



**Discussion Paper**

**Methodological Review of  
Counting the Homeless,  
2006**



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AUSTRALIAN BUREAU OF STATISTICS

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## PREFACE .....

The issue of homelessness is an important one for Australian governments, and society more broadly. For sound policy and other decision making purposes it is essential that counts of homeless persons are of the highest quality possible.

The ABS conducts a Census of Population and Housing every five years; with the last Census conducted in 2006.

The Census aims to count all persons in Australia on Census night (with the exception of foreign diplomats and their families). Persons who may be regarded as homeless are counted in the Census. However, 'homelessness' is not a characteristic that is directly measured in the Census. Instead, estimates of the homeless population may be derived from the Census, based on characteristics observed in the Census, using analytical techniques.

This discussion paper presents the initial findings of a review of the methodology used by Professors Chamberlain and MacKenzie to compile their estimates of the homeless population, as published in the ABS Australian Census Analytic Program output *Counting the Homeless, 2006* (ABS cat. no. 2050.0). The work by Chamberlain and MacKenzie was ground breaking but the ABS has now decided that it should consider publishing official estimates of the homeless population.

The ABS will consult with stakeholders over the next three months on these initial findings, before finalising and publishing the methodology it proposes to use to produce official estimates of homeless people based on Census data.

The outcome of the review is intended to be a consistent, transparent and repeatable process for estimating the number of people enumerated in the Census who may be homeless, using Census data for 2001, 2006 and to be repeated in 2011, and in future Censuses.

Early work on the review began with an issues paper, released in October 2009, which led to expert input, both through workshops and submissions in response to the issues, covering both methodological and policy perspectives on the Counting the Homeless (CTH) methodology.

Fourteen submissions were received, either in response to the release of the Issues paper in late 2009, or after ongoing discussions with stakeholders. The ABS acknowledges the submissions received, which have been used to inform this discussion paper.

ABS will initiate consultation on the initial findings in this discussion paper with those stakeholders who have contributed to the review, but welcomes feedback from any readers of the Discussion paper. ABS will hold discussion forums in each state and territory capital city to seek feedback, and will advertise these sessions on the ABS website ([www.abs.gov.au](http://www.abs.gov.au)). This consultation will be used to inform the final

methodology for the ABS producing estimates of homelessness from 2001 onwards. The ABS will publish the final methodology, along with revised estimates of the homeless population for 2001 and 2006 by 31 July 2011.

The ABS research work for the review has been guided by advice from a Steering Committee comprising representatives from the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs, the Australian Institute of Health and Welfare, and from three states (New South Wales, Queensland and South Australia) represented on the inter-jurisdictional Housing and Homelessness Information Management Group (reporting to the Housing Ministers' Advisory Committee). The ABS would like to acknowledge the contributions to the review made by Steering Committee members.

Comments can also be addressed to:

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## ABBREVIATIONS .....

ABC	Australian Broadcasting Corporation
ABS	Australian Bureau of Statistics
ACT	Australian Capital Territory
AIHW	Australian Institute of Health and Welfare
ANZSCO	Australian and New Zealand Standard Classification of Occupations
ANZSIC	Australian and New Zealand Standard Industrial Classification
ARIA	Accessibility/Remoteness Index of Australia
ASCED	Australian Standard Classification of Education
ASCO	Australian Standard Classification of Occupations
ASGC	Australian Standard Geographical Classification
ATSI	Aboriginal and Torres Strait Islander
Aus	Australia
CD	collection district
CHINS	Community Housing and Infrastructure Needs Survey
CNOS	Canadian National Occupancy Standard
CTH	Counting the Homeless
DVD	digital versatile disc
FaHCSIA	Australian Government Department of Families, Housing, Community Services and Indigenous Affairs
GSS	General Social Survey
NAHA	National Affordable Housing Agreement
NCHSS	National Census of Homeless School Students
NSO	National Statistical Office
NSW	New South Wales
NT	Northern Territory
Qld	Queensland
SA	South Australia
SAAP	Supported Accommodation Assistance Program
SACC	Standard Australian Classification of Countries
SLA	statistical local area
Tas.	Tasmania
TAFE	Technical and Further Education
THM	Transitional Housing Management
UK	United Kingdom
USA	United States of America
Vic.	Victoria
WA	Western Australia

## SUMMARY OF FINDINGS .....

### ENUMERATION VERSUS ANALYSIS

An early finding from the review was the need to clearly distinguish between:

- enumeration in the Census of people who may be experiencing homelessness; and
- subsequent analysis of Census records to estimate the number of people enumerated in the Census who are likely to be experiencing homelessness.

Improving the quality of the enumeration of people who may be experiencing homelessness will improve the quality of the estimates of the homeless. The ability of subsequent analysis of Census data to produce valid estimates of homelessness also depends on the validity of assumptions made and a detailed understanding of the Census characteristics.

A good quality Census enumeration provides the potential for better quality homeless estimates. Some improvements are being made for the 2011 enumeration, and stakeholder feedback has provided several suggestions to further improve enumeration in future Censuses.

### ENUMERATION/ANALYSIS VERSUS IMPUTATION

Much of the discussion during the review concerned populations of homeless people that are likely to either avoid being enumerated in the Census, or whose circumstances are such that the Census is likely to miss them during enumeration.

This review concluded that the analysis of Census data should concentrate only on those people who were enumerated. Transparent and separate estimation/imputation for any underenumeration of designated homeless groups should not be replaced by misclassification of the enumerated population, as the size location and characteristics of the misclassified Census records were likely to be very different to the underenumerated populations of interest.

### CONSISTENCY IN METHODS

The review found that the changes made in each cycle of *Counting the Homeless* (CTH) introduced discontinuities in the published results.

A consistent methodology has been proposed in this discussion paper.

### TRANSPARENCY IN METHODS

The review found an apparent lack of transparency with some aspects of the published CTH results. First, some of the published methodology was not followed in the compilation of the CTH results. Second, the assumptions published with, and underlying, the CTH use of Census variables did not always reflect the intent or design of those Census variables. Third, assumptions about the interpretation of some of the Census data did not appear to stand up to closer scrutiny, but users were not aware of the potential for a lack of coherence between the CTH method and the underlying Census data.

This review discussion paper provides a transparent articulation of a method of estimating the number of people enumerated in the Census that are likely to be homeless.



## COHERENCE

The discrepancy between assumption and method described in the commentary on transparency also leads to issues of coherence. Some assumptions about a population may be in error but are either subject to very small error or very consistent error, and hence might be tolerated. However, this review found that some of the populations that were being misclassified as homeless in CTH were growing rapidly and were affected by business cycle and demographic trends that undermined the utility of the results for most purposes.

STOCK VERSUS FLOW  
MEASURES

A focus in much of the discussion during the review has been on the number of homeless people serviced during a year – this appears to be a perspective on homelessness that some participants in the review think should be apparent in a Census night count of all people homeless on that night. This confusion in measurement was also discovered in one of the CTH components – people staying in supported accommodation (SAAP) – where CTH documented a Census night count in SAAP / but used a count of support periods that spanned Census night and which included accommodation at any time during the support period. This significantly overstated the count of homeless people in this category.

ABS sought expert input on information that related the annual service flow counts with a single night estimate. Based on data published by AIHW on SAAP services, the number of homeless people accommodated in SAAP over the year in 2006–07 was about six times the number accommodated on Census night, AIHW (2008). Similar ratios appeared to apply in Reconnect. If this six to one ratio is applied to the reviewed ABS counts of around 65,000, it implies that over a year, 340,000 to 440,000 people may experience at least one period of homelessness.

Results from the 2010 ABS General Social Survey (due September 2011) are expected to shed more light on the total numbers of people experiencing homelessness over a period of time.

No other independent source was revealed that would translate a Census night count into a likely count of people experiencing homelessness over a period of time, but ABS will again seek such input during consultation on the discussion paper findings.



EXECUTIVE SUMMARY

The aim of this ABS methodological review has been to ensure that any ABS estimates of homelessness people enumerated in the Census are compiled in a transparent, repeatable way and can produce a consistent time series from 2001 onwards.

The review commenced by gaining a better understanding, from detailed analysis of Census data, of those records classified as homeless in *Counting the Homeless* (CTH), to establish the likelihood of homelessness amongst the different groups flagged as homeless in that research exercise.

The review findings propose, for consultation, a more robust set of conditions for flagging Census records as potentially homeless as the basis for the first set of official homelessness estimates to be produced from the Census by the Australian Bureau of Statistics. These initial estimates are cross-classified by core demographic characteristics, and presented for 2006 and 2001 in Appendix 2 and Appendix 3 respectively. The tables in those Appendices present the detailed results of the proposed reclassification, and therefore do not present the proposed confidence bounds on the aggregate measures for the major homeless groups (confidence bounds are discussed in Chapter 6).

There is an inherent imprecision in estimating homelessness using the Census because the Census does not include a homeless indicator. This means some groups of homeless people will invariably be unobservable in the Census data.

1.1 THE CULTURAL DEFINITION APPLIED

In Australia the cultural definition of homelessness that is reasonably widely accepted identifies shared community standards about the minimum housing that people have the right to expect, in order to live according to the conventions and expectations in Australia. The minimum community standard is a small rental flat – with a bedroom, living room, kitchen, bathroom and an element of security of tenure – because that is the minimum that most people achieve in the private rental market.

