the State of providing that housing and to the capacity of tenants to afford to pay. To this end:

**SCHEDULE 1—continued**

- (a) where a State considers that a tenant has sufficient capacity to pay, the rent shall be not less than either that which would result from the application of the principles set out in the Schedule or market rent; and
  - (b) in other cases, the rent shall be set in accord with the tenant's capacity to pay and to assist in the alleviation of poverty or hardship.
- 26 (2) In determining capacity to pay rent, a State shall:
- (a) have regard to the level of income, including income from assets of the tenant and other household members;
  - (b) take into account the number of dependent children in the tenant's household;
  - (c) ensure that tenants with similar capacity to pay, pay similar rents;
  - (d) ensure that work disincentives are minimised; and
  - (e) have regard, as agreed between the Minister and State Minister, to the receipt by any member of the tenant's household of Family Allowance Supplement.
- 26 (3) Rents are to be reviewed at least annually.
- 26 (4) Subclauses 26 (2) and 26 (3) and paragraph 26 (1) (b) are to come into effect from 1 July 1990 and paragraph 26 (1) (a) from the same date or progressively over a period of three years from that date if the State Minister so determines, unless the Minister and State Minister agree upon another period to take into account the level of rents prevailing in the private rental market.
- 27 (1) A State may sell rental housing, including that the subject of shared ownership or rental purchase, but such sales, if any, shall be in accordance with the principles set out in Recital (D) and subject to the following conditions:
- (a) all sales shall be made:
    - (i) in the case of a sale occurring within 5 years after the date of purchase or construction of the house, at a price at least equal to the replacement cost at the time of sale of the whole or the share of the dwelling sold; and

**SCHEDULE 1—continued**

- (ii) in any other case, at a price equivalent to the market value or replacement cost at the time of the sale of the whole or the share of the dwelling sold,

provided however that:

- (iii) the vendor may allow a credit to the tenant in respect of the value of improvements made by the tenant; and
- (iv) the State may, if the Minister and State Minister agree, sell rental housing to a body, co-operative, group or other organisation which makes available rental housing under this agreement, at a price that is less than the value or cost stipulated in subparagraphs 27 (1) (a) (i) or 27 (1) (a) (ii);
- (b) in all sales of rental housing, the vendor is, at or prior to the date of the sale, to have received an amount calculated in accordance with paragraph 27 (1) (a);
- (c) in the case of a rental purchase, home purchase assistance funds may be used to enable the vendor to receive an amount referred to in paragraph 27 (1) (b); and
- (d) net proceeds from sales of rental housing shall be used to construct or purchase replacement housing and associated land which is to be included in rental housing for the purpose of this agreement.

- 27 (2) A State shall ensure that if any body, co-operative, group or other organisation which acquires rental housing with rental housing assistance funds or acquires at other than market value or replacement cost rental housing from the State, sells, otherwise disposes of, or uses that housing for a purpose other than rental housing as provided for under this Part:

- (a) within five years of the date of purchase or construction of the housing by the State, it shall repay to the State an amount equal to what would be the net proceeds from a sale at replacement cost of the housing; and
- (b) thereafter, it shall repay to the State an amount equal to what would be the net proceeds from the sale, at market value or replacement cost, of that housing.

**PART X—COMMONWEALTH/STATE HOUSING ASSISTANCE PLANS**

**SCHEDULE 1—continued**

- 28 (1) Subject to clause 28A, there shall be a Commonwealth/State plan in accordance with Recital (D), agreed by the Minister and State Minister, in respect of a State for each year of this agreement, excluding the first year, setting out the provision of housing assistance under this agreement. The plan shall have regard to the period and level of funding provided under Parts V and VI of this agreement. In each year the plan shall be agreed by the Minister and State Minister prior to the commencement of the year to which the plan refers.
- 28 (2) Within the framework of the funds available under Parts V and VI, and the operation of other Commonwealth and State housing programs, each plan shall include:
- (a) an assessment of housing need;
  - (b) an assessment both of the resources available to provide programs of assistance and of the assistance resulting from those programs. In assessing the resources, regard shall be had to the effect of sales of rental housing under this agreement;
  - (c) allocation priorities and targets;
  - (d) program delivery priorities and targets including priorities and targets relating to the provision of information under Part XV of this agreement; and
  - (e) other matters as agreed between the Minister and a State Minister.
- 28 (3) A State shall draft for submission to the Joint Officers' Group the Commonwealth/State plan on the basis of the broad content and framework of the plan agreed by the Joint Officers' Group. This Group shall then consider and recommend the Commonwealth/State plan to the Minister through the State Minister for their mutual agreement.
- 28 (4) A Joint Officers' Group shall be established in respect of a State, and shall comprise members drawn from:
- (a) the Commonwealth; and
  - (b) the State as nominated through the agency of the State determined under clause 33.
- 28 (5) The Joint Officers' Group shall be responsible for:
- (a) consulting with organisations relevant to the delivery of public housing assistance;

