

Australian Capital Territory

## **Housing Assistance (Commonwealth/State Housing Bilateral Agreement) 2004 (No 1)\***

**Notifiable instrument NI2004 — 284**

made under the

**Housing Assistance Act 1987, s 11A (Housing Agreement or Variations)**

---

I notify the making of the Commonwealth State Housing Bilateral Agreement  
2003-08 (the CSHA).

The CSHA between the Commonwealth and States and Territories commenced on  
15 July 2003.

Copies of the CSHA Bilateral are available for inspection at Housing ACT Shopfront,  
Ground Floor, Nature Conservation House, Cnr Benjamin Way and Emu Bank, Belconnen.  
Copies are also available in PDF version on <http://www.dhcs.act.gov.au/hcs/Publications>.

Sandra Lambert  
Commissioner for Housing

6 August 2004

\*Name amended under Legislation Act, s 60

# **2003 COMMONWEALTH STATE HOUSING AGREEMENT**

---

## **BILATERAL AGREEMENT**

---

**BETWEEN**

**THE COMMONWEALTH OF AUSTRALIA**

**AND THE**

**AUSTRALIAN CAPITAL TERRITORY**

**2003-2008**

# CONTENTS

1.	GENERAL ARRANGEMENTS .....	4
2.	CONTEXT FOR PROVIDING HOUSING ASSISTANCE IN THE ACT .....	6
3.	AVAILABLE RESOURCES.....	14
4.	OBJECTIVES AND OUTCOMES.....	14
5.	DATA, RESEARCH AND EVALUATION.....	35
6.	REPORTING ARRANGEMENTS .....	35
7.	COMMUNITY CONSULTATION .....	35
8.	VARIATION OF AGREEMENT .....	35
9.	PUBLICITY AND PROTOCOLS .....	35
10.	CSHA HOUSING ASSISTANCE FUNDING .....	38
11.	DEFINITIONS.....	39
12.	TARGETS FOR 2003-04 AND 2004/05 .....	41

# BILATERAL AGREEMENT BETWEEN THE COMMONWEALTH OF AUSTRALIA AND THE AUSTRALIAN CAPITAL TERRITORY

An Agreement is made on the 25<sup>th</sup> day of June 2004.

## RECITALS

- A. This Bilateral Commonwealth-State Housing Agreement (“Bilateral Agreement”) is made on ..... 2004 between the Australian Capital Territory and the Commonwealth (the “parties”) to give effect to subclause 6(1) of the 2003-2008 Commonwealth-State Housing Agreement (“2003 CSHA”) signed between the parties on ..... July 2003. This Bilateral Agreement, made pursuant to subsection 6(3) of the *Housing Assistance Act 1996* (Cth), is designed to outline directions for delivery of housing assistance in the ACT, focussing on key areas of strategic interest to both parties rather than the specific operational activities of the ACT Department of Disability, Housing and Community Services. Pursuant to subclause 2(8) of the CSHA, the ACT Department of Disability, Housing and Community Services shall be the Territory agency responsible for the performance of the CSHA and this Bilateral Agreement on behalf of the ACT.
- B. This Bilateral Agreement, reflects an acceptance that the ACT has different needs and priorities to other States and Territories and outlines the ACT specific planning arrangements for the application of housing assistance provided out of Commonwealth financial assistance, Territory grants and ACT housing funds.
- C. This Bilateral Agreement shall be deemed to take effect on ..... when it is signed by the Commonwealth Government and an appropriately authorised officer of the ACT. The Bilateral Agreement covers arrangements for the period of five years from 1 July 2003 to 30 June 2008 inclusive.
- D. Specific outcomes, targets and strategies for the housing needs of Aboriginal and Torres Strait Islander people are set out in the Trilateral Housing Agreement (the “Trilateral”). This is an agreement between the Commonwealth and ACT governments and Aboriginal and Torres Strait communities in the ACT. Aboriginal and Torres Strait Islander people will receive housing and infrastructure assistance related to their disadvantage through a range of programs under this Bilateral Agreement.
- E. Funds available for housing assistance under this Bilateral Agreement include the Commonwealth and Territory funding contributions set out in Attachment A.

**IT IS AGREED** as follows:

## 1. GENERAL ARRANGEMENTS

- 1.1 The 2003 CSHA is the primary vehicle by which the Commonwealth and ACT Governments provide social housing assistance. Both Governments will provide a total of approximately \$136.4 million<sup>1</sup> over the period 2003 to 2008 to achieve the objectives and outcomes set out in this Bilateral Agreement.<sup>2</sup>
- 1.2 Funds provided through the CSHA will be used to address housing need, to ensure that the provision of housing is not only an end in itself, but produces other positive social outcomes, and to ensure that housing strategies are coordinated with other government policies to support individuals, families and communities.

---

<sup>1</sup> Total funding refers to Commonwealth and ACT matching under the Agreement and excludes over-matching by the ACT. Please see [Attachment A](#) for a breakdown.

<sup>2</sup> Further information regarding funding provided in addition to CSHA matching funds, including funding to the Aboriginal and Torres Strait Islander community is outlined in Section 3: Available Resources.

- 1.3 This Bilateral Agreement incorporates the recitals and guiding principles enunciated in the 2003 CSHA. Key elements of the 2003 CSHA are that:
- (a) It is a five year agreement;
  - (b) It contains indexation (funding arrangements will be increased by the percentage increase of the Safety Net Adjustment (\*0.40) and the All Groups CPI (\*0.60) rounded to the nearest single decimal place);
  - (c) Tied funding is continued for the Community Housing Program and the Crisis Accommodation Program, however, they are now subject to indexation<sup>3</sup>;
  - (d) Current State and Territory matching requirements are continued, with State and Territory funding contributions to equal 48.95% of the Commonwealth's contribution to Base Funding for each of the five years of funding;
  - (e) It contains an efficiency dividend of 1% per annum; and
  - (f) 5% of funding is contingent on timely reporting and performance around reducing work disincentives and attracting investment from outside the social housing sector.
- 1.4 The guiding principles of this Agreement, as enunciated in the Multilateral Agreement are:
1. To maintain a core social housing sector to assist people unable to access alternative suitable housing options.
  2. To develop and deliver affordable, appropriate, flexible and diverse housing assistance responses that provide people with choice and are tailored to their needs, local conditions and opportunities.
  3. To provide assistance in a manner that is non-discriminatory and has regard to consumer rights and responsibilities, including consumer participation.
  4. To commit to improving housing outcomes for Aboriginal and Torres Strait Islander people in urban, rural and remote areas, through specific initiatives that strengthen the Aboriginal and Torres Strait Islander housing sector and the responsiveness and appropriateness of the full range of mainstream housing options.
  5. To ensure housing assistance links effectively with other programs and provides better support for people with complex needs, and has a role in preventing homelessness.
  6. To promote innovative approaches to leverage additional resources into the social housing system, through community, private sector and other partnerships.
  7. To ensure that housing assistance supports access to employment and promotes social and economic participation.
  8. To establish greater consistency between housing assistance provision and outcomes, and other social and economic objectives of government, such as welfare reform, urban regeneration, and community capacity-building.
  9. To undertake efficient and cost-effective management that provides best value to governments.
  10. To adopt a co-operative partnership approach between levels of government towards creating a sustainable and more certain future for housing assistance.

---

<sup>3</sup> Assistance for social housing under the CSHA is funded primarily through base grants, the Community Housing Program and the Crisis Accommodation Program.

11. To promote a national, strategic and integrated and long term vision for affordable housing in Australia through a comprehensive approach by all levels of government.

These principles are further discussed in Section 4 – Objectives and Outcomes.