The minimum is reflected in a right to expectation, and is not a socially or culturally imposed constraint on free choice. Many people have diverse housing careers that reflect trade-offs between short to medium term housing standards and their longer term aspirations for preferred owner occupation and wealth creation. Owner builders, young professionals building their careers through diverse employment opportunities, both in Australia and overseas, and people following mobile employment opportunities will often trade off the financial gains of their chosen life path (and avoiding waste in maintaining a usual residence they do not want, require or even use at this stage of their life) against the experience of perhaps lower than expected 'community standards' of accommodation for a time.

1.1 THE CULTURAL  
DEFINITION APPLIED  
*continued*

As Chamberlain and MacKenzie (1992) point out, there are also a number of institutional settings where people do not have the minimal level of accommodation identified by the community standard, but in cultural terms they are not considered part of the homeless population. They include, *inter alia*, people living in seminaries, elderly people in nursing homes, students in university halls of residence and prisoners.

The *opportunity* to choose the minimum community standard provides a cultural benchmark for assessing 'homelessness' and 'inadequate housing' in the contemporary context, and guides both community concern and policy action.

In this methodological review of counting the homeless, the cultural definition has been adopted, within the scope of what is collected in the Census. The application of the definition in a number of aspects of measurement, sheds new light on previous analyses.

1.2 WHY IS ESTIMATING  
THE HOMELESS  
IMPORTANT?

There are several reasons for estimating the homeless. In understanding Australian society and its people, homelessness is likely to be an aspect of disadvantage that both derives from and implies the risk of many other aspects of disadvantage. Coming to an understanding of the scale, depth and persistence of homelessness will be important in forming society views and social policy to address disadvantage. Estimating the homeless at a point in time will provide a measure of the scale, while analysis of the characteristics and circumstances of the homeless also sheds some light on the depth of the problem. While such point-in-time measures can also be used in cohort analysis to convey some implications for persistence, other approaches may be needed to analyse this dimension more fully.

This methodological review has focussed on the point-in-time measure – the only measure that can be sensibly derived from a point-in-time count of the population, which is the Census.

1.3 THE QUALITY OF THE  
COUNT

If the quality of the estimate is low, to the point that society cannot judge with any certainty either the scale of the problem, or any direction of change, then it will be difficult for society to hold itself and governments accountable for addressing the disadvantage.

As importantly, if policy and program action is to target the homelessness problem, knowing the locations of the homeless, and their characteristics, is necessary for effective targeting. Just knowing there are some homeless people, somewhere, but knowing nothing else about their characteristics or location is a start, but is not sufficient. Having a count that depicts the wrong characteristics, and the wrong locations, of the homeless population risks wasting scarce public resources in intervention, failure to assist those truly in need, and leaves the public and governments ignorant of both any progress against the problem and of any effectiveness in delivering services.

This review has focussed both on better quality identification of the potentially homeless population enumerated in the Census so that their characteristics can be better understood, and providing better identification of the locations where homeless people are likely to be. It also ensures repeatable measures that can track progress over time.

#### 1.4 UNDERCOUNT / OVERCOUNT

Observing homeless people in any data collection can be a challenge. The homeless state may mean that the affected people are not captured at all in data sets used to count people generally, including the homeless. Nor will they be necessarily counted in data sets that count only those homeless people accessing particular services for the homeless. There are some examples of this undercount issue with the ABS Census of Population and Housing, particularly for Indigenous Australians, and with all administrative data sets that inform on the issue.

More significant measurement problems lie in: the 'under-identification' of the homeless when those people are represented in the underlying data sets but misclassified in counts of homeless; and in 'over-identification' of homeless people by classifying them as homeless when they are not. These identification issues arise because their homeless state is not obvious within the data set but must be inferred from other characteristics that may be poorly reported, or which often cannot support the assumptions being made when interpreting the data.

In this review, the focus was initially on past estimation methods and existing Census data sets to remove over-identification. Such over-identification has the potential to obscure the true size of the homeless population, mask where homeless people are located, misrepresent the characteristics of those who are homeless, and prevent valid measurement of progress over time.

Of course, analysis of those already 'classified' homeless, to identify and assess potential over-identification, is generally easier than searching anew for genuinely homeless people in a data set. Most analyses so far have exhausted likely pools of homeless people in the data. Further work will identify few, if any, additional homeless people. An initial conclusion of this review is that most opportunities to assume, rightly or wrongly, that a person counted in the Census data set was homeless on Census night have already been explored.

If homeless people are not in the available data sets, reanalysis will not reveal them. Seeking to correct for undercount is, therefore, the focus for new or improved methods for the future, and planned actions are noted and recommendations for further improvement are made. Undercount is very likely to be significant for Indigenous Australians who were missed in the previous Censuses, and for those Indigenous Australians who report a usual address that is culturally associated with place rather than with adequate shelter. Undercount in the Census is also likely for people staying in dwellings, such as public housing, without any legal right to occupy the premises. The completed Census form for such dwellings may simply show the tenants, and not any of their friends or family who may be staying with them long term.

Under-identification is also likely for victims of domestic violence who, at the time of the Census, assume they still have, and therefore report, the usual address from which they have fled.

Overall, estimating homelessness from the Census is through identifying those who are most likely to be homeless based on a number of characteristics. These estimates cannot include those people who were never enumerated in the Census.

1.5 FINDINGS

This review found an apparent overcount in past CTH counts of the homeless population of people enumerated in the Census, due to either methodological error or to assumptions that, on reflection, may not be well founded or do not lead to plausible estimation. Homelessness is not being redefined. Instead, the intention of the classifications and assumptions published in the CTH reports is being more rigorously applied, based on a more detailed analysis of Census data.

Tables 1.1 and 1.2 below summarise the extent of revision that this review recommends to the counts produced in the 2001 and 2006 reports *Counting the Homeless (CTH)*, produced by Professors Chris Chamberlain and David MacKenzie. Revisions approaching this magnitude are recommended, if an estimate is to be reproducible over time, able to monitor change, and expected to show where homeless people were located on Census night. Note that these summary tables present a mid-point of the likely range of estimates; in the detailed discussion of the various categories of homelessness in Chapter 6, bounds are placed around these estimates, with the descriptions of the nature of variance in possible outcomes described for each category.

The summary tables show the count of homeless people divided into four operational categories as identified in CTH. These include:

- people who are in improvised dwellings, tents or sleepers out,
- individuals using Supported Accommodation Assistance Program (SAAP) services,
- persons staying temporarily with other households (persons visiting friends and relatives), and
- people staying in boarding houses.

The tables show a fifth category which has been created as part of the review, namely 'persons in other temporary lodging'. For further information about these categories see the Glossary.

**1.1** OVERVIEW OF PROPOSED REVIEW CHANGES TO HOMELESS ESTIMATES, 2006

	2006 CTH estimate	ABS Review estimate(a)	Difference	Source of revision
Boarding houses	21 596	16 828	-4 768	Method and assumption
'SAAP' accommodation	(b) 19 849	17 331	-2 518	Method
Friends and relatives	(c) 46 856	19 579	-27 277	Method and assumption
Improvised dwellings, sleepers out	16 375	7 764	-8 611	(d) Assumption
Persons in other temporary lodging	..	1 970	1 970	New estimate
<b>Total</b>	<b>104 676</b>	<b>63 472</b>	<b>-41 204</b>	

.. not applicable

(a) This is the mid-point of the likely range of the estimate.

(b) This number is derived from AIHW SAAP collections, except for Victoria.

(c) Includes analysis from non Census sources. See CTH chap. 3.5.

(d) Also includes a reduction by about 200 because of a Census collector error, and a reduction of 656 because of the inclusion in CTH of system generated records. See chapter 6.4.2.1 and 6.4.3.

Source: Chamberlain & MacKenzie, 2008, *Counting the Homeless, 2006* (ABS. cat. no. 2050.0), Table 3.5, pp 21 and Census, 2006

1.5 FINDINGS *continued***1.2** OVERVIEW OF PROPOSED REVIEW CHANGES TO HOMELESS ESTIMATES, 2001

	2001 CTH estimate	ABS Review estimate(a)	Difference	Source of revision
Boarding houses	22 877	23 749	872	Method and assumption
'SAAP' accommodation(b)	14 251	13 420	-831	Method
Friends and relatives	48 614	17 877	-30 737	Method and assumption
Improvised dwellings, sleepers out	14 158	(c)8 943	-5 215	Assumption
Persons in other temporary lodging	—	1 395	1 395	New estimate
<b>Total</b>	<b>99 900</b>	<b>65 384</b>	<b>-34 516</b>	

— nil or rounded to zero (including null cells)

- (a) System generated records for usual residents of improvised dwellings are not flagged on the 2001 Census Output file and cannot be removed in this analysis.
- (b) 2001 data was not sourced from the Census, see glossary for more information.
- (c) Imputed usual residents of improvised dwellings are not flagged on the 2001 Census Output file and cannot be removed in this analysis.