**SCHEDULE 1—continued**

- (b) developing and agreeing on the broad content and framework of the Commonwealth/State plan, taking into account Commonwealth and State priorities for rental housing assistance in that year; and
  - (c) considering the Commonwealth/State plan submitted to it by the State and recommending the plan to the Minister and State Minister.
- 28A (1) In respect of each year commencing on 1 July 1993 there shall be for each year a three year Commonwealth/State rolling plan to be developed annually in respect of a State in accordance with national objectives as agreed between the Minister and State Ministers and Recital (D), setting out the provision of housing assistance under this agreement. A plan is to be agreed by the Minister and State Minister prior to the commencement of each such year of this agreement. The plan shall have regard to the level of funding for each of those years provided under Parts V and VI of this agreement.
- 28A (2) For each of those years:
- (a) a Commonwealth/State plan for the three year period commencing on 1 July of each such year is to be prepared by the State on the basis of the broad content and framework of a plan agreed between Commonwealth and State officers;
  - (b) the plan shall be provided to the Minister by the State Minister no later than 31 March preceding each such year;
  - (c) if the Minister is unwilling to approve the plan, the Minister shall inform the State Minister within 28 days of receipt of the plan of aspects of the plan where changes are required before the plan can be approved.
- 28A (3) Within the framework of funds available under Parts V and VI, and the operation of other Commonwealth and State housing programs, each Commonwealth/State plan shall include:
- (a) strategies to address three year national objectives and priorities agreed by the Minister and State Ministers;
  - (b) information on performance indicators for monitoring and evaluation of progress towards the agreed national objectives;
  - (c) information on other relevant State housing initiatives which contribute towards achievement of the national objectives;

**SCHEDULE 1—continued**

- (d) where appropriate, an identification of linkages with other housing and accommodation programs and, where practicable, consolidated priorities for those programs;
  - (e) an assessment of housing need at State and regional levels and an explanation of the assessment methodology;
  - (f) a report on the outcome of community consultation and its effect on that plan;
  - (g) details of Commonwealth grants and State matching requirements; and
  - (h) other matters as agreed between the Minister and State Minister.
- 28A (4) Within twenty-one days after the State budget in each year commencing after 30 June 1993, a State is to provide to the Minister a supplement to the three year Commonwealth/State plan commencing in that year which shall provide detailed information on priorities and targets relating to provision of housing assistance for the year.
- 28A (5) There shall be either an Advisory Committee established in respect of a State with a structure and a membership jointly approved by the Minister and State Minister, which shall comprise members drawn from:
- (a) the Commonwealth;
  - (b) the State;
  - (c) local government and community groups with an interest in housing assistance; and
  - (d) other members as agreed by both Ministers,
- or an alternative advisory process agreed between the Minister and State Minister.
- 28A (6) The Advisory Committee shall:
- (a) provide advice to the State on priorities, strategies and targets for consideration in the development of Commonwealth/State plans;

**SCHEDULE 1—continued**

- (b) provide advice to the State on arrangements for community consultation in relation to a draft Commonwealth/State plan; and
  - (c) consider a report by the State following community consultation on how the outcome of community consultations is reflected in a draft Commonwealth/State plan.
- 28A (7) A State shall, in conjunction with reporting requirements under Clause 38, furnish in respect of each year commencing after 30 June 1993 to the Minister by 30 November occurring after each such year a report of outcomes for that year against planning targets and performance indicators.
- 28A (8) In respect of years commencing after 30 June 1994, reporting under Clause 28A (7) will include reporting against a national core set of performance indicators as agreed between the Commonwealth and the States.

**PART XI—USER RIGHTS AND PARTICIPATION**

29. In implementation of the principles set out in Recital (D) a State shall ensure that, by way of user rights and participation:
- (a) applicants for, and recipients of, housing assistance have access to:
    - (i) information about available housing assistance and its current policies on that assistance, tenancy conditions and appeal mechanisms. In providing this information, a State shall have particular regard to the special needs of people with limited abilities in relation to literacy, comprehension or command of English; and
    - (ii) an independent appeal mechanism, agreed by the Minister and State Minister, from decisions as to the provision by the State of housing assistance funded under this agreement, which is to be in force by 31 August 1990; and
  - (b) persons in receipt of rental housing assistance have maximum opportunity to participate in the management of their dwellings and estates and in the development of public housing policies.