- 1.5 Recital C of the 2003 CSHA notes that the “provision of housing assistance to people requiring access to affordable and appropriate housing is essential to reduce poverty and its effects on individuals and on the community as a whole.” The ACT supports this sentiment and, in this light, seeks to improve the maintenance and maintain the supply of appropriate, affordable housing in the ACT in order to provide housing for those in need.
- 1.6 The ACT will continue to support and contribute to targeted research and analysis aimed at improving the understanding and outcomes associated with the provision of housing assistance.
- 1.7 The ACT acknowledges the specific outcomes to be achieved and performance measures in the areas of attracting investment from outside the social housing sector and reducing workforce disincentives for social housing tenants.
- 1.8 The ACT acknowledges the Commonwealth priority and resolution of the Council of Australian Governments concerning the reduction of Aboriginal and Torres Strait Islander disadvantage by improving program performance and commits to improving housing outcomes by appropriately implementing initiatives defined within “*Building a Better Future: Aboriginal and Torres Strait Islander Housing to 2010*”.
- 1.9 The ACT acknowledges that the Crisis Accommodation Program (CAP) will be retained as an identified program under the CSHA. The program will be reviewed nationally during the first two years of the CSHA, in order to identify options for the future and to inform any renewed SAAP Memorandum of Understanding.
- 1.10 The ACT acknowledges the Commonwealth’s arrangements under the Supported Accommodation Assistance Program (SAAP) Memorandum of Understanding. This Agreement complements those SAAP arrangements.

## **2. CONTEXT FOR PROVIDING HOUSING ASSISTANCE IN THE ACT**

Stable, secure and affordable housing is a critical element of the lives of all people in our community. All members of the community should be able to access housing that meets their needs. Without appropriate housing, members of our community cannot fully participate in education, employment, social and recreational and other activities that support their development and general wellbeing and that of our society.

Although the ACT is relatively small in comparison to other States and Territories, the specific needs of its population are complex and challenging. These issues must be analysed and addressed in the context of the specific nature of housing need within the ACT.

The Australian housing market, particularly in major cities, has undergone much change since the 1990s. Specifically, the cost of housing across all sectors has increased dramatically in the majority of cities and regional centres, making it difficult for people on low-moderate incomes to access housing. This, combined with changes in the employment market and other socio-economic factors, is changing the face of Australian society as many groups find themselves unable to access accommodation, employment and education. The social housing sector provides housing for a diverse group within our society. These are primarily people on low incomes and people with special and/or complex needs. Social housing provides choice and greater access to housing that caters for their specific requirements. Groups who are represented within social housing include, but are not

limited to, the aged, youth, people with disabilities, Aboriginal and Torres Strait Islanders, people escaping domestic/family violence and people with mental health and alcohol and other drugs of dependence issues. For some time access to public housing has been increasingly targeted to assist those in greatest housing need. Some 85% of households in ACT public housing paid rebated rent in 2002-03, while 87.1% of allocations in 2002-03 were made to those meeting the National Housing data definition of 'greatest need'. Under this Bilateral Agreement, the ACT Government seeks to provide, as far as practicable, housing options for the disadvantaged in our community, in a non-discriminatory, consultative environment.

## 2.1 The Housing System

The housing system can be divided into a number of primary tenures: home purchase and ownership, private rental, public rental housing and not-for-profit rental housing. This can be further divided into affordable and social housing. Some primary characteristics of the ACT housing system are:

- a higher proportion of public housing in comparison with other States and the Northern Territory;
- highest average age of public housing stock in Australia;
- a low and declining level of low-cost private rental housing;
- growth in the number of outright home owners; and
- rising housing costs for both renters and home purchasers.

The main funding instruments contributing to direct housing assistance in Australia are the CSHA, the Commonwealth Rent Assistance (RA) program and the First Home Owners Grant (FHOG). The Commonwealth and the ACT Governments also have the capacity to influence the supply of affordable housing through taxation, land and planning policies and programs.

The Commonwealth and the ACT recognise the need to promote affordable housing in Australia and the 2003 CSHA (Guiding Principle 11) commits both parties *to promote a national, strategic, integrated and long term vision for affordable housing in Australia through a comprehensive approach by all levels of government*. The ACT Government supports this Guiding Principle and the development of a national approach to affordable housing. The ACT Government is willing to work with other jurisdictions and the Commonwealth to develop and implement this approach, as required.

## 2.2 Supply and demand

Both supply and demand factors and their interaction are impacting on the supply of appropriate and affordable housing. Rising demand for affordable housing has been caused by the growth in low and single income households, and greater differentiation and complexity in housing needs. The ACT population is also aging at a faster rate than the rest of the Australian population. Population projections of the ACT suggest that although the overall number of residents is increasing, household sizes are decreasing. Changes in the labour market have also affected the housing options of low-income households, with part-time and casual work arrangements making home purchase and security of tenure in the private rental market more difficult.

On the supply side, there are more low-income households reliant on renting privately at the same time that there has been a decline in the supply of low cost rental housing in the ACT.

### 2.3 Housing Affordability

In 2003/04, the cost of housing rose in the ACT, in some cases (such as private rental housing), surpassing rates in Sydney. The ACT Affordable Housing Taskforce (2003) found that housing affordability is a growing problem in the ACT, with many people unable to afford appropriate housing.

Housing affordability is influenced by a number of factors other than housing costs. These include but are not limited to: general economic conditions, income and employment levels, overall living costs, planning and taxation systems. According to the ACT Affordable Housing Taskforce, “8,400 low-income households in the ACT were paying more than 30% of their income in housing costs. For over half of these households, housing costs amounted to more than 40% of their income.”<sup>4</sup>

### 2.4 Public housing in the ACT

As at 30 June 2003, there are 11,465 publicly owned housing dwellings<sup>5</sup> in the ACT with 11,125 tenancies housing approximately 25,000 people. The ACT Government’s housing portfolio is valued at \$2.4 billion. While the overall condition of the public housing stock is still being assessed through a comprehensive process of condition audits, there are recognised problems of quality and ageing of the stock and consequent long-term maintenance requirements.

Public housing contributes significantly to the provision of housing for those people who have difficulty accessing the private market for reasons of low and/or unpredictable income, disadvantage and disability. Following the rapid escalation of house prices and rents, public housing is often the only option for an increasing number of people.

The Department of Disability, Housing and Community Services (the Department) aims to provide safe, affordable and appropriate public housing that supports the needs of its clients in a sustainable social environment. The provision of secure housing helps to provide individuals with dignity and the opportunity to develop a sense of community and of place. It provides tenants with the opportunity to build environments that are inclusive and participative.

Housing stock in the ACT has an average age of 27 years and is the oldest, on average, public housing stock in Australia. 23% per cent of stock is in excess of 40 years old. The age and structure of the portfolio presents considerable challenges for rejuvenation of the stock.

Unlike some other States, the ACT does not have whole suburbs exclusively consisting of public housing, and its multi-unit complexes are of a lesser scale than the high-rise complexes in Sydney or Melbourne. In general, the ACT’s multi-unit sites are well located in that they have good access to public transport, schools and other community facilities and centres of employment. However, the multi-unit sites are amongst the oldest properties and are now of poor building quality, layout and site design, compared to contemporary standards and have high levels of anti-social behaviours and high unemployment. Additionally, as public housing is called upon to address the unmet need of those with

---

<sup>4</sup> 1999 National Housing Survey quoted in National Centre for Social and Economic Modelling – University of Canberra for the ACT Affordable Housing Taskforce, *Indicators of Housing Affordability in the ACT* (January 2003), p3

<sup>5</sup> A number of the dwellings owned by Housing ACT are managed by community housing and other community based organisations providing accommodation and/or other support services as appropriate.

complex needs, including disabilities, there has been an increased demand for special purpose dwellings, which are more difficult and costly to acquire.

#### **2.4.1 Multi-unit Property Plan (MUPP)**

In accordance with the commitment to creating more sustainable tenancies and better integrated social housing, a major \$60 million rejuvenation of the ACT's multi-unit sites over a 10-year period was announced in the 2000-01 Budget. The program will provide a higher quality and more appropriate standard of accommodation, as well as improve the overall amenity of the sites, while reducing concentrations of public housing tenants. This strategy, together with provision of appropriate support services, will result in a more stable environment for young people in particular and assist them to participate in training, education and employment. The ACT will explore opportunities for linkages with ACT and Commonwealth programs in these areas.

The large multi-unit sites (greater than 40 units), which represent close to a fifth of the total portfolio, represent the most difficult asset management challenge.

The MUPP is based on Ecumenical Housing Inc's *ACT Housing Multi-unit Property Plan* (September 1999), a report prepared as a strategic plan for ACT Housing for the tenancy and property management of the large (i.e. more than 40 units) multi-unit public housing sites in the ACT.

The assessment of the sites indicated that 80% required urgent attention, mostly due to the need for physical upgrading, but also due to tenancy related issues and problems with site design. In early 2000, an accelerated program of improvements (known as MUPP) was identified.