Source: Chamberlain & MacKenzie, 2008, Counting the Homeless, 2006 (ABS. cat. no. 2050.0), Table 3.5, pp 21; AIHW SAAP Collection, 2006-07; and Census, 2001

*Source of revisions*

In the CTH methodology, the use of responses to the 'usual address' question forms an important part of assessing homelessness. In particular, the CTH methodology assumes that respondents interpret the note which states that 'usually lives' means 'that address at which the person has lived or intends to live for a total of six months or more' as relating to a state of homelessness. This assumption carries for a number of operational categories displayed in Tables 1.1 and 1.2 above. The question is designed for a different purpose (mobility measurement). About 250,000 people change address each month. The unqualified use of the usual address question as an indication of homelessness in CTH is likely to include noise associated with moving populations. Any skills shortages are likely to exacerbate over time the overcounting in the CTH method i.e. it will severely impact on the time series without reflecting any aspect of homelessness. This overcount has no corollary in undercount, and the characteristics of those overcounted are unlikely to match any homeless population.

The following tables provide summary information relating to assumptions used in CTH and the ABS review position leading to the differences in the above tables (Tables 1.1 and 1.2). These issues are addressed in detail in Chapter 6.

### Boarding Houses

CTH assumptions	ABS review position	Consequence for time series
CTH included methods for adding 5,300 (net) people to the boarding house population in CTH 2006.	The review removed 3,000 people who were inconsistent with these methods including: student quarters with 50 or so residents; religious institutions; staff quarters; temporary overseas visitors; and proprietors and staff of the buildings.	Adding new rules to boarding house definitions in the CTH process, without examining the consequences of the change in terms of the people it classifies as homeless, breaks the time series and includes people with characteristics unlike the existing boarding house population.

### 'SAAP' accommodation

CTH assumptions	ABS review position	Consequence for time series
The stated CTH methodology is to count, as homeless, people staying in SAAP on Census night. The actual methodology used in CTH counts support periods that both span Census night and include accommodation at any stage during that support period, regardless of whether the person was in SAAP accommodation on Census night.	The review has corrected the estimates to align with the stated CTH methodology.	The CTH method classifies as homeless people who are not homeless <u>on</u> Census night, as well as double counting of people who may be in other forms of homelessness in CTH (i.e. with friends and relatives).

## Friends and relatives

CTH assumptions	ABS review position	Consequence for time series
<p>CTH assumes that all persons reporting no usual address and enumerated in private dwellings are homeless and visiting friends and relatives.</p>	<p>A third of this large group are in 'visitor only' households – they are not staying with friends or relatives. Large numbers of these can be identified as 'grey nomads' travelling up north. Thousands more were: renting caravans, cabins or houseboats, were employed and report a usual address down south a year earlier; renting houses in holiday destinations, or staying in a house that they own in a tourist destination but which is not their current usual address.</p>	<p>The ageing population and increasing affluence is likely to see an expansion in the grey nomad numbers – they increased dramatically between 2001 and 2006. Increasing affluence is also likely to see other holiday traveller populations increasing, and the increased ownership of second dwellings in holiday destinations. Such issues would impact on time series comparability of CTH estimates.</p>
<p>CTH assumes that about 16,000 of the 40,000 youth staying overnight on Census night, and for whom a usual address is reported, are runaways or have been thrown out of home and are staying with friends and relatives.</p>	<p>Most of the youth in the 40,000 target group were travelling with most likely both parents, or at least with one parent, and/or with siblings under 12 years of age. A large number are not visiting friends or relatives but are staying in visitor only households – i.e. on holiday with their family.</p>	<p>There are only about 16,000 youth in total that might be candidates for either traditional sleepover or other arrangements by themselves, or being runaways. However, half of this group are visiting holiday destinations. The remainder is likely to be a small pool of genuine sleepovers.</p>

Improvised dwellings, sleepers out

CTH assumptions	ABS review position	Consequence for time series
<p>Mobility - All persons enumerated in improvised dwellings and answering the usual address question as either 'none' or 'at home' are classified as primary homeless.</p>	<p>Building construction teams moving to erect new suburbs are accommodated in site sheds, and report that they have no six month address in Census year. Examples include the construction team building a new suburb in Port Stephens at the time of the last Census. Others include Hume Highway and similar mobile construction teams.</p>	<p>The misclassification of construction teams in the homeless count is very likely to overcount the homeless population in boom times, and undercount it during downturns. This population has no corollary in undercount, and the characteristics of those overcounted are unlikely to match any homeless population.</p>
<p>Hobby farmer/other owner builders - All persons enumerated in improvised dwellings and answering the usual address question as either 'none' or 'at home' are classified as primary homeless.</p>	<p>The circumstances of owner builders are examined in the context of a wide range of reported Census variables, and decisions made to exclude those that may live in temporary accommodation on their land while building.</p>	<p>Emerging affluence, 'tree change', 'sea change' and ageing population influences are all likely to see this component of the CTH estimates increase. This population has no corollary in undercount, and the characteristics of those overcounted are unlikely to match any homeless population.</p>

1.6 CONFIDENCE IN THE REVISED HOMELESS COUNTS

A major focus in reviewing the *Counting the Homeless* (CTH) estimates has been the interpretation of the usual address question in the Census. This review has noted that the design intent for the usual address question is to identify mobility for population measurement, and this review has reflected on the overreliance in CTH on a literal interpretation of this variable. Proposed revisions to the primary homeless and 'visiting friends and relatives' categories of homelessness in CTH largely reflect a much more detailed analysis of Census data to test the assumptions in CTH. In the other categories of homelessness in CTH, a variety of errors are corrected and the application of counting rules refined to better match the stated concepts in CTH.

*Boarding houses*

This review has not been able to test the veracity of all of the boarding house dwelling classifications, nor establish with certainty the homeless state of people enumerated in those dwellings. The review has looked more closely at the CTH rule change for its 2006 estimates of boarding houses, and it appears that it was not well defined or applied.

It is likely that even more of the reclassified CTH dwellings are not boarding houses, and that some of the persons in those dwellings that are boarding houses are not homeless. From the counts of people and dwellings in the Census, the revised boarding house count is likely to be an over estimate.

However, it is also likely that some premises operating as illegal boarding houses, for example in disused factories, are not enumerated at all in the Census. Users may wish to consider the reviewed estimate of 16,800 people for this category in 2006 to have an error of +/- 10%, say, from 15,000 to 19,000 homeless people.

*SAAP Accommodation*

With the Census data and the Australian Institute of Health and Welfare (AIHW) reported SAAP data for people accommodated in SAAP on Census night reasonably closely aligned, the use of Census data can be adopted with confidence. This new approach aligns with the stated CTH methodology. The Census based estimate of 17,300 people in SAAP accommodation on Census night, in addition to including people in SAAP accommodation, also includes people housed in Transitional Housing Management (THM) properties in Victoria. However, it may be open to debate whether the THM residents belong in this category, belong in a separate category of homelessness, or perhaps should not be regarded as a category of homelessness at all.

This review has rejected the previously undocumented CTH use of a support period measure – which covered all people included in any SAAP 'support periods', regardless of how long those periods were, provided the total support period spanned Census night 2006, and provided only that the entire support period included at least one night of supported accommodation at some time during the period. This is larger than the SAAP counts where the person was accommodated on Census night. In addition, those who were in supported accommodation over the support period may have already been counted in another category on Census night.

*Friends and relatives*

The analysis in this review has shown that the characterisation of this group as visiting friends and relatives or 'couch surfing' is not appropriate for many of the people included in the CTH net in secondary homelessness. Indeed, when looking at those populations, many of these people appear to be travelling for a variety of reasons (holiday or migration) rather than being homeless.

It is possible that yet more of the 'visiting' population are not homeless but are staying with friends and relatives while they sort out their new accommodation arrangements when moving for a variety of reasons. Alternatively, some of the people excluded in the review analysis may in fact be homeless. A +/- 10% margin may be appropriate for the reviewed estimate of 19,600 based on data observable in the Census i.e. the estimate could be in a range from 17,500 to 21,500.

There may be some people 'couch surfing' but for whom a usual residence is reported – perhaps the previous address at which the person lived but to which they cannot currently return. While the number of these people is not known, it is highly unlikely that they would have the same characteristics as those identified in this review as 'grey nomads', other holiday makers, overseas students, recently arrived migrants yet to settle, or of Australians returning from overseas. All of these were included in the CTH counts. Any estimate of potential undercount would be better made expressly by the analyst, taking account of their own assumptions.

*Improvised dwellings, sleepers out (Primary homeless count)*

For this review it cannot be certain which of the people enumerated in 'improvised dwellings...' are travelling construction crews and owner builders described below in Chapter 6.4. For the reviewed estimate of 7,800 people enumerated in the Census in circumstances of primary homelessness, a range of +/- 20% may be appropriate i.e. an estimate in the range 6,000 to 10,000 people.

*Overall range of estimates* The analysis of Census data in this review suggests, for people enumerated in the 2006 Census, a range estimate of homelessness from about 58,000 to 70,000. The review also notes the difficulty of estimating homelessness for any homeless people not enumerated at all in the Census, and in particular discusses issues with measuring homeless Indigenous people.

**1.7 HOMELESS  
INDIGENOUS  
AUSTRALIANS**

The analysis in this review recognises that it is likely that Indigenous Australians have been under-counted in estimates of homelessness. There are a number of reasons why this has occurred, with the first being the under-enumeration of Indigenous Australians within the Census (11.5% in 2006). Some of those who were under-enumerated may have been homeless at the time of the Census.