**PART XII—SPECIFIC HOUSING ASSISTANCE**

30. The Minister may in writing authorise, subject to guidelines made consistently with this agreement and agreed between the Minister and a State Minister relating to the following programs including guidelines as

**SCHEDULE 1—continued**

to the provision of any funds by a State in relation to each program, grants to a State for expenditure on:

- (a) rental housing assistance for pensioners;
- (b) rental housing assistance for Aboriginals;
- (c) mortgage and rent relief;
- (d) crisis accommodation;
- (e) local government and community housing;
- (ea) on and from 1 January 1993, a Community Housing Program; and
- (f) any other program determined by the Minister following consultation with a State.

- 31 (1) Rental housing provided with grants for specific housing assistance may be sold by a State subject to and in accordance with the provision of clause 27.
- 31 (2) Unless otherwise agreed by the Minister, the net proceeds of sale of rental housing provided for a specific purpose or program with grants under this Part shall only be applied to provide rental housing for the same purpose or program.
- 31 (3) This clause shall apply to rental housing that has been provided from grants made by the Commonwealth to a State under Part III of the Housing Assistance Act 1978 or under Part XI of both the agreement made 23 December 1981, the execution of which was authorised by the Housing Assistance Act 1981, and the 1984 Agreement respectively or under this Part of this agreement.

**PART XIII—OBSERVANCE OF AGREEMENT**

32. The Commonwealth shall provide for, or secure the performance by it and its authorities of, the obligations of the Commonwealth under this agreement and each of the States shall provide for, or secure the performance by the State and its authorities of, the obligations of the State under this agreement.
33. A State shall determine an agency or agencies (including bodies or organisations that are not authorities of the State) for the performance of this agreement on behalf of the State and acts and things that are done by or with respect to the agency or agencies so determined shall, for the

**SCHEDULE 1—continued**

purposes of this agreement, be deemed to have been done by or with respect to the State.

34. If the Minister in writing informs the State Minister that the Minister is satisfied the State has failed to ensure that an amount of financial assistance provided to the State has been applied for the purposes and in the manner provided for by this agreement with respect to that financial assistance, the State will repay that amount or such part of that amount as the Minister thinks reasonable to the Commonwealth.
35. If a State fails for any reason to meet the requirements for the provision by it of matching funds in accordance with Part VI or Part XII with respect to any financial assistance that has been provided to it, the State will upon request directed to the State Minister by the Minister in writing, repay to the Commonwealth the amount of that financial assistance or so much of that amount as is specified in the request.
36. If the Minister and a State Minister cannot agree, in a year in which it is to be agreed, on allocation or program delivery priorities and targets to be included in a Commonwealth/State plan for the subsequent year, or if a State fails to apply priorities or achieve targets included in a Commonwealth/State plan in respect of a year, otherwise than because of matters beyond its control, the Minister may, following consultation with the State Minister:
  - (a) determine for the subsequent year, an amount of untied assistance which is to be expended in that year on priorities and targets determined by the Minister; or
  - (b) determine for the subsequent year, an amount which otherwise would be untied assistance to become part of the specific housing assistance for that State for that year.

**PART XIV—TRIENNIAL EVALUATION**

37. In accordance with the arrangements to be agreed between the Minister and State Ministers, the operation of the agreement is to be evaluated triennially.

**SCHEDULE 1—continued**

**PART XV—SUPPLY OF INFORMATION**

- 38 (1) A State shall, not later than the thirtieth day of November preceding the beginning of a year of this agreement, provide the Minister in a reasonable form, determined by the Minister after consultation with the State Minister:
- (a) estimates of the financial resources and program outputs in respect of rental housing and home purchase assistance programs for the year;
  - (b) revised estimates of those financial resources and program outputs for the then current year; and
  - (c) final figures for those financial resources and program outputs for the previous year.
- 38 (2) A State shall furnish in respect of each year to the Commonwealth by the thirtieth day of November occurring after that year and in a reasonable form to be determined by the Minister after consultation with the State Minister:
- (a) statements in respect of the operation of:
    - (i) the Rental Capital Account; and
    - (ii) the Home Purchase Assistance Account;
  - (b) statements which set out particulars of the expenditure during the year by the State of:
    - (i) amounts on home purchase assistance programs, being matching funds under paragraph 13 (2) (b); and
    - (ii) grants for specific housing assistance; and
  - (c) statements which set out:
    - (i) the manner in which the State has fixed rents in accordance with clause 26; and
    - (ii) any cash surplus or deficit of revenue over outgoings arising from rental operations.
- 38 (3) A State shall publish an audited statement on the operation in each year of the Rental Capital Account no later than nine months after the conclusion of a year.