Refurbishing the large multi-unit complexes and addressing the fire safety and BCA issues is not likely to increase their economic life for more than 10-15 years and any expenditure made is unlikely to be recovered in a later sale.

While several of these complexes are in high value locations and are well located near shopping centres and public transport, there are major maintenance issues with many of them.

It is recognised that the concentration of disadvantage in the multi-unit complexes contributes to the cycle of poverty and stigmatisation of the tenants. Therefore, the redevelopment of these sites seeks to ensure an improved mix of tenure, with private and public housing providing an enhanced, diverse community, thus dissolving the concentration of disadvantage currently experienced on some of these sites.

## **2.5 Community Housing**

The community housing sector plays an integral part in the provision of social housing in the ACT. Community housing presents a housing option that is complementary to public housing. It provides choice, it offers a higher level of tenant participation in management, and provides another avenue through which the diverse needs of individuals can be met. As at 30 June 2002, there were 25 organisations in the ACT providing community-housing services. The total number of dwellings for community housing, including dwellings provided from non-Commonwealth State Housing Agreement funds, was 447.

The ACT Government is committed to the expansion of the community housing sector in the ACT and a framework for the expansion of community housing has been agreed by the ACT Government.

The ACT Government is not supportive of an approach that grows community housing at the expense of the public housing system, and has consequently ceased the large scale stock transfer from public housing to community housing. The ACT Government is committed to ensuring that the social housing system of both public housing and community housing provides sustainable and flexible options for those in housing need.

The ACT Government has committed substantial additional funds to the community housing sector in 2003/04. While the exact amount is yet to be confirmed, community housing and Aboriginal and Torres Strait Islander housing will share approximately \$13.2 million in 2003-04.

### ***2.5.1 Ainslie Village***

Ainslie Village provides long term, crisis and transitional supported accommodation for single men and women aged over 18 years of age who are homeless, or at risk of homelessness. The site contains 210 beds.

While management of Ainslie Village is currently funded by SAAP for short-term crisis accommodation, a large proportion of the site has long-term residents. A report was commissioned by the Government and completed in March 2002. Recommended changes include support arrangements, improvements to fire safety and building standards at Ainslie Village and also proposed a range of accommodation options for the site. As a result, community housing options are being explored on this site.

An Implementation Committee consisting of residents, government and non-government agencies and friends of the Village has been formed to facilitate the introduction of these changes. Proposed changes will increase the capacity of the community housing sector. (Please see Objective 1 in Section 4).

## **2.6 Aboriginal and Torres Strait Islander Housing in the ACT**

Under the CSHA, the Commonwealth, States and Territories have committed to work together to improve access to mainstream housing options (public housing, community housing, private rental and home ownership) for Aboriginal and Torres Strait Islander people. This will build on the commitment made by Housing Ministers in 2002 to a 10-year statement of New Directions for Aboriginal and Torres Strait Islander Housing – *Building a Better Future: Indigenous Housing to 2010*.

The ACT Government have a strong commitment to the provision of safe, affordable housing to the Aboriginal and Torres Strait Islander community. The following organisations are currently supported, through funding from the ACT Government, to provide specific services for the Aboriginal and Torres Strait Islander community:

- Billabong Aboriginal Corporation, an Aboriginal and Torres Strait Islander community housing provider;
- Winnunga Nimmityjah Aboriginal Community Health Service, for the delivery of an Aboriginal and Torres Strait Islander Housing Liaison Service; and
- an Aboriginal and Torres Strait Islander Youth Accommodation Service.

Funding for Aboriginal and Torres Strait Islander housing assistance programs is allocated from base mainstream public and community housing funds under the Commonwealth State Housing Agreement (CSHA). Unlike all other jurisdictions, the ACT does not

receive funding from the Commonwealth through the Aboriginal Rental Housing Assistance Program (ARHP) under the CSHA.

In the 2002-03 ACT Budget, the Government committed \$1.4 million over four years to develop and implement strategies to increase community housing options for Aboriginals and Torres Strait Islanders, and for community-capacity building. Funding of \$72,000 in 2002-03 and \$133,000 per year for the next three years has been allocated to Billabong Aboriginal Corporation for housing and housing-related projects, to employ and train staff, and to enhance its housing program. Havelock Housing Association has been allocated \$19,100 to develop and deliver a number of training sessions/workshops on cross-cultural issues for stakeholders in the community housing sector.

Housing officials through the Standing Committee on Aboriginal and Torres Strait Islander Housing (SCIH) continue to work to implement the 10-year plan and to improve housing data through the Agreement on National Aboriginal and Torres Strait Islander Housing Information. This includes the development of a multi-measure needs model for Aboriginal and Torres Strait Islander Australians that incorporates eight dimensions of housing need – affordability, overcrowding, stock, condition, homelessness, services, appropriateness, emerging need and security of tenure.

## **2.7 January 2003 bushfires**

The impact of the January 2003 bushfires has had far reaching implications for the ACT community. The availability and affordability of housing has been further affected by the cost of rebuilding the lost homes being higher than originally expected. The pressure of an already low rental vacancy rate, relatively expensive housing and the destruction of 500 houses in the bushfires means that private rental prices have increased, vacancy rates are lower and the availability of low-cost housing has been reduced.

Eighty (80) public housing properties were lost in the bushfires. The ACT Government has acted quickly to replace the lost accommodation and find suitable housing for displaced tenants. Work continues on the reconstruction of the homes in urban areas, which will be fully replaced as soon as possible.

## **2.8 Poverty in the ACT**

The ACT Poverty Task Group defined poverty as individuals and households that:

- *experience a lack of personal safety and well being;*
- *are unable to access resources;*
- *face inequity in accessing resources; and*
- *are unable to participate in their community.*<sup>6</sup>

People affected by poverty are at particular risk of homelessness or unstable housing. According to ABS Household Expenditure Surveys (conducted between 1984 and 1999), the level of low-income households in the ACT grew by 67% over the 10 year period to 1994 – a rate of increase higher than that for total household growth.<sup>7</sup>

It is widely acknowledged that safe and appropriate housing is essential to break the cycle of poverty. The housing choices for those in poverty are limited, especially in tight housing markets.

---

<sup>6</sup> ACT Poverty Task Group, *Sharing the Benefits: Final Report of the ACT Poverty Task Group Outlining Recommendations for Responding to Poverty in the ACT (Paper No. 4)* (December 2000), p5

<sup>7</sup> NATSEM (January 2003) p18

## 2.9 Homelessness

In 2001, the ACT Government commissioned ACTCOSS to undertake a “*Needs Analysis of Homelessness in the ACT*”. This report noted that “*as many as 5,350 people in the ACT may experience homelessness each year*”<sup>8</sup> It is also noted that people at risk or affected by homelessness are more than likely to have multiple and complex needs.

The ACT Government is committed to providing innovative responses to people who are homeless, or at risk of becoming homeless. A Homelessness Strategy has been developed in conjunction with government and community service providers and service users. The Homelessness Strategy is linked to a number of ACT Government and community sector plans and strategies, eg the Children’s Plan; the Women’s Action Plan; the Mental Health Strategy and Action Plan; and the Alcohol and other Drugs Plan. The Homelessness Strategy is a whole of government and community approach with mutual accountability across government and the community. It was released in April 2004.

The four themes of the Homelessness Strategy are: client focus and client outcomes; integrated and effective service system responses; access to appropriate housing and housing assistance; and supporting and driving innovation and excellence. The government and community service areas involved in developing the strategy include youth; older people; Culturally and Linguistically Diverse people (CALD); Aboriginal and Torres Strait Islander people; people with disabilities; families; people with mental illness; women’s services; men and children’s services; education; corrective services and youth justice. Theme 3 outlines access to appropriate housing and housing assistance. The objectives listed in this theme are:

Objective 3.1: Increase the available supply of appropriate, safe and adaptive housing for people at risk of homelessness and people who are homeless.

Objective 3.2: Develop accommodation options to address the needs of individuals within the identified groups.

Objective 3.3: Assist people to achieve or maintain their tenure.