It is likely that, for some Indigenous people who were enumerated in the Census, there may have been 'incorrect' information regarding 'usual residence' which prevented the CTH methodology classifying them as homeless.

It is debated in the literature whether the concept of 'no usual address' is appropriate for some Indigenous Australians. Morphy (2007) discusses the problems in defining a 'usual resident' and 'visitor' in an Indigenous context, as the distinction between 'my country / not my country' is more salient than the distinction between 'resident / visitor'. This issue becomes particularly problematic for people who are highly mobile. Chamberlain and MacKenzie (2008) also discuss the relevance of 'no usual address' to the Indigenous population, as the 'usual address' question is approached with a different cultural frame of reference. They note that it is not culturally appropriate to record 'no usual address' on Census night because 'home' is understood in a different way, particularly when Indigenous people are staying with their extended family. Due to the different cultural frame of reference for Indigenous people, it is widely assumed that the western concept of 'no usual address' is under-reported by Indigenous Australians.

Any impacts from a different cultural frame of reference will affect the number of Indigenous persons enumerated in the Census who are classified as either experiencing primary homelessness or temporarily visiting friends or relatives while homeless.

**1.8 REVISIONS**

Some of the methodological errors described in this review relate to stated CTH methodology that was not actually applied in the construction of the counts included in the CTH reports. Others relate to a mismatch between the assumptions being adopted in the CTH count and the nature of the estimation being applied. As a result, several thousand people classified in CTH as homeless have been determined, upon closer examination in the review, to either not be homeless in some cases, or unlikely to be homeless in others.

**1.9 FUTURE DIRECTIONS**

Several changes are recommended for future Censuses and for future counts of the

## 1.9 FUTURE DIRECTIONS

*continued*

homeless population:

- 1 Repeat the very successful 2006 practice of jurisdictional lists and the 'green sticker' approach for supported accommodation arrangements. This generated a count reasonably close to Census night SAAP counts compiled by AIHW, but one which is more complete in terms of socio-demographic detail available for the people in SAAP on Census night.
- 2 Extend the list approach in 1 above to jurisdictional lists of registered boarding houses, and new forms of crisis and transitional housing such as foyer accommodation.
- 3 Use the expansion in Census funding and effort for the count of the Indigenous population to reduce the Census undercount of Indigenous people.
- 4 Release homelessness data from the Census coincident with, or as soon after, the standard first and second releases from the 2011 Census i.e., release homeless estimates from the 2011 Census in the second half of 2012.

1.10 CONSULTATION ON  
THE DISCUSSION PAPER  
FINDINGS

For three months following the release of this Discussion paper, ABS will be seeking input from a wide range of stakeholders and experts.

ABS will initiate consultation with those stakeholders that have contributed to the review, but welcomes feedback from any readers of the Discussion paper. ABS will hold discussion forums in each state and territory capital city to seek feedback, and will advertise these sessions on the ABS website ([www.abs.gov.au](http://www.abs.gov.au)).

Comments can also be addressed to:

Counting the Homeless Review  
 Attn: Living Conditions Section  
 Locked Bag 10  
 Belconnen ACT 2616  
 Or by e-mail to  
[living.conditions@abs.gov.au](mailto:living.conditions@abs.gov.au)

The ABS methodology for estimating homeless people, along with the estimates for 2001 and 2006, will be published after the feedback from stakeholders and experts has been considered, as this may result in changes to the proposed methodology and therefore to the resulting estimates.

BACKGROUND

The Counting the Homeless (CTH) estimation methodology has never been reviewed, and aspect of the methodology are not transparent. With the increasing focus in Australia on public accountability and performance reporting on homelessness, ABS considered the need to assess, and potentially improve, the quality and timeliness of homelessness estimates from Census data.

When the 2006 CTH estimates were first published in September 2008, it was noted that changes in CTH methodology had implications for the validity of time series comparisons. It was also noted that aspects of the evidence base for some of the potential drivers of homelessness did not align well with the 5% increase in the CTH estimates between 2001 and 2006. For example, over this period:

- employment rose 13%;
- unemployment fell 22%;
- the mean equivalised disposable household incomes of low income households (deciles 2 and 3 in the distribution) rose 38% in nominal dollar terms, and mean incomes for the whole population rose 41%;
- given the strong economic drivers, rents only rose 17% over this period, and rental vacancy rates remained above the 3% 'neutral' level until at least the end of 2004;
- between 1996 and 2005 the rate at which women reported being victims of violence in the previous 12 months fell 22% (and absolute numbers fell 10%); and
- the divorce rate fell 12%.

*Source:* ABS (2011), ABS (2009), FaHCSIA (2009), ABS (2006b), ABS (1996), ABS (2008)

*2.1 Official estimates of homelessness*

No national statistical office (NSO) produces a comprehensive count of the homeless population for their country. Only a few NSOs have attempted to produce measures for some aspects of homelessness, such as for people sleeping on the streets.

There is no internationally accepted definition of homelessness. There are many concepts of homelessness developed in many countries, and partial definitions have been used to address aspects of homelessness, but there are no standards for measurement.

In Australia, there have never been any official summary statistics on the homeless population, although a range of measures have been produced on people accessing Supported Accommodation Assistance Programs (SAAP).

However, the importance of the social issue of homelessness has persisted, and attempts at both developing and improving measurement have been made in some countries. Chris Chamberlain, then Head of Sociology, Monash University, authored the 1999 ABS Occasional paper *Counting the Homeless, Implications for Policy Development* (ABS cat. no. 2041.0). In the preface, Chamberlain noted the need for data to inform discussion of policy responses to homelessness and stated that:

2.1 Official estimates of homelessness *continued*

*"There can be no meaningful public debate about the best policy responses to assist homeless people, unless there is reliable information on the number of homeless people in the community. This requires an operational definition of homelessness which can be easily measured, and credible data on the population identified by the definition."*

In Section 1.1 (Theorising Homelessness) of this Occasional paper, Chamberlain notes:

*"Chamberlain and MacKenzie (1992) argue that 'homelessness' and 'inadequate housing' are socially constructed, cultural concepts that only make sense in a particular community at a given historical period. In a society where the vast majority of the population live in mud huts, the community standard will be that mud huts constitute adequate accommodation (Watson 1986, p. 10). In order to define homelessness, it is necessary to identify the shared community standards about the minimum housing that people have the right to expect in order to live according to the conventions and expectations of a particular culture.*

*Community standards are usually embedded in the housing practices of a society. These identify the conventions and cultural expectations of the community in an objective sense, and will be recognised by most people because they accord with what they see around them. As Professor Townsend (1979, p. 51) suggests: "A population comes to expect to live in particular types of homes ... Their environment ... create(s) their needs in an objective as well as a subjective sense."..."*

In the Summary section of his occasional paper, reporting on the project to attempt a reasonably comprehensive homeless count using 1996 Census data, Chamberlain concluded that:

*"The purpose of this study was to see whether it was possible to produce a credible estimate of the homeless population using ABS census data. It has proved possible."*

Professors Chris Chamberlain (Swinburne University) and David MacKenzie (Royal Melbourne Institute of Technology University) have since produced their *Counting the Homeless* (CTH) reports after each of the 2001 and 2006 Censuses. Their ground breaking work was innovative in finding ways to utilise the Census as a source for constructing elements of a count of the homeless – an exercise undertaken to some extent in some other countries, but not covering the range of homeless circumstances that Chamberlain and MacKenzie attempted.

This current review of Chamberlain and MacKenzie's CTH methodology is the first time that either the methods used by Chamberlain and MacKenzie in bringing the various data sources together for their 2001 and 2006 CTH reports, or their derivation of estimates from the ABS Census components, have been reviewed.

With the recent and increasing focus on homeless counts for performance measurement and for reporting change over time, the ABS, in conjunction with the Australian government Department of Families, Housing, Community Services and Indigenous Affairs, the Australian Institute of Health and Welfare, and representatives from the New South Wales, Queensland and South Australian government departments with responsibility for homelessness issues in their jurisdictions, has conducted a review of the methodology used by Chris Chamberlain and David MacKenzie to produce their estimates for *Counting the Homeless, 2006*.

### 2.1 *Official estimates of homelessness continued*

The outcome of the review is intended to be a more accurate count of Australia's homeless people from the 2011 Census. This will be as a result of an improved methodology which allows counts to be compiled in a transparent, repeatable way, with a consistent time series from 2001 onwards.

### 2.2 *Consultation during the review*

Early work on the review began with an issues paper released in October 2009, which led to expert input, both through workshops at which Professors Chamberlain and MacKenzie participated, and through submissions in response to the issues, covering both methodological and policy perspectives on the current CTH methodology.

The ABS research work for the review has been guided by advice from a Steering Committee comprising representatives from the Department of Families, Housing, Community Services and Indigenous Affairs, the Australian Institute of Health and Welfare, and from three states (New South Wales, Queensland and South Australia) represented on the inter-jurisdictional Housing and Homelessness Information Management Group (reporting to the Housing Ministers' Advisory Committee).

Fourteen submissions were received, either in response to the release of the Issues paper in late 2009, or after ongoing discussions with stakeholders.