**SCHEDULE 1—continued**

- 38 (4) The information to be included in a statement pursuant to subclause 38 (3) will be no less than that to be furnished to the Minister on the operation of the Rental Capital Account, pursuant to subclause 38 (2).
- 38 (5) A statement furnished pursuant to subclause 38 (2) is to be certified as to its correctness by a person appointed by the State Minister for that purpose.
- 38 (6) A State shall provide in writing to the Commonwealth in respect of each year of this agreement by the thirtieth day of November occurring after that year such program and non-identifying client information as is reasonably requested by the Commonwealth to monitor achievement of the objectives of this agreement and allocation and program delivery priorities and targets identified in the Commonwealth/State plan.
- 38 (7) The Commonwealth and the State shall provide each other with information as agreed for program development and planning purposes.

**PART XVI—VARIATION OF AGREEMENT**

- 39 (1) The provisions of this agreement may be varied as between the Commonwealth and a State by agreement in writing between the Minister and State Minister, but only after consultation between the Minister and other State Ministers.
- 39 (2) A copy of an agreement or copies of the documents which constitute an agreement under subclause 39 (1) shall be tabled in the Parliament of the Commonwealth and, where necessary, of the State within 15 sitting days of respective Parliaments from the date upon which the agreement is made.
- 39 (3) An agreement under subclause 39 (1) shall not affect the operation of this agreement as between the Commonwealth and the States other than a State with which the agreement has been made.

**PART XVII—REPRESENTATION AND COMMUNICATIONS**

- 40 (1) The Commonwealth shall, subject to subclause 40 (2), be represented for the purposes of this agreement by the Department of Community Services and Health and the Minister shall notify State Ministers of the address of that Department of any change at any time of that address.
- 40 (2) In the event that the administration of this agreement for the Commonwealth is allocated to a Minister other than a Minister responsible for administering any part of the Department of Community

**SCHEDULE 1—continued**

Services and Health, the Commonwealth shall be represented by the Department administered by that other Minister and that Minister shall notify State Ministers of the address of that Department.

41. Each State shall be represented for the purposes of this agreement by the Department administered by the State Minister or such other agency of the State as the State Minister shall nominate (“Agency”) and the State Minister shall notify the Minister of the address of that Department or Agency and of any change at any time of the Department or Agency or of the address.
- 42 (1) A notice or other communication under or in connection with this agreement shall be duly given if it is in writing signed by or on behalf of, or attributed to, the head of the Department or Agency by which it is given and addressed to or delivered at the address of the Department or Agency to which it is directed.
- 42 (2) For the purpose of this clause writing includes a teleprinter message and the address for such a message shall be the teleprinter address of the receiving Department or Agency.
- 42 (3) A notice or other communications shall be given under this clause when it is received in the appropriate form by the Department or Agency to which it is directed.

**THE SCHEDULE**

Clause 26

**COST RENT PRINCIPLES**

The following principles are to be used to determine real cost rents for rental housing. The principles are not to be applied to the costs of individual dwellings but rather to the total cost pool of the rental stock. In allocating the total cost pool to individual tenancies, a State will have regard to variation in housing standards and locations within the constraints of available administrative arrangements for assessing these variations.

**Recovery of operating expenses**

1. The costs to be recovered in this respect are ordinarily listed in the rental accounts of State housing authorities as yearly expenditure items. These include:
  - (a) administration;
  - (b) States;

**SCHEDULE 1—continued**

- (c) insurance;
- (d) specific operating expenses associated with particular types of units;
- (e) annual maintenance;
- (f) yearly allowance for rent arrears and debts written off;
- (g) yearly allowance for vacancies;
- (h) leasing expenses related to land and dwellings;
- (i) operating expenses of community facilities; and
- (j) any other operating costs agreed between the Minister and a State Minister.

**Interest Charges**

2. The costs to be recovered by the State include:
  - (a) interest payable by a State on loan funds invested by it in rental housing; and
  - (b) a notional amount of interest on all Commonwealth and State grants invested in rental housing from and including 1989-90. That notional amount of interest is to be calculated at a rate taken as equivalent to the assessed secondary market yields published by the Reserve Bank of Australia in periodical Statistical Bulletins for the last business day of June preceding the commencement of the year in which the grants are paid into the Rental Capital Account.