## 2.10 Impact of social changes on housing requirements

ACT households are getting smaller, with more people living on their own, while at the same time house sizes are increasing. However, there is an undersupply of smaller, appropriate housing for low-income and single households. Population projections for the ACT<sup>9</sup> indicate that, although the overall population of the ACT will continue to rise to the year 2032, the average number of people per household by 2032 will drop from 2.5 to 2.2. The increase in single parent families and single person households means that a greater variety of housing stock is required, in order to meet a wider range of housing choices.

The Public Housing Asset Management Strategy (2003-2008) will guide the reconfiguration of stock over time so that it meets the requirements of the tenants and those on the waiting list.

## 2.11 Asset Management Strategy

The Public Housing Asset Management Strategy (2003-2008) outlines the challenges facing this Department in efficiently and effectively utilising its asset portfolio to meet the housing needs of some of Canberra’s most disadvantaged citizens. It also outlines the proposed response to those challenges.

---

<sup>8</sup> ACTCOSS and Morgan, Disney and Associates. *Needs Analysis of Homelessness in the ACT: Executive Summary and Recommendations* (July 2002), p4

<sup>9</sup> Australian Capital Territory Population Projections 2002-2032 and beyond, Chief Minister’s Department.

The principles of the Strategy are:

1. The public housing portfolio will be aligned to ensure the stock is well located across the city, and in areas with good access to public transport, employment, education and services.
2. Public housing will contribute to the creation of sustainable communities by better integration within the surrounding neighbourhoods, promotion of mixed ownership, and incorporation of high quality design features to minimise environmental impacts.
3. There will be sufficient flexibility of stock to respond to ongoing and emerging social housing needs, including provision for clients with special needs.
4. The portfolio will be maintained to agreed condition standards to ensure appropriate amenity and safety for tenants and to preserve the value of the assets.
5. The public housing system will be managed efficiently and cost effectively, providing best value to the ACT Government.

The ACT Government considers that the consolidation and growth of a viable and flexible social housing system is essential for the provision of affordable housing in Canberra, and is a necessary element in any broad based approach to meeting the diverse range of peoples' needs in the ACT.

It is envisaged that the principles and strategies included in this document apply for the period of the next Commonwealth State Housing Agreement, i.e. five years to 30 June 2008. Asset management will be a dynamic process that reviews current performance, takes account of trends in service demand and plans for the delivery of future asset requirements. The ACT Government aims to maintain stock numbers at the current levels for the life of this Agreement.

## **2.12 Building Our Community – the Canberra Social Plan**

*Building Our Community – The Canberra Social Plan* is an expression of the ACT's vision to build a place where all people reach their potential, make a contribution and share the benefits of our community. It is primarily a framework to guide government and community decision making in social policy and the delivery of services for the next ten to fifteen years.

Housing is a priority of the Canberra Social Plan (Priority 6 – p 54), with nine actions identified to improve housing issues in the ACT:

- 6.1 *The Government will continue to implement measures in response to the Report of the Affordable Housing Taskforce.*
- 6.2 *The Government will build on recent improvements to the Public Rental Housing Assistance Program, by reviewing the Housing Assistance Act 1987 and associated programs to ensure it responds to the needs of tenants and the Government.*
- 6.3 *The Government will continue to support public housing tenants through the funding of specific programs to meet their needs, through the Community Linkages Program.*
- 6.4 *The Government will implement the Public Housing Asset Management Strategy.*
- 6.5 *The Government will continue to assist Aboriginal and Torres Strait Islanders, older women, people with a disability, young people and single people to find accommodation through the Boarding House Program.*
- 6.6 *The Government will improve the regulatory framework for community housing.*
- 6.7 *The Government will implement the restructure of Community Housing Canberra (CHC) in conjunction with the community.*
- 6.8 *The Government will implement a homelessness strategy, including targeted programs in partnership with community organisations to address homelessness and associated support needs for individuals and families most in need.*

6.9 *The Government will allocate significant additional funding for the supply of public and community housing.*

Commitments within the Canberra Social Plan will work in conjunction with measures outlined in this Bilateral Agreement.

In line with Action 6.9, \$33.2 million funding was announced in 2003-04 to increase public and community housing in the ACT. Please see [Section 3: Available Resources](#) for information regarding the allocation of additional funding, as outlined in 6.1 of the Canberra Social Plan.

### 3. AVAILABLE RESOURCES

Funds available for housing assistance under this Bilateral Agreement include the Commonwealth financial assistance and the ACT funding contribution set out in [Attachment A](#).

In December 2003, the Chief Minister announced the injection of an extra \$33.2 million into social housing. Dwellings purchased from the \$33.2 million will be in addition to the existing investment the ACT Government makes each year to public housing, complemented by the funding the Commonwealth provides. The new capital funds are additional to the existing capital program of \$90 million in the 2003-04 financial year. Additionally, in 2002-03, the ACT Government committed \$1.4 million over 4 years to the growth of the Aboriginal and Torres Strait Islander housing sector, to encourage its growth and provide additional housing options for this section of our community.

### 4. OBJECTIVES AND OUTCOMES

The 2003 CSHA acknowledges that Bilateral Agreements will be the main instrument for articulating housing assistance outcomes and objectives. The following objectives and outcomes seek to outline the work of the ACT during the duration of this Bilateral CSHA. They contain the strategies and mechanisms by which the ACT Government will provide safe, appropriate and affordable housing for those in need.

The ACT will ensure that the activities it undertakes for the purpose of achieving the outcomes required under this Bilateral Agreement are designed to achieve best value for money for Commonwealth funding. “Best value for money” means the best possible outcome that can be achieved, taking into account all relevant costs and benefits.

The objectives, and the mechanisms and strategies that will achieve the desired outcomes of these objectives under this Bilateral Agreement are:

**Objective 1: Develop and maintain a viable and sustainable social housing sector (Relates to Guiding Principles 1, 4, 6 and 9)**

A viable and sustainable social housing sector is essential in any community that values social justice and a diverse and progressive environment. The ACT Government is committed to a social housing sector that goes towards meeting the diverse needs of our community and that provides safe, affordable accommodation for residents of the Territory. Outcomes under this objective are:

- **Outcome 1.1:** The efficiency and effectiveness of the public housing sector<sup>10</sup> is improved.
- **Outcome 1.2:** Community housing and other affordable housing options in the ACT are expanded.

**Objective 2: Develop and deliver affordable, flexible housing responses that meet the needs and choices of people in housing need (Relates to Guiding Principles 2, 3, 4 and 5)**

---

<sup>10</sup> In line with the principles of the public housing Asset Management Strategy.

Through the mechanisms outlined below, the ACT Government seeks to develop, deliver and maintain housing responses that meet the needs of low to moderate income households and/or people with complex or special needs.

Outcomes under this objective are:

- **Outcome 2.1:** Housing assistance meets the needs of client / target groups.
- **Outcome 2.2:** Housing assistance options are developed for low to moderate income families.

**Objective 3: Better integrate housing and associated programs to improve client outcomes and meet broader government objectives. (Relates to Guiding Principles 2, 3, 5 and 8)**

In order to fully and effectively support those in need, housing programs must be well integrated across the government and non-government sectors. Better integration and cooperation between government and community programs will support flexible and innovate housing options that will go towards meeting the requirements and choices of ACT residents in housing need. This will help to reduce disadvantage and alienation and allow people to better participate in society.

Outcomes under this objective are:

- **Outcome 3.1:** Clients receive better, equitable access to housing through improved and integrated service delivery.
- **Objective 3.2:** Tenant participation is facilitated and increased.

**Objective 4: Continue the ACT's commitment to improving housing outcomes for Aboriginal and Torres Strait Islander people. (Relates to Guiding Principles 1, 2, 4 and 5)**

The ACT Government is committed to improving housing outcomes for the ACT's Aboriginal and Torres Strait Islander communities, and continues to work with these communities in order to improve access to a range of mainstream housing options. Aboriginal and Torres Strait Islander people are amongst the most disadvantaged in our community and face discrimination in many areas of service provision, including in the mainstream housing market, and especially when trying to access private rental. Additionally, they may have different expectations and requirements of their living environments than non-Aboriginal and Torres Strait Islander people. For example, intergenerational extended families often reside together, requiring larger properties to avoid over crowding. As Canberra is a large regional centre, Aboriginal and Torres Strait Islander people often move in and out of the ACT in search of employment, education and health care. This has specific impacts on the provision of appropriate housing.