Most submissions noted the significant challenges in estimating the number of homeless in Australia, and generally welcomed the review and the opportunity for input.

The following four issues were consistently raised across a number of submissions.

#### (I) CONCERN ABOUT CHANGES IN METHODOLOGY

Concern was expressed in a number of submissions that approaches put in place as a result of the review had the potential to significantly change (particularly reduce) the count of the homeless through the application of new definitions and new calculations, regardless of any actual changes in the number of homeless.

ABS notes that the review findings are targeted at consistency in method, both over time and with components of measurement that are likely to reflect real changes in homelessness. The aim of the review has been to ensure that future official estimates of homeless people enumerated in the Census are compiled in a transparent, repeatable way and can produce a consistent time series from 2001 onwards.

#### (II) UNDERCOUNT

Several submissions expressed the view that there was already a significant undercount – of domestic violence victims, rough sleepers, and more generally of homeless people who may choose not to be counted in the Census. The issues surrounding Indigenous homelessness and its measurement, particularly in relation to 'long-grassers' and overcrowding, received the most attention. Cases were made both for and against the inclusion of residents marginally housed in caravan parks in the homeless count.

The review has been careful to distinguish between erroneous overcount and the undercounting of either homeless people per se, or the misclassification of people counted in the Census but for whom there is no information to reasonably classify them as homeless. Options for future improvement in aspects of undercounting are discussed in the review findings.

## 2.2 Consultation during the review continued

### (II) UNDERCOUNT *continued*

Methodologies can only estimate those who are enumerated in the Census who are likely to be homeless. Hence the ABS review methodology cannot identify the likely undercount of homeless people who are not enumerated in the Census.

### (III) TRANSPARENCY

Several submissions argued for changes in methodology to be transparent, tested before implementation, and undertaken only in consultation with stakeholders.

The review process will give stakeholders the opportunity to both comment on the findings, and to make their own assumptions about measurement components, if they wish.

The implementation of the findings will only be made after consultation on the review discussion paper.

### (IV) CALLS FOR MORE DATA COLLECTION

Many submissions advocated for increased data collection in the homeless field, including for:

- more effort to be expended in counting rough sleepers during the Census, particularly by working in concert with service providers – ABS continues to seek this collaboration;
- Census field procedures in future to capture additional information about dwelling type within the 'improvised dwellings, tents and sleepers out' category, and whether dwellings in caravan parks were caravans or cabins;
- extending the Census post enumeration survey to people homeless at the time of the survey and living in contexts other than private homes;
- increased information on dwelling facilities to be collected in the Census;
- adding a question for people to self-identify as homeless in the Census;
- more frequent collections of data on the homeless between Censuses; and
- more intensive follow-up to better define certain dwelling types (improvised dwellings, SAAP facilities and boarding houses).

Aspects of these recommendations have already been picked up in the review e.g. demonstrating the correction of the CTH estimates to record people accommodated in SAAP on Census night. Others must await the developments leading towards the 2016 Census.

## 2.3 Review outputs

The outputs of the review were expected to be:

- the issues paper discussed above. This was published in October 2009;
- recommendations for minor changes to collector instructions for the 2011 Census to ensure clarity of definitions and procedures used to count the homeless. These changes were not possible for 2011 but will be considered for the 2016 Census;
- recommendations on how the ABS might, if it is possible, change its release of Census data to help analysts better understand Australia's homeless. This is recommendation 4 in Section 1.9 of this discussion paper;

2.3 *Review outputs*  
*continued*

- recommendations on how Census data, in conjunction with other sources, could be used to compile an estimate of the number of homeless people and households in Australia. In particular, the work was to recommend how best to make use of data from the SAAP collection and whether and how to use data from a Census of Homeless School Students. These issues are the substance of this discussion paper; and
- as far as possible, produce re-worked 2001 and 2006 figures using the recommended improved methodology, with the intention to use the same methodology to calculate 2011 estimates. Initial re-worked estimates are included in this discussion paper and any ABS decisions, following consultation on the methodological recommendations in this discussion paper, will be re-worked for both 2001 and 2006.

THE CULTURAL  
DEFINITION APPLIED

In *Counting the Homeless*, 2006 Chamberlain and MacKenzie note that:

*"In a sense Australia is exceptional, because in Australia there are two definitions of homelessness that are widely accepted. One is the cultural definition used by the Australian Bureau of Statistics (ABS). The other is the SAAP definition, contained in the Supported Accommodation Assistance Program Act 1994 (SAAP Act). The cultural definition is used for enumerating the homeless population, whereas the SAAP definition identifies who is eligible for services."*

The cultural definition of homelessness, that Chamberlain and MacKenzie note is reasonably widely accepted, identifies shared community standards about the minimum housing that people have the right to expect. In his Occasional paper following the 1996 Census (ABS 1999) Chris Chamberlain noted that:

*"In order to define homelessness, it is necessary to identify the shared community standards about the minimum housing that people have the right to expect in order to live according to the conventions and expectations of a particular culture."*

*Community standards are usually embedded in the housing practices of a society. These identify the conventions and cultural expectations of the community in an objective sense, and will be recognised by most people because they accord with what they see around them."*

In that Occasional paper Chamberlain also noted that:

*"The minimum standard is equivalent to a small rented flat, and this is significantly below the culturally desired option of an owner occupied house."*

*The 'minimum community standard' is not specified in any formal regulations, although existing housing regulations may imply a minimum standard. Rather, it is a cultural construct which identifies the lower boundary of a particular cultural domain and identifies the standards embodied in current housing practices. It provides a benchmark for assessing 'homelessness' and 'inadequate housing' in the contemporary context."*

*However, the benchmark cannot be used in a purely mechanistic way, and its application must be sensitive to cultural meaning systems. For example, there are a number of institutional settings where people do not have the minimum level of accommodation identified by the community standard, but in cultural terms they would not be considered part of the homeless population. This includes people living in seminaries, elderly people living in nursing homes, students in university halls of residence, people in prison, and so forth."*

THE CULTURAL  
DEFINITION APPLIED  
*continued*

The minimum is reflected in a right to expectation, and is not a socially or culturally imposed constraint on free choice. Many people have diverse housing careers that reflect trade-offs between short to medium term housing standards to support their longer term aspirations for preferred owner occupation and wealth creation. Owner builders, young professionals building their careers through diverse employment opportunities, both in Australia and overseas, and people following mobile employment opportunities will often trade off the financial gains of their chosen life path (and avoiding waste in maintaining a 'usual residence' they do not want, require or even use at this stage of their life) against the experience of perhaps lower than expected 'community standards' of accommodation for a time.

As Chamberlain and MacKenzie (1992) point out, there are also a number of institutional settings where people do not have the minimal level of accommodation identified by the community standard, but in cultural terms they are not considered part of the homeless population. They include, *inter alia*, people living in seminaries, elderly people in nursing homes, students in university halls of residence and prisoners.

The *opportunity* to choose the minimum community standard provides a cultural benchmark for assessing 'homelessness' and 'inadequate housing' in the contemporary context, and guides both community concern and policy action. Arguably, the benchmark is not intended to be used 'in a purely mechanistic way' to reflect chosen housing transitions that are within the control of the family or individual – cultural meaning systems within Australia acknowledge the housing transitions that job opportunities and wealth creation generate.

In this methodological review of counting the homeless, the cultural definition has been adopted, and its application in a number of aspects of measurement sheds new light on previous analyses.

THE DEFINITION OF HOMELESSNESS

This review has not changed the definition of homelessness as used in the CTH reports.

However, the review has examined more closely than before the way that the assumptions made in the CTH reports align with the definition. The conclusion reached in this review is that:

- the stated methodology for CTH was not always applied rigorously in the reports that were produced;
- the methodology has undergone some change between each release of CTH;
- several of the assumptions used in CTH to imply a tenure that is not reported, or to imply a dwelling category that is not reported, or a living circumstance that is not reported, do not match the definitions stated in the reports; and,
- 'operationalising' the cultural definition of homelessness can be improved by closer scrutiny of the underlying data, and in particular to provide time series consistency.

5.1 INTRODUCTION

The Australian Bureau of Statistics' Censuses of Population and Housing have, for many decades, attempted to count all people in Australia on the relevant Census night. These Censuses have been very successful in counting the overwhelming majority of the people in Australia. Commencing with the 1996 Census, *Post Enumeration Surveys* have been conducted, and have identified relatively small undercount rates associated with each Census. It might therefore be assumed that the Census is a very good source of information on homeless people in Australia on Census night.

However, there are two major reasons why, historically, the Census may not have been as useful as first thought for reporting on the number of homeless people in Australia. First, while the measured Census undercount is very small overall, it is possible, indeed likely, that some homeless people are more likely, on average, to be missed on Census night than are other people. Second, while many (indeed most) homeless people would be counted on Census night, they may not be immediately discernible in the Census data as being homeless. The Census does not collect a classification of homeless, and a variety of assumptions are necessary to develop estimates of those that may be reasonably classified as homeless.

There are only two circumstances under which people reported in the Census can be reliably reported as meeting the definition of homeless. The first covers those people reporting as staying in specialist homeless services accommodation on Census night. In 2006 there were about 17,300 people reported in this circumstance, including several thousand people staying in Transitional Housing Management units in Victoria.