**Depreciation**

3. An amount with respect to depreciation is to be included in costs to be recovered. To this end:
  - (a) the depreciation rate is to reflect a life of between 40-75 years of the capital improvements on the land;
  - (b) the value of capital improvement will be based on the estimated current capital improved value; and
  - (c) the minimum annual depreciation rate will be not less than the rate resulting from a term of 75 years.

IN WITNESS WHEREOF this agreement has been executed by the parties as at the day and year first above written.

**SCHEDULE 1—continued**

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**NOTE**

1. The *Housing Assistance Act 1987* as shown in this reprint comprises Act No. 36, 1987 amended as indicated in the Tables below.

Citation of Laws—The *Self-Government (Citation of Laws) Act 1989* (No. 21, 1989) altered the citation of most Ordinances so that after Self-Government day they are to be cited as Acts. That Act also affects references in ACT laws to Commonwealth Acts.

Table 1

**Table of Ordinances**

Ordinance	Number and year	Date of notification in Gazette	Date of commencement	Application, saving or transitional provisions
<i>Housing Assistance Ordinance 1987</i>	36, 1987	29 July 1987	19 Aug 1987 (see Gazette 1987, No. S213)	
<i>Housing Assistance (Amendment) Ordinance 1988</i>	66, 1988	21 Sept 1988	21 Sept 1988	—
<i>Self-Government (Consequential Amendments) Ordinance 1989</i>	38, 1989	10 May 1989	Ss. 1 and 2: 10 May 1989 Remainder: 11 May 1989 (see s. 2 (2) and Gazette 1989, No. S164)	—

**Self-Government day 11 May 1989**

Table 2

**Table of Acts**

Act	Number and year	Date of notification in Gazette	Date of commencement	Application, saving or transitional provisions
<i>Housing Assistance (Amendment) Act 1990</i>	11, 1990	17 May 1990	17 May 1990	—
<i>Housing Assistance (Amendment) Act 1991</i>	59, 1991	29 Oct 1991	29 Oct 1991	—
<i>Housing Assistance (Amendment) Act 1992</i>	77, 1992	24 Dec 1992	Ss. 4 and 8: 1 Jan 1993 S. 7: (a) Remainder: 24 Dec 1992	S. 9
<i>Statute Law Revision Act 1994</i>	26, 1994	31 May 1994	31 May 1994	—

**NOTE—continued****Table of Acts—continued**

Act	Number and year	Date of notification in Gazette	Date of commencement	Application, saving or transitional provisions
<i>Public Sector Management (Consequential and Transitional Provisions) Act 1994</i>	38, 1994	30 June 1994	Ss. 1 and 2: 30 June 1994 Remainder: 1 July 1994 (see Gazette 1994, No. S142, p. 2)	Ss. 3, 5-12, 15 and 19

(a) Subsection 2 (3) of the *Housing Assistance (Amendment) Act 1992* provides as follows:

“(3) Section 7 commences in accordance with subsection 9 (4).”

The date on which section 7 commenced in accordance with subsection 9 (4) was 1 January 1993 (see *Gazette* 1993, No. S10, p. 4).

**Table of Amendments**

ad. = added or inserted am. = amended rep. = repealed rs. = repealed and substituted

Provision	How affected
S. 3.....	am. No. 38, 1989; Act No. 11, 1990; No. 77, 1992
S. 8.....	am. No. 38, 1989
S. 9.....	am. No. 38, 1989; Act No. 77, 1992; No. 38, 1994
S. 11.....	am. No. 38, 1989
S. 12.....	am. No. 38, 1989; Act No. 11, 1990; No. 59, 1991; No. 77, 1992
Ss. 13, 14.....	rep. No. 38, 1989
S. 15.....	am. Act No. 11, 1990
S. 17.....	am. No. 38, 1989
S. 18.....	rs. Act No. 77, 1992 am. No. 26, 1994
S. 19.....	am. No. 38, 1989
S. 21.....	rs. No. 66, 1988 am. No. 38, 1989
S. 22.....	rs. Act No. 11, 1990 rep. No. 26, 1994
Schedule 1 .....	rs. Act No. 11, 1990; No. 77, 1992
Schedule 2 .....	rep. Act No. 11, 1990
Schedule 3.....	am. Act No. 11, 1990 rep. No. 26, 1994