Outcomes under this objective are:

- **Outcome 4.1:** Develop an Aboriginal and Torres Strait Islander Housing Trilateral Agreement for the provision of housing assistance that addresses socio-economic disadvantage.
- **Outcome 4.2:** Public housing is responsive to the specific housing needs of the Aboriginal and Torres Strait Islander community.
- **Outcome 4.3:** The Aboriginal and Torres Strait Islander community housing sector is expanded.

**Objective 5: Ensure that housing assistance promotes access to employment. (Relates to Guiding Principles 7 and 8)**

The ACT and Commonwealth Governments recognise the need to promote better access to employment for social housing tenants and to minimise workforce disincentives. Programs developed by the ACT Government under the Bilateral Agreement will seek to reduce

barriers to employment in order to increase social and workforce participation for social housing tenants.

It is noted that workforce and social participation issues are especially problematic for Aboriginal and Torres Strait Islander people. The ACT will seek to develop culturally appropriate measures to decrease their disadvantage.

The outcomes under this objective are:

- **Outcome 5.1**: Rent policies support access to employment.
- **Outcome 5.2**: Location facilitates access to employment.

**Objective 6: Promote innovative approaches to leverage additional resources into the social housing sector. (Relates to Guiding Principle 6)**

As a small jurisdiction, the ACT may have a more limited potential to attract private sector financing into social housing. However, the ACT Government will build upon existing strategies to increase private sector investment into social housing in the ACT and work with the Commonwealth and the private and not-for-profit sectors to expand affordable housing options in the ACT.

Outcomes under this objective are:

- **Outcome 6.1**: Affordable housing options in the ACT are increased.
- **Outcome 6.2**: Strategic sites and opportunities are identified for development, in partnership with the private sector.

<b>Objective 1: Develop and maintain a viable and sustainable social housing sector (Relates to Guiding Principles 1, 4, 6 and 9)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<p><b>Outcome 1.1:</b> The efficiency and effectiveness of the public housing sector is improved.</p> <p><i>Strategies:</i></p> <ul style="list-style-type: none"> <li>Undertake financial and other modelling work to ascertain efficiency and effectiveness of the public housing sector.</li> </ul>	<p><i>Milestones:</i></p> <ul style="list-style-type: none"> <li>Financial modelling work completed by June 2005.</li> </ul> <p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>Provided annually and showing improvement or maintenance of levels over time: <ul style="list-style-type: none"> <li>Efficiency measures: <ul style="list-style-type: none"> <li>Direct cost per unit (P8)</li> <li>Turn around time (P10)</li> <li>Occupancy rates (P9)</li> </ul> </li> <li>Effectiveness measures: <ul style="list-style-type: none"> <li>Priority access to those in greatest need (P6)</li> <li>Length of tenancy (Please also see Outcome 2.1)</li> </ul> </li> </ul> </li> </ul>	<p>2005</p> <p>Annually</p>
<ul style="list-style-type: none"> <li>Improve financial performance.</li> </ul>	<p><i>Performance Measures</i> (<i>Note: Provided annually and showing improvement or maintenance of levels over time.</i>)</p> <ul style="list-style-type: none"> <li>Return on assets.</li> <li>Return on equity.</li> <li>Liquidity Ratio.</li> <li>Debt to Equity Ratio.</li> </ul>	<p>Annually</p> <p>Annually</p> <p>Annually</p> <p>Annually</p>
<ul style="list-style-type: none"> <li>Implement Public Housing Asset Management Strategy</li> </ul>	<p><i>Milestones:</i></p>	<p>2005</p>

\*Name amended under Legislation Act, s 60

<b>Objective 1: Develop and maintain a viable and sustainable social housing sector (Relates to Guiding Principles 1, 4, 6 and 9)</b>		
Management Strategy.	<ul style="list-style-type: none"> <li>Stock Condition report completed by June 2005.</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Percentage of stock that meets the condition standard (as provided through the stock condition audit).</li> </ul> <p><b>Annual Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Annual update / report on activities undertaken to improve stock condition.</li> <li>Vacant property turnaround is under 29 days.</li> <li>Improved match of dwelling to household size (P3, S9, S16)</li> <li>Tenant satisfaction with location and amenity of social housing maintained (reported bi-annually through the National Social Housing Survey).</li> </ul>	<p>2005</p> <p>Annually</p> <p>Annually</p> <p>Annually</p>
<ul style="list-style-type: none"> <li>Review debt management processes and policies for tenants, including eviction policies.</li> </ul>	<p><b>Milestone:</b></p> <ul style="list-style-type: none"> <li>Debt Review Committee established by June 2004.</li> <li>Implementation of strategies to support tenants to manage debt implemented by June 2005.</li> </ul> <p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Annual number of tenants at risk of breaching who receive support.</li> <li>Number and type of support mechanisms implemented. (Eg, Housing Manager Specialists)</li> <li>Annual reduction in the number of tenancies in breach.</li> <li>Annual reduction in the number of evictions.</li> </ul>	<p>2004</p> <p>2005</p> <p>Annually from 2005 onwards</p>
<ul style="list-style-type: none"> <li>Implement crime prevention and safety programs in public housing, to respond to concerns expressed by tenants.</li> </ul>	<p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Annual update / report on mechanisms that have been developed to improve safety and reduce crime</li> </ul>	<p>Annually</p>

**Objective 1: Develop and maintain a viable and sustainable social housing sector (Relates to Guiding Principles 1, 4, 6 and 9)**

**Outcome 1.2:** Community housing and other affordable housing options in the ACT are expanded.

**Strategies:**

- The growth and maintenance of affordable housing in the ACT is encouraged.

**Performance Measure:**

- Annual progress report on the Implementation plan for the Government response to the Affordable Housing Taskforce Report.
- Annual number and percentage increase in affordable housing stock.
- Annual number of dwellings and tenancies under affordable housing provider management.
  - Total
  - Additional per year.
- Annual amount of additional resources attracted into the social / affordable housing sector and number of additional dwellings created as a result.

Annually

Annually

Annually

Annually

- Strengthen the capacity of the community housing sector.

**Performance Measure:**

- Annual update / report on activities undertaken to improve the capacity of the community housing sector.

2003 – 08

<b>Objective 1: Develop and maintain a viable and sustainable social housing sector (Relates to Guiding Principles 1, 4, 6 and 9)</b>		
<ul style="list-style-type: none"> <li>Support community organisations to expand their capacities as developers and asset managers.</li> </ul>	<p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Number of joint ventures entered by the community housing sector with the private sector               <ul style="list-style-type: none"> <li>types of partnerships;</li> <li>types of partners; and</li> <li>what they bring to the ventures.</li> </ul> </li> </ul>	2006 and 2008
<ul style="list-style-type: none"> <li>Increase number of dwellings leased by community housing, through head leasing private dwellings to community housing providers.</li> </ul>	<p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Number of dwellings head-leased by community housing providers as a percentage of the total number of dwellings under community housing management.</li> </ul>	Annually
<ul style="list-style-type: none"> <li>Improve the availability of land for community and affordable housing providers.</li> </ul>	<p><b>Milestones:</b></p> <ul style="list-style-type: none"> <li>Land release mechanisms identified by June 2005.</li> <li>Options for land release implemented by June 2006.</li> </ul>	2005 2006
	<p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Annual amount of land released for affordable housing.</li> </ul>	Annually

<b>Objective 2: Develop and deliver affordable, flexible housing responses that meet the needs and choices of people in housing need (Relates to Guiding Principles 2, 3, 4 and 5)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<p><b>Outcome 2.1.</b> Housing assistance meets the needs of client / target groups.</p> <p><i>Strategies:</i></p> <ul style="list-style-type: none"> <li>Identify specific groups and conduct housing needs analysis of waiting list to identify specific housing needs.<sup>11</sup></li> </ul>	<p><i>Milestones:</i></p> <ul style="list-style-type: none"> <li>Needs analysis of waiting list completed by June 2006.</li> </ul> <p><i>Performance Measure:</i></p> <ul style="list-style-type: none"> <li>Better match dwelling size to household size (as reported under Outcome 1.1)</li> <li>Increased client satisfaction by 2% from previous survey over the life of the Agreement (through the National Social Housing Survey)</li> </ul>	<p>2004-06</p> <p>Annually</p> <p>Bi-annually</p>
<ul style="list-style-type: none"> <li>In consultation with internal and external stakeholders, develop and implement specialised policies for: <ul style="list-style-type: none"> <li>People with disabilities;</li> <li>Women;</li> <li>Older People; and</li> <li>Youth</li> </ul> </li> <li>Pilot boarding house program developed, implemented and reviewed.</li> </ul>	<p><i>Performance Measure:</i></p> <ul style="list-style-type: none"> <li>Progress update on the implementation of policies for specific groups including outcomes achieved for these clients.</li> <li>Proportion of new tenancies that are allocated to clients with special needs (P5).</li> </ul> <p><i>Performance Measure:</i></p> <ul style="list-style-type: none"> <li>Update report on the outcomes and findings of reviews of each boarding house program, including information on outcomes for clients.</li> </ul>	<p>Annually</p> <p>Annually</p> <p>Annually</p>

<sup>11</sup> In conjunction with Principle 6.6 of the Canberra Social Plan.