The second circumstance covers those people 'sleeping rough' and who were enumerated with the assistance of local service providers who not only knew where to locate people sleeping rough but also could identify these people as their service clients and as being homeless (as distinct from people sleeping rough overnight while in transit). There were several thousand people enumerated in this way in the 2006 Census.

No other people enumerated in the Census can be reliably reported as being homeless. It is this circumstance, which affects Censuses in all countries, that has prevented any official estimates of national homelessness being created in any country.

However, assumptions may be made about the broad likelihood of groups of people, enumerated with particular characteristics, to be reasonably assumed to be largely reflective of people who may be homeless.

This chapter reviews the issues both of population undercount, affecting the capacity to have characteristics about those people that may help build an assumption of homelessness, and of using the reported characteristics for those people who were enumerated to make assumptions about classification of the homeless population on

## 5.1 INTRODUCTION

*continued*

Census night. It also describes the use of Census characteristics for grouping the estimated homeless population into the four main groups used by Chamberlain and MacKenzie to report their CTH findings.

5.2 UNDERCOUNTING  
HOMELESS PEOPLE IN  
THE CENSUS

The Census does undercount some people in a variety of settings, and is likely to undercount 'street' people and those squatting in derelict buildings if they move frequently from one form of temporary shelter to another, or if they have an interest in concealing where they sleep for fear of being harassed or victimised.

In response to this issue, from at least the 1976 Census, ABS collectors have been instructed to seek out all people either camping or sleeping out by visiting any places in their Collection District (CD) on Census night where it was likely that persons may be housed in improvised dwellings, tents or sleeping out, e.g. garages, humpies, camping areas, park benches, derelict buildings etc. Many Census field managers had developed local strategies to support complete enumeration for the 'improvised dwelling...'<sup>1</sup> category, and some were successful in finding many people in 'improvised dwellings...'. However, some collectors may have believed that there were no homeless people living in improvised dwellings or campers out in their CD, and therefore did not go looking, especially at night. For others, they may not have approached such areas in fear for their own safety (and were instructed by ABS not to risk their personal safety).

The 1996 Census was the first Census to target Australia's homeless population with a specialised *national* enumeration strategy. In 1996, the ABS encouraged all its field managers to take a range of appropriate actions, gleaned from the practices of individual field managers over the years. These actions were to identify the 'street' population in their community by: visiting locations where street people were known to 'hang out'; handing out refreshments to encourage people to fill in forms; and for Census field staff to travel with mobile food vans which provide services for homeless people. A special short form had been used in Sydney in the 1991 Census and again in 1996, and was recommended (and adopted) as an integral part of the strategy for the 2001 Census.

Other new or extended arrangements used in the 2001 Census were:

- special collectors recruited from the homeless population or from service providers, and trained in a dress rehearsal one week prior to census day, during which special collectors became familiar with their areas, networked with local information sources and promoted the census to any homeless persons they came across
- scouting for the homeless, involving staff searching places where homeless people were known to gather late in the evening
- contact made with the Council to Homeless Persons, and jointly sponsored workshops held prior to the 2001 Census
- extended enumeration periods; and
- Census forms were also distributed at food vans and soup kitchens opened especially for the census, with a hot beverage and/or food being offered.

In 2006, in regard to undercounting people that may be homeless, the ABS Homeless Enumeration Strategy further focussed on consultation with service providers to promote the Census to their clients, and raising homeless people's awareness of the impending Census Promotional packs for services. These contained posters, pamphlets, a DVD, and a letter explaining why they had received the pack. In addition, specialist

## 5.2 UNDERCOUNTING HOMELESS PEOPLE IN THE CENSUS *continued*

area supervisors visited all agencies in their regions; meetings and forums were held with government organisations, non-government organisations and services to raise awareness of the Homeless Enumeration Strategy; and press articles and newsletters were used for promotion of the strategy.

Despite the increasing efforts over many Censuses to improve the enumeration of homeless people, there are some groups that will remain somewhat undercounted. While the urban undercount has probably been reduced in relative terms by the improving strategies adopted by ABS, and supported by services and others, a risk is that rural and remote Indigenous populations that are 'sleeping out' and moving from location to location, and who may be homeless, may have been missed to some extent in the field.

To identify the total Australian population, it is important to count people who are regularly 'sleeping rough' at some locations, even though they have a home elsewhere. This circumstance affects many Indigenous people who move between two or three locations, depending on the season and on cultural events and circumstances. This issue of changing population size impacts on both the infrastructure of communities that swell in numbers for up to months at a time, and on the wellbeing of people sleeping in often less than the usually accepted standard, however the people still do have a place to call home that they do inhabit for a significant part of the year, and therefore are not homeless. While the Census can report the size of the visitor population at Census time, it cannot report the likely length of the visits. The 2006 Community Housing and Infrastructure Needs Survey (CHINS) collected information on this issue ABS (2007b).

## 5.3 CLASSIFYING THE COUNTED CENSUS POPULATION AS HOMELESS – USUAL RESIDENCE

### 5.3.1 *Improving reporting and use of 'usual address'*

The 'usual residence' or usual address variable in the Census is designed, for Census purposes, to report on: population characteristics by small area; and to report mobility i.e., current usual address versus address one and five years ago.

One key innovation in Chamberlain and MacKenzie's CTH report was to interpret Census data on 'usual address' in ways they expected would measure an approximation to homelessness.

Since 1976 there has been a Census question which asked, 'What is the person's usual address?' However, prior to 1996 it included the instruction that if a person had 'no usual residence', then they should tick 'this address', that is, the address at which they were being enumerated, which meant that they could be classified as being 'at home'. Analysts might then assume that people classified as enumerated in 'improvised dwellings, tents or sleeping out' were likely to be homeless if they are also recorded as being 'at home'. Similarly, if they are enumerated at a boarding house or hostel for the homeless they might be regarded as homeless. However, if people were staying with friends or relatives because they were homeless, they would appear to analysts as usual residents of a private dwelling with no indication that they might be homeless.

Despite the instruction to code 'this address', in 1991 more than 2,000 people overrode this instruction and wrote 'no usual address' in answer to the question. It is not known how many, or whether, people with no usual address followed instructions and answered that they usually lived where they were being enumerated. In 1996, the instructions were changed so that if a person had no usual address, then they should write 'no usual address'. This made it possible to assume, without reference to other

5.3.1 *Improving reporting and use of 'usual address' continued*

reported Census characteristics, that people staying in private dwellings but being recorded in the Census as having 'no usual address' according to Census instructions, may be homeless. However, closer scrutiny in this review (discussed below) has shown that such assumptions are unlikely to hold in many cases.

In 2006, to help improve the way people responded to the usual address question, the ABS strategy focussed on explaining how the Census forms should be filled out to better reflect the homeless circumstance. Information on how Census forms should be filled out was sent to detoxification centres, rehabilitation centres, and state and Catholic high schools advising that any people who had no usual address should record 'none' at the usual address question. Similarly, e-mails were sent to front line staff who were asked to advise people in temporary accommodation to record 'none' at the usual address question.

Nevertheless, it remains possible that people may choose, incorrectly, to record as a usual address the place where they are temporarily visiting, or have this question answered for them in this way when a host family completes the enumeration details for a visitor. It is also possible that some people enumerated at places other than their usual address will either report, or have reported on their behalf, a prior usual residence that they cannot, either temporarily or permanently, return to.

5.3.2 *CTH use of the 'usual address' variable*

Much of the CTH methodology imputes a homeless state based on a few of the characteristics of the individual people as reported in the Census. For example, for dwellings enumerated as boarding houses in the Census, CTH uses some of the characteristics of the residents to reclassify some of those dwellings as being other than boarding houses. For dwellings enumerated as private dwellings in the Census, CTH uses some of the characteristics of their residents to reclassify some of those dwellings as boarding houses.

In other cases, the CTH methodology approach, based on using the single characteristic of a reported 'no usual address', is to classify all such individuals as homeless if they are enumerated in a private dwelling. This assumption is intended to reflect a 'couch surfer' homelessness circumstance in the real world, where homeless people may be staying with friends or relatives. In practice, this very broad assumption classifies all people staying in visitor-only households, including those in holiday resorts, as homeless if they do not report a usual address.

CTH methodology also imputes a 'correction' to a reported characteristic for a very large number of people aged 12 to 18 years and who are enumerated in private dwellings – to remove their reported usual address – and assumes that they do not have a usual address and can thus be counted in the CTH homeless estimate.

This review of the CTH methodology has looked more closely at the assumptions about the CTH interpretation of the reported Census characteristics, and concluded that the assumptions are unlikely to hold in many cases, when additional reported fields are examined. Examples include the CTH methodology for the classification, as homeless, of many people who appear to be grey nomads travelling Australia, particularly in northern areas, at the time of the Census.

### 5.3.3 *Usual address in the Census*

The ABS Census asks people to report a usual address. The instructions for reporting are to write in:

"the address at which the person has lived or intends to live for a total of 6 months or more in the relevant Census year. For persons who have no usual address write NONE..."

Census advice, if enquired, to people completing the Census form and who move around frequently is that a usual address is somewhere you have lived or intend to live for six months or more, otherwise writing 'none' in the usual address question is the appropriate answer.

There are a very wide range of reasons why a person may not have stayed, or be intending to stay, at a particular address for 6 months or more in a particular Census year. In the 2007–08 ABS Survey of Income and Housing about 16% of household reference persons reported having lived at their current private dwelling address for less than 1 year. Each month, on average, about 250,000 people move address.

People will have moved from a former usual address for many reasons, for example moving for study or work, or upon retirement. Some of these movers may be temporarily accommodated in their new city or town, and at the time of the Census cannot report the future address of the home that they will be renting or buying, that hasn't been chosen yet.

People who moved in July or August, just before the Census, might report their former home as the place they had lived for at least 6 months, but may consider it odd to report this old address as their 'usual' address. It is considered unlikely that people report a former usual address as their current usual address after they have permanently left that address, or left it on a long term basis. The design of the Census 'usual address' question for reporting on mobility, and for supporting population measures, would be undermined if people did report their old usual addresses to which they would not be returning, or not returning for quite some time. By reporting 'no usual address' these people are counted in the population where they are enumerated, and counted as movers from their former usual address.

People moving to step up in either the jobs market or the residential property market, or people capitalising on their life-long residential investment when they retire, may temporarily not own any property while between investments, but are unlikely to experience the forms of social exclusion that affect people who fit a more traditional view of homelessness. For example, as reported in ABC radio interviews, families moving from Queensland to Karratha to rent a slab on which to park their caravan reported that 'the money was just too good to refuse'. Such families would certainly benefit from cheaper housing options in their new area in the long term, either to rent or to add to their holdings of owned premises, but the issues for social inclusion are less likely to reflect the entrenched disadvantage (or risk of such disadvantage) that characterises the more traditional homeless population.

The CTH methodology assumes that all persons not reporting a usual address in the Census are homeless. In this review, the ABS has refined the analysis of these people to scale the likely overcount of people who are highly unlikely to be homeless in this circumstance. The areas of exploration for the overcount included those identified as

5.3.3 *Usual  
address in the Census  
continued*

overseas students in group houses, 'grey nomads' travelling in their caravans etc. after retirement, and a wide range of other people in visitor only households, especially those renting in holiday destinations, and sharing holiday accommodation with other families that do report a usual residence. In CTH, all of these people are classified as homeless and living with friends and relatives, including those who are clearly not staying with usual residents in the household, and those who are staying in a substantial dwelling that they may own in a holiday destination but which may be a second or third home and is not their 'usual residence' in a Census year.

See the following chapter, for more information on the analysis of those people not classified as homeless in this review.

CTH COUNTS AND METHODS

This chapter of the report looks at the various components of the primary, secondary and tertiary homeless counts generated in CTH and discusses the methods and assumptions identified in CTH.

The conceptual categories identified in CTH are: primary homelessness (people living in improvised dwellings or sleeping out); secondary homelessness (people in hostels for the homeless, night shelters, refuges, and visitors to private dwellings and with no usual address); and tertiary homelessness (residents in boarding houses and private hotels).

This section of the report looks at the component homeless populations in the following order:

- boarding houses, where the revisions to the CTH counts are straight forward and largely focus on changes to the CTH methodology first introduced in the 2006 CTH count;
- 'SAAP' and associated accommodation, where the method used in the 2006 CTH count was not consistent with the stated methodology nor with the concept of a Census night count;
- 'visiting friends and relatives', where the review has shed new light on the circumstances of people being classified in this group in the CTH reports by analysing additional Census fields;
- the primary homeless, where errors in the Census tenure classification are noted, and the alignment of CTH assumptions about the circumstances of people classified as being enumerated in improvised dwellings is discussed; and finally,
- a new category of homeless people counted in non-private dwellings other than boarding houses or hotels is introduced.

6.1 Boarding houses

This section of the report first repeats the published 2006 CTH methodology, used to estimate the boarding house population on Census night, to provide readers with a basic understanding of the method under review, and is then followed by a summary of the review finding.

6.1.1 CTH BOARDING HOUSE METHODOLOGY

The boarding house methodology used by Chamberlain and MacKenzie, as described in CTH 2006, pages 14 to 18:

*"This is the most complicated part of the analysis. Boarding houses range from large establishments in the inner suburbs of some capital cities to smaller establishments in outer suburbs and some country towns.*

## 6.1 Boarding houses *continued*

### 6.1.1 CTH boarding house methodology *continued*

*Boarding houses may be properly registered, but many are apparently set up without conforming to council regulations. The basic rules for identifying boarding houses were laid down in 1996 (Chamberlain 1999), but they were supplemented by additional conventions in both 2001 and 2006. The methodology is explained in three steps: a discussion of the 'basic rules', the '2001 conventions' and the '2006 conventions'.*

#### BASIC RULES

*The 2006 Census used 20 categories for coding non-private dwellings. The categories included 'hotel, motel, bed and breakfast' and 'boarding house, private hotel'. This distinction draws attention to the fact that there are major differences between conventional hotels that many travellers use and boarding houses (often called 'private hotels').*

*Hotels and motels mainly provide short-term accommodation for people who have a permanent home elsewhere. Their guests are usually people on holiday or persons who are working away from home. In contrast, boarding houses and private hotels provide accommodation for people who live in single rooms on a long-term basis, and for persons who are using boarding houses as emergency accommodation. The starting point for identifying the number of people in boarding houses is the census category 'boarding house, private hotel'.*

*The 2006 Census identified 16,273 in 'boarding houses and private hotels'. However, three groups had to be excluded: owners and staff members who were sleeping over on census night; guests who reported a usual address 'elsewhere in Australia'; and backpackers who reported a usual address overseas. These are the 'basic rules'.*

*In 1996, four conventions were developed for the ABS analysis to correct for the fact that census collectors sometimes misclassify 'boarding houses', 'hotels' and 'staff quarters' (Chamberlain and MacKenzie 2003, pp.25–26).*

*The first rule was that dwellings should be removed from the boarding house category, if 60% or more of their adult residents were working and had incomes of \$600 or more per week. These were either 'hotels' or 'staff quarters'. The same rule was applied to dwellings classified as 'staff quarters'. If less than 60% of residents in these dwellings were working and had incomes below \$600 per week, then the dwelling was recoded as a 'boarding house'.*

*The second rule was that hotels were recoded as 'boarding houses' if they had the following characteristics:*

- *20% or more of their residents were living there permanently (very unusual for a hotel)*
- *75% or more of residents were either unemployed or outside of the labour force and had incomes of less than \$600 per week (hotels are not full of people on low incomes who do not have a job).*

## 6.1 Boarding houses *continued*

### BASIC RULES *continued*

However, there were still some people left in the 'hotel, motel' category who reported 'no usual address'. These people were either unemployed or outside of the labour force and had an income below \$400 per week. They could not have been staying in conventional hotels, possibly paying \$150 per night. The third rule included them in the boarding house population.

The fourth rule deals with people in other types of non-private dwelling who reported 'no usual address'. In 2006, this group included 130 people in psychiatric hospitals, about 400 in public and private hospitals, 200 in other welfare institutions, a small number who were probably in the 'lock up' and some who were staying temporarily with religious orders. The fourth rule includes them in the boarding house population.

In 2006, the 1996 conventions were replicated. The number in boarding houses on census night was 14,490 compared with 17,972 in 2001.

### 2001 CONVENTIONS

As part of the 1996 census, ABS staff telephoned dwellings where there was insufficient information to identify dwelling type. Where additional information could be obtained a more accurate classification was entered. The ABS had 19 categories for non-private dwellings including the residual category 'other'.

In 2001, there was an important change in ABS procedures which affected the boarding house count. The ABS discontinued the practice of 'follow up' telephone calls and the number of dwellings in 'other' increased from 536 to 2,784. The number of persons in those dwellings jumped from 12,938 to 54,636 and it remained at 54,000 in 2006. We developed conventions in 2001 to identify boarding houses in the 'other' category and the same rules were applied in 2006.

This approach has some limitations and these are described in Chamberlain and MacKenzie (2003, p.28). The method focuses on excluding dwellings from 'other' that cannot be boarding houses.

Certain institutions were not recorded as 'other'. Prisons and corrective institutions were not classified under 'other', because the ABS used administrative records to record persons in those institutions. Also, census collectors would not record public or private hospitals under 'other', because these institutions are clearly signposted.

Five criteria were used to exclude dwellings from 'other' that could not be boarding houses. These rules were developed from an empirical assessment of the characteristics of people in non-private dwellings (Chamberlain and MacKenzie 2003, pp.27–28). The 2001 rules are shown in Figure 3.1.

After applying the five criteria, we excluded all persons who:

- reported a usual address elsewhere in Australia
- reported a usual address overseas (backpackers)
- were owners and staff.

The 2001 analysis found 4,905 boarding house residents bidden within 'other'. Applying the same rules in 2006 produced a correction of 3,763.