<b>Objective 2: Develop and deliver affordable, flexible housing responses that meet the needs and choices of people in housing need (Relates to Guiding Principles 2, 3, 4 and 5)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<p><b>Outcome 2.2:</b> Housing assistance options are developed for low to moderate income families.</p> <p><i>Strategies:</i></p> <ul style="list-style-type: none"> <li>Review and amend Rental Bond Loans Scheme.</li> <li>Investigate and implement new home purchase models for low to moderate income target groups.</li> </ul>	<p><i>Milestones:</i></p> <ul style="list-style-type: none"> <li>Review of the Rental Bonds Scheme completed by June 2005</li> </ul> <p><i>Performance Measure:</i></p> <ul style="list-style-type: none"> <li>Update on Rental Bonds Scheme, including impacts of review.</li> <li>Number of rental bond loans granted annually (comparative figures – including previous years).</li> </ul> <p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>Annual update / report detailing Home Purchase Options developed and implemented.</li> <li>Number of low to moderate income earners taking up home purchase options (comparative figures – including previous years).</li> </ul>	<p>2005</p> <p>2005 and 2007</p> <p>Annually from 2005</p> <p>Annually</p> <p>Annually</p>

<b>Objective 2: Develop and deliver affordable, flexible housing responses that meet the needs and choices of people in housing need (Relates to Guiding Principles 2, 3, 4 and 5)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Review shared equity models to ascertain their suitability for the ACT.</li> </ul>	<p><b>Milestone:</b></p> <ul style="list-style-type: none"> <li>Shared equity models researched by 2005-06.</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Annual report outlining the development and / or implementation of shared equity models.</li> </ul>	<p>2006</p> <p>Annually from 2005</p>
<ul style="list-style-type: none"> <li>Ensure that awareness of the housing assistance programs is increased within the ACT community.</li> </ul>	<p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Annual update on activities undertaken to better inform eligible tenants regarding housing assistance programs.</li> </ul>	<p>Annually</p>

**Objective 3: Better integrate housing and associated programs to improve client outcomes and meet broader government objectives.  
(Relates to Guiding Principles 2, 3, 5 and 8)**

Outcomes	Performance Measures / Milestones	Measure Timeline
<p><b>Outcome 3.1:</b> Clients receive better, equitable access to housing through improved and integrated service delivery.</p> <p><i>Strategies:</i></p> <ul style="list-style-type: none"> <li>• Tenants informed of their rights and responsibilities within social housing.</li> <li>• Expand activities to sustain tenancies and better link tenants to services and facilities.</li> </ul>	<p><i>Milestone:</i></p> <ul style="list-style-type: none"> <li>• Review education program on rights and responsibilities for social housing tenants by June 2005.</li> <li>• Changes implemented by June 2006.</li> </ul> <p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>• Annual update on the support services provided to tenants and the outcomes resulting from this assistance, e.g Housing Manager Specialist services and others.</li> <li>• Increased length of tenancies, e.g. increase in number of tenancies longer than 12 months, and number of tenancies longer than 12 months as a percentage of total tenancies. (As reported in Outcome 1.1)</li> </ul>	<p>2005</p> <p>2006</p> <p>Annually</p> <p>Annually</p>

<b>Objective 3: Better integrate housing and associated programs to improve client outcomes and meet broader government objectives. (Relates to Guiding Principles 2, 3, 5 and 8)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Implement the housing commitments under the ACT Homelessness Strategy.</li> </ul>	<p><b>Milestones:</b></p> <ul style="list-style-type: none"> <li>Develop an implementation Plan for the housing commitments in the ACT Homelessness Strategy by June 2005.</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Annual update on the implementation of the ACT Homelessness Strategy Housing commitments under the ACT Homelessness Strategy developed and implemented.</li> <li>Percentage of people who are at risk of homelessness assisted to maintain their tenure.</li> <li>Annual proportion of new tenancies that are allocated to people in greatest need (P6) – including breakdown of the time periods taken to allocate, e.g. under three months, three to six months etc.</li> </ul>	<p>2005 – ongoing</p> <p>Annually</p> <p>Annually</p> <p>Annually</p>

<b>Objective 3: Better integrate housing and associated programs to improve client outcomes and meet broader government objectives. (Relates to Guiding Principles 2, 3, 5 and 8)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Develop and implement options for an independent appeals process for community housing tenants, including the improvement of existing appeal mechanisms.</li> <li>Review and evaluate the BAC<sup>12</sup> Program.</li> </ul>	<p><b>Milestones:</b></p> <ul style="list-style-type: none"> <li>Appeals mechanisms and policy for community housing reviewed by June 2005.</li> <li>Appeals mechanisms for community housing implemented by June 2006</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Annual update on implementation of new / amended appeals system from June 2007 onwards, including improved outcomes for tenants.</li> </ul> <p><b>Milestones:</b></p> <ul style="list-style-type: none"> <li>BAC program reviewed and evaluated by June 2005.</li> <li>Recommendations implemented by June 2006.</li> </ul>	<p>2005</p> <p>2006</p> <p>Annually from 2007 onwards</p> <p>2005</p> <p>2006</p>
<ul style="list-style-type: none"> <li>Encourage tenant participation in decision making, especially in social housing options.</li> <li>Develop tenant participation plan, in conjunction with community providers and stakeholders.</li> </ul>	<p><b>Milestones:</b></p> <ul style="list-style-type: none"> <li>Tenant Participation Program developed by June 2005.</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Increase in tenants involved in tenant participation groups.</li> <li>Annual update / report on policy and program changes implemented as a result of the Tenant Participation Program, including outcomes achieved for clients.</li> </ul>	<p>June 2005</p> <p>Annually after June 2005</p>

<sup>12</sup> The BAC Program is being run in the inner city, multiunit blocks of Bega, Allawah and Currong, in conjunction with the YWCA.

•  
**Objective 4: Continue the ACT's commitment to improving housing outcomes for Aboriginal and Torres Strait Islander people. (Relates to Guiding Principles 1, 2, 4 and 5)**

Outcomes	Performance Measures / Milestones	Measure Timeline
<p><b>Outcome 4.1:</b> Social housing is responsive to the specific housing needs of the Aboriginal and Torres Strait Islander community.</p> <p><i>Strategies:</i></p> <ul style="list-style-type: none"> <li>• Develop an Aboriginal and Torres Strait Islander specific housing agreement, in cooperation with the relevant stakeholders, e.g. Commonwealth Government and Aboriginal and Torres Strait Islander stakeholders for 2004/05 - 2008.</li> <li>• Aboriginal and Torres Strait Islander specific housing work plan agreed in consultation with relevant stakeholders, e.g. Commonwealth Government and Aboriginal and Torres Strait Islander stakeholders</li> </ul>	<p><i>Milestone:</i></p> <ul style="list-style-type: none"> <li>• Aboriginal and Torres Strait Islander specific housing agreement developed, signed and in place by June 2004.</li> </ul> <p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>• Annual report against the agreed outcomes in the work plan</li> </ul> <p><i>Milestone:</i></p> <ul style="list-style-type: none"> <li>• Work plan agreed June 2004</li> <li>• Work plan implemented by June 2005</li> </ul> <p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>• Annual update regarding activities that support Aboriginal and Torres Strait Islander applicants and tenants.</li> <li>• Number of Aboriginal and Torres Strait Islander people in social housing.</li> </ul>	<p>2004</p> <p>Annually</p> <p>June 2004 June 2005</p> <p>Annually</p> <p>Annually</p>

<b>Objective 4: Continue the ACT's commitment to improving housing outcomes for Aboriginal and Torres Strait Islander people. (Relates to Guiding Principles 1, 2, 4 and 5)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Develop training programs for social housing providers, in conjunction with stakeholders to increase their understanding of Aboriginal and Torres Strait Islander culture and specific housing needs.</li> <li>Facilitate access for Aboriginal and Torres Strait Islander people into social housing and support tenants to maintain their tenancies</li> </ul> <p><b>Outcome 4.2:</b> Improve collection of data on the number of Aboriginal and Torres Strait Islander people in community housing and/or public housing.</p>	<p><b>Milestone:</b></p> <ul style="list-style-type: none"> <li>Training programs developed and implemented.</li> </ul> <p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Annual report / update on the culturally specific training activities undertaken for social housing staff.</li> </ul> <p><b>Milestone:</b></p> <ul style="list-style-type: none"> <li>Complete review of Aboriginal and Torres Strait Islander Housing Liaison service by June 2004</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Annual update regarding activities that support Aboriginal and Torres Strait Islander applicants and tenants.</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Annual increase in the numbers of new households identifying as being Aboriginal or Torres Strait Islander.</li> <li>Annual update/report on changes implemented to improve Aboriginal and Torres Strait Islander data as a result of participation in the work of the National Aboriginal and Torres Strait Islander Information Implementation Committee and SCIH.</li> </ul>	<p>June 2005</p> <p>Annually</p> <p>June 2004</p> <p>Annually</p> <p>Annually</p>
<p><b>Outcome 4.3:</b> The Aboriginal and Torres Strait Islander community housing sector is expanded.</p> <p><b>Strategies:</b></p> <ul style="list-style-type: none"> <li>Promote viability of Aboriginal and Torres Strait Islander housing providers.</li> </ul>	<p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Annual increase in the number of dwellings managed by</li> </ul>	<p>Annually</p>

<b>Objective 4: Continue the ACT's commitment to improving housing outcomes for Aboriginal and Torres Strait Islander people. (Relates to Guiding Principles 1, 2, 4 and 5)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Develop a transitional boarding house for Aboriginal and Torres Strait Islander people coming to the ACT for short periods of time.</li> </ul>	<p>Aboriginal and Torres Strait Islander housing providers.</p> <ul style="list-style-type: none"> <li>Annual update / report on activities that aim to improve the capacity and viability of Aboriginal and Torres Strait Islander housing providers</li> </ul> <p><i>Milestone:</i></p> <ul style="list-style-type: none"> <li>An Aboriginal and Torres Strait Islander-specific boarding house / hostel developed by June 2007</li> </ul>	<p>Annually</p> <p>2007</p>

<b>Objective 5: Ensure that housing assistance promotes access to employment. (Relates to Guiding Principles 7 and 8)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<p><b>Outcome 5.1:</b> Rent policies support access to employment.</p> <p><b>Strategies:</b></p> <ul style="list-style-type: none"> <li>• Identification of tenants in public housing who are “work ready”<sup>13</sup>.</li> <li>• Conduct review of public housing and community housing rent policies.</li> </ul> <ul style="list-style-type: none"> <li>• Research and review implications of casual employment and the effects on rent rebates.</li> </ul>	<p><b>Milestones:</b></p> <ul style="list-style-type: none"> <li>• Review current tenant information to identify “work ready” tenants of public housing conducted by June 2005.</li> <li>• Review rent policies for community and public housing by June 2005.</li> <li>• Implementation of recommendations of rent policy review by June 2006.</li> </ul> <p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>• Annual update/report of impact of changes after implementation of rent policy review.</li> </ul> <p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>• Update / report on activities undertaken to research and review the implications of casual employment on rent rebates.</li> </ul>	<p>June 2005</p> <p>June 2005</p> <p>June 2006</p> <p>2006 onwards</p> <p>Annually</p>

<sup>13</sup> According to the definition developed and used by the Commonwealth Government.

<b>Objective 5: Ensure that housing assistance promotes access to employment. (Relates to Guiding Principles 7 and 8)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Review current transfer application practices and policy.</li> </ul> <p><b>Outcome 5.2:</b> Location facilitates access to employment.</p>	<p><i>Milestones:</i></p> <ul style="list-style-type: none"> <li>Review of transfer application procedures completed by June 2005.</li> <li>Procedures to implement appropriate changes to transfer policies developed by June 2006</li> </ul> <p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>Annual update / report on activities undertaken around transfer application policies and practices.</li> </ul> <p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>Percentage of location satisfaction reported in the National Social Housing Survey remains above the national average.</li> </ul>	<p>2005</p> <p>2006</p> <p>Annually</p> <p>Bi-annual</p>

<b>Objective 6: Promote innovative approaches to leverage additional resources into the social housing sector. (Relates to Guiding Principle 6)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<p><b>Outcome 6.1:</b> Affordable housing options in the ACT are increased.</p> <p><i>Strategies:</i></p> <ul style="list-style-type: none"> <li>• Work with the ACT Affordable Housing Implementation Committee to implement affordable housing options.</li> <li>• Research opportunities to introduce exemptions or deductions for developers, from the Change of Use Charge (CUC) in return for total or partial affordable housing provision.</li> </ul>	<p><i>Performance Measure:</i></p> <ul style="list-style-type: none"> <li>• As reported under Outcome 1.2</li> </ul> <p><i>Milestone:</i></p> <ul style="list-style-type: none"> <li>• Change of Use Charge reviewed and changes implemented.</li> </ul> <p><i>Performance Measure:</i></p> <ul style="list-style-type: none"> <li>• Increased number of affordable housing dwellings through use of Change of Use Charge.</li> </ul>	<p>Annually</p> <p>2005</p> <p>Annually after 2005</p>

<b>Objective 6: Promote innovative approaches to leverage additional resources into the social housing sector. (Relates to Guiding Principle 6)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Develop mechanisms (consistent with the leasehold system) for the provision of affordable housing in multi-unit sites, including redevelopments.</li> </ul> <p><b>Outcome 6.2:</b> Strategic sites and opportunities are identified for development, in partnership with the private sector.</p> <p><b>Strategies:</b></p> <ul style="list-style-type: none"> <li>Private sector partnerships are encouraged with the social housing sector.</li> </ul>	<p><b>Milestone:</b></p> <ul style="list-style-type: none"> <li>Mechanism reviewed to promote affordable housing on multi-unit sites, when redeveloped.</li> </ul> <p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Number of affordable housing dwellings on redeveloped multi-unit sites.</li> <li>Proportion of affordable housing in redeveloped multi unit sites.</li> </ul> <p><b>Milestones:</b></p> <ul style="list-style-type: none"> <li>Joint ventures and borrowing guidelines reviewed.</li> </ul> <p><b>Performance Measures:</b></p> <ul style="list-style-type: none"> <li>Number and value of joint ventures.</li> <li>Number and type of additional dwellings provided through additional resources.</li> <li>Number and type of households assisted through the additional resources.</li> <li>Number of affordable dwellings in greenfields developments across the ACT through joint venture partnerships.</li> </ul>	<p>2006</p> <p>Annually</p> <p>Annually</p> <p>2005 – 06</p> <p>Annually</p> <p>Annually</p> <p>Annually</p> <p>Annually</p>
<ul style="list-style-type: none"> <li>Identify potential brownfield sites for redevelopment, in joint venture with the private sector.</li> </ul>	<p><b>Performance Measure:</b></p> <ul style="list-style-type: none"> <li>Annual report on activities undertaken to redevelop brownfield sites, including the number of affordable dwellings provided through joint venture partnerships.</li> </ul>	<p>Annually</p>

<b>Objective 6: Promote innovative approaches to leverage additional resources into the social housing sector. (Relates to Guiding Principle 6)</b>		
<b>Outcomes</b>	<b>Performance Measures / Milestones</b>	<b>Measure Timeline</b>
<ul style="list-style-type: none"> <li>Capital provided annually to the community housing sector for housing development.</li> </ul>	<p><i>Performance Measures:</i></p> <ul style="list-style-type: none"> <li>Amount of capital provided annually to community housing sector through increased investment.</li> <li>Number of additional dwellings purchased or developed by the community housing sector through partnerships.</li> </ul>	Annually

## **5. DATA, RESEARCH AND EVALUATION**

The ACT will provide data and other information consistent with its obligations under this Bilateral Agreement and as required by the National Housing Data Agreement (NHDA). In addition to the ACT-specific research referred to in this Bilateral Agreement, research of national interest will be undertaken in concert with the Commonwealth and States primarily through the Australian Housing and Urban Research Institute (AHURI). The ACT agrees to participate in, and fully commit to, the development of the NHDA and the funding of national housing research through AHURI. The ACT will pay its per capita share of the funding to be used for these purposes.

## **6. REPORTING ARRANGEMENTS**

Outcomes, activities and measures for each of the subsequent years of the 2003 will be agreed between the ACT and the Commonwealth no later than:

- 1 May 2004 for the second year of the Bilateral Agreement;
- 1 May 2005 for the third year of the Bilateral Agreement;
- 1 May 2006 for the fourth year of the Bilateral Agreement; and
- 1 May 2007 for the fifth year of the Bilateral Agreement.

The ACT will provide reports required by Subclauses 4(35)(a) and 4(35)(c) of the 2003 CSHA in a form acceptable to the Australian Government. The ACT will agree with the Australian Government an appropriate format by 30 June 2004.

## **7. COMMUNITY CONSULTATION**

This Bilateral Agreement has been developed following consultation with the ACT Minister's Housing Advisory Committee, the wider community, housing sector and industry groups and the ACT Legislative Assembly.

The ACT Government and its agencies will continue to consult with these groups, as appropriate, on a broad range of housing and related issues, particularly through the Housing Advisory Committee and in the Budget context. All consultative processes will comply with established ACT Government consultation protocols.

## **8. VARIATION OF AGREEMENT**

The Commonwealth Minister or the ACT Minister may seek to renegotiate this Bilateral Agreement. This Bilateral Agreement may be varied only in writing between the Commonwealth Minister and the ACT Minister.

## **9. PUBLICITY AND PROTOCOLS**

The parties to this Bilateral Agreement will, in all publications, promotional materials and promotional activities relating to this Bilateral Agreement, acknowledge the financial and other support that that party has received from any other party to this Bilateral Agreement. In relation to all publicity, announcements and media releases concerning program and policy developments, new or changed services, or other initiatives related to the objectives of this Bilateral Agreement for which financial assistance has been provided under this Bilateral Agreement, the parties agree that significant publication or announcements, including media releases, will be joint unless declined by either the Commonwealth or State/Territory Minister.

If there is any doubt about the significance of a proposed announcement or publication, the parties agree to liaise with each other to determine whether the other party wishes to be jointly involved.

In relation to publicity, announcements and media releases, the parties will:

- (a) notify other relevant parties to this Bilateral Agreement contributing to financial assistance provided under this Bilateral Agreement of the intention to publish, announce or release information, allowing sufficient time for the other party to respond;
- (b) respond to requests for information and advice for other parties to this Bilateral Agreement within 10 working days of such requests or as negotiated.

Officers from the ACT and Commonwealth will negotiate announcements, as appropriate. Contact officers are:

ACT:                      Senior Manager  
                                Strategic Policy Unit  
                                Department of Disability, Housing and Community Services

Commonwealth:      Director  
                                Commonwealth-State Housing Agreement Section  
                                Department of Family and Community Services

IN WITNESS WHEREOF the parties have executed this Bilateral Agreement.

SIGNED for and on behalf of the )  
AUSTRALIAN CAPITAL TERRITORY )  
by the Minister for Disability, Housing )  
and Community Services )  
in the presence of )

\_\_\_\_ Bill Wood \_\_\_\_\_

\_\_\_\_ Margaret Watt \_\_\_\_\_  
Witness

SIGNED for and on behalf of the )  
COMMONWEALTH OF AUSTRALIA )  
by the Minister for Family and Community )  
Services in the presence of )

\_\_\_\_ Kay Patterson \_\_\_\_\_

\_\_\_\_\_  
Witness

## ATTACHMENT A

### 10. CSHA HOUSING ASSISTANCE FUNDING

Grant funding for the period is as follows:

	2003-04	2004-05	2005-06	2006-07	2007-08	Total (new CSHA)
C/wealth	\$m	\$m	\$m	\$m	\$m	\$m
Base	16.747	16.898	17.051	17.206	17.363	
CAP	0.647	0.655	0.663	0.672	0.681	
CHP	1.044	1.057	1.071	1.084	1.098	
ARHP	0	0	0	0	0	
<b>Total C/wealth</b>	<b>18.438</b>	<b>18.610</b>	<b>18.785</b>	<b>18.962</b>	<b>19.142</b>	<b>93.937</b>
<b>ACT</b>		<b>33.2</b>				
<b>ACT Match</b>	<b>8.197</b>	<b>8.271</b>	<b>8.346</b>	<b>8.422</b>	<b>8.499</b>	<b>74.935</b>
<b>Total</b>	<b>26.635</b>	<b>60.081</b>	<b>27.131</b>	<b>27.384</b>	<b>27.641</b>	<b>168.872</b>

#### Notes:

- The ACT does not receive any assistance under the Aboriginal Rental Housing Assistance Program (ARHP).
- All figures are estimates only, based on ABS December 2002 population figures. Actual figures will be calculated at the beginning of each financial year using the most recent ABS population figures.
- ACT Matching figures exclude additional ACT funding for specific projects (boarding houses, Community Linkages programs etc) above Bilateral matching requirements i.e. 'over matching'.

### **11. DEFINITIONS**

“*ACTPLA*” means the ACT Planning and Land Authority.

“*Affordable Housing Interdepartmental Committee*” is the Interdepartmental committee established to prepare the ACT Government’s response to the Affordable Housing Taskforce’s recommendations.

“*Affordable Housing Taskforce*” means a Taskforce established by the Government to investigate affordable housing issues in the ACT and provide recommendations. The Affordable Housing Taskforce Report was handed to the ACT Government in December 2002.

“*Affordable Housing*” – for the purposes of its work, the Affordable Housing Taskforce defined people as needing affordable housing if they are in the lowest 40 per cent of income earners in Australia, and pay more than 30 per cent of their income in rent or mortgage repayments.

“*ARHP*” means the Aboriginal Rental Housing Program.

“*CAP*” means the Crisis Accommodation Program.

“*CCHOACT*” means the Coalition of Community Housing Organisations of the ACT.

“*CHC*” means Community Housing Canberra.

“*CMD*” means the Chief Minister’s Department (ACT).

“*Community Linkages Program*” provides approximately \$2 million, over four years, to link public and community housing tenants to a range of community support services. These include employment programs and opportunities, living skills, parenting and computing skills and other support and advocacy services.

This initiative was a direct response to the ACT Poverty Task Group recommendations and the Multi-unit Property Plan Report prepared by Ecumenical Housing in 1999.

The social and community benefits expected include safer living environments, more sustainable tenancies, improved social connectivity between residents and the community and decreased poverty for housing tenants.

“*CORHAP*” means the Community Organisation Rental Housing Assistance Program.

“*CSHA*” means the Commonwealth State Housing Agreement.

“*Department*” means the Department of Disability, Housing and Community Services (ACT).

“*DHCS*” means the Department of Disability, Housing and Community Services (ACT).

“*FaCS*” means the Commonwealth Department of Family and Community Services.

“*IDC*” means interdepartmental committee.

“*LDA*” means the ACT Land Development Agency.

“*MUP*” means Multi-Unit Properties within the ACT.

“*PEP*” means Preventing Eviction Program.

“*PRHAP*” means the Public Rental Housing Assistance Program.

“*RA*” means Commonwealth Rent Assistance.

“*SAAP*” means the Supported Accommodation Assistance Program.

“*TFM*” means Total Facilities Management.

“*Treasury*” means the ACT Department of Treasury.

“*Unaffordable housing*” is defined as housing costs – including rent or mortgage payments that constitute more than 30 per cent of income, where household income is in the lowest 40% of income levels.

## **ATTACHMENT C**

### **12. TARGETS FOR 2003-04 AND 2004/05**

Targets for the period are as follows:

<b>Stock</b>	<b>2003-04</b>	<b>2004-05</b>
Public Housing	11,560	11,530
Community Housing	340	340
Crisis Accommodation	54	55