6.1 Boarding houses  
continued

2001 CONVENTIONS *continued*

FIGURE 3.1 RULES FOR EXCLUDING DWELLINGS FROM 'OTHER'

<p><b>1 Age rule: older persons</b></p> <p><input type="checkbox"/> Exclude: dwellings from 'other' where 85 per cent or more are 65 or older.</p> <p><input type="checkbox"/> Purpose: to remove retirement villages and nursing homes.</p> <p><b>2 Education rule</b></p> <p><input type="checkbox"/> Exclude: dwellings where 85 per cent or more are attending an educational institution.</p> <p><input type="checkbox"/> Purpose: to remove boarding schools, residential colleges and halls of residence.</p> <p><b>3 Religion rule</b></p> <p><input type="checkbox"/> Exclude: dwellings where 90 per cent or more report a religious affiliation.</p> <p><input type="checkbox"/> Purpose: to remove convents, monasteries and other religious institutions.</p> <p><b>4 Labour force rule</b></p> <p><input type="checkbox"/> Exclude: dwellings where 50 per cent or more of their adult residents are employed.</p> <p><input type="checkbox"/> Purpose: to remove hotels, motels and staff quarters because a majority of their adult residents are employed.<sup>(a)</sup></p> <p><b>5 Age rule: younger persons</b></p> <p><input type="checkbox"/> Exclude: dwelling where 90 per cent or more are aged 19 or younger.</p> <p><input type="checkbox"/> Purpose: to remove correctional institutions for children.</p> <p>(a) In 2001, we excluded all dwellings from 'other' where 25 per cent or more of their adult residents were employed. In 2006, the unemployment rate was much lower and it was more common for boarding house residents to have part-time or casual work. In 2006, we excluded dwellings from 'other' if 50 per cent or more of their adult residents were employed.</p>
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2006 CONVENTIONS

*Recently, one of the authors worked at three housing services in inner Melbourne. Service providers knew that boarding houses were closing down in the inner city, but they also said that new boarding houses were opening in the outer suburbs. Field visits confirmed that these were suburban houses, often with outbuildings used as additional bedrooms. The dwellings rarely had a sign outside. We realised that census collectors were likely to misclassify these boarding houses as 'private dwellings'.*

*In 2006, an investigation was undertaken to see whether it was possible to identify boarding houses in the 'private dwellings' category. There were 280,000 private dwellings containing unrelated adults. Ninety-seven per cent of these dwellings had two, three or four unrelated adults, which is too few residents for a boarding house. These were 'share households' and they were excluded from the analysis.*

## 6.1 Boarding houses *continued*

### 2006 CONVENTIONS *continued*

*There were 9,000 private dwellings that had five or more unrelated adults. A small boarding house or a share household could have five or more unrelated tenants. Five criteria were devised to exclude dwellings that could not be boarding houses.*

*First, we excluded any dwelling where 60% or more of the residents were employed. This removed working households of unrelated adults. Then we excluded dwellings where 60% or more of the residents had incomes of \$600 per week or more. This was an alternative criterion to exclude working households.*

*After that, we removed households where 60% or more of the residents were either studying (tertiary, secondary, Technical and Further Education (TAFE) or 'other') or working full-time. This removed student households and 'mixed' households. We also excluded dwellings where 60% or more of the residents were in need of assistance with 'care activities'. This was supported accommodation for disabled people, usually with a carer on site. Finally, we excluded dwellings with less than four bedrooms on the grounds that these properties were too small to be boarding houses.*

*This left 705 dwellings with 3,343 residents. These were boarding houses that had been initially misclassified as private dwellings. In 2006, the total number of persons in boarding houses was 21,596 (14,490 + 3,763 + 3,343 = 21,596), compared with 22,877 in 2001."*

#### 6.1.2 REVIEW OF THE CTH BOARDING HOUSE METHODOLOGY

As noted in CTH, Census collectors identify and classify boarding houses and private hotels as categories of dwelling, and in 2006 there were 16,273 people residing in these properties on Census night. In CTH these data are analysed and the CTH count excludes 1,783 people as not plausibly homeless. The CTH methodology then uses the assumptions outlined above to add another 7,106 people to the homeless boarding house population.

However, the CTH report notes that estimating homeless people in such dwellings 'is the most complicated part' of their analysis. For this review report, a new approach for a bottom up estimation of this population is not attempted. Instead, the review worked back from the most recent changes, introduced in CTH 2006, to reassess the boarding house population.

CTH 2006 notes that some boarding houses are suburban houses and Census collectors are likely to misclassify these boarding houses as private dwellings. Consequently a new methodology was introduced in 2006 to include 705 'group household' private dwellings into the boarding house population, adding 3,343 residents to their estimate.

Analysis of the persons included in this group household population reveals certain characteristics that show that most of the additional properties identified with the new 2006 CTH rules are highly unlikely to be boarding houses.

Some of the additional exclusions, applied by ABS in this review, tidy up CTH rules. For example, CTH boarding house rules exclude student households 'where 60 per cent or more of the residents were either studying (tertiary, secondary, TAFE or 'other') or working full-time'. The calculation used in CTH requires that for a resident to be counted

6.1 Boarding houses  
*continued*

6.1.2 REVIEW OF THE CTH BOARDING HOUSE METHODOLOGY  
*continued*

as a student they must not only answer in the Census that they were a student, but also go on to state the type of educational institution they attended. There is no published rationale for the requirement for students to answer both questions to be classified as a student in this CTH exclusion rule. ABS standards report the student as attending in a 'not stated' institution type. The rate of 'not stated' institution type in the 2006 Census for students aged 15 to 24 years was about 4%. There were 117 students in the group households reclassified by CTH as boarding houses that reported their student status in the Census, but who did not state institutional type. ABS has reclassified the CTH imputed boarding houses back to the Census reported private dwelling status when these extra students are counted in the 60% threshold for residents being either students or working full time.

Other examples of additional exclusions are the reporting of:

- a 'real estate agent' as a landlord, more suggestive of a group house rather than a boarding house;
- paying mortgage repayments (in respect of the Census tenure question);
- being in a rent-buy scheme;
- paying rent to the parent of one the group members; or
- a group of persons reporting themselves as religious volunteers (some households appear to be a group of nuns, others appear to be monks).

Using these additional exclusion rules the review determined that only approximately 1,000 of the 3,343 persons reclassified in CTH 2006 could plausibly be residing in boarding houses.

CTH also includes in the boarding house classification persons enumerated in a 'hotel, motel' who reported 'no usual address', had low income, and were unemployed or not in the labour force. ABS accepts that some or all of the 544 people identified in this way may be homeless, and will undertake some further analysis of their characteristics to ascertain whether some might just be in transit. However, it would be more useful for analysis to record this population separately from the boarding house population.

Another CTH rule includes 1,426 persons in the boarding house population who report 'no usual address' and were enumerated in staff quarters, halls of residence, public hospital, private hospital, hostel for the disabled, etc. Assuming these people are homeless, analysis may be better served with a separate category. This review records a new category for the 1,970 people enumerated in these non-private dwellings and they are assumed to be homeless.

There is some inconsistency with some of the CTH rules classifying as homeless all individuals in a dwelling that is deemed to be a boarding house, irrespective of their individual characteristics, while other CTH rules only look at individual characteristics. For example, one of the CTH rules used to 'reclassify staff quarters' assigned all persons in a dwelling that was coded as 'staff quarters' to be in a boarding house if the percent of persons in the dwelling who were employed was < 60% and the percent of persons with individual income of less than \$600 was >= 60%. However, the treatment of student status is ignored. There were 851 full time students and 168 part time students out of all the 6,887 persons classified by CTH rules for identifying boarding houses. One of the

## 6.1 Boarding houses *continued*

### 6.1.2 REVIEW OF THE CTH BOARDING HOUSE METHODOLOGY *continued*

dwelling they reclassified as a boarding house was classified by the Census as 'staff quarters' and all 49 persons enumerated in it were 'full time students'. As the number of persons employed was less than 60% and the number of persons with individual income of less than \$600 is 60% or more, this dwelling was reclassified as a boarding house and all 49 residents were deemed in CTH to be homeless. However this dwelling appears to be a residential college / hall of residence. Another example includes 240 persons enumerated in a 'residential college / hall of residence' that was reclassified in CTH as a boarding house, yet 196 of these persons were 'full time students'. These people have been reclassified in this review. For future ABS estimation, where labour force status is considered in the classification rules, student status will also be considered.

Other minor issues identified in the CTH boarding house count that were addressed include:

- temporary overseas visitors were included in the boarding house population in the steps CTH used to reclassify, as boarding houses, other dwellings reported in the Census as either non-private dwellings or private dwellings (53 persons); and
- 'owner, proprietor, staff and their family' were included in the step for reclassifying non-private dwellings that were not identified in the Census as 'boarding house / private hotels' (60 persons)

Many of the steps in the boarding house classification rules consider variables which may have been 'not stated'. In particular, there are 295 persons who had 'not stated' for key variables (including individual income and labour force status), who were included in the boarding house population. For these persons, it could be argued that there is not enough information to include them in the rules to count them in the boarding house population.

As importantly, for the 295 persons discussed above, the many 'not stated' variables means that, while they contribute to the denominator in the CTH boarding house rules using proportions of residents who are employed, have low or high incomes, or are students, they cannot contribute to the numerator, thus distorting the proportions. A similar issue arises with persons temporarily absent on Census night. They are counted in the denominator for the threshold calculation of proportions of people with low income and employment status, but have no chance of contributing to the numerator. Both measurement issues potentially result in dwellings being inappropriately reclassified as boarding houses using the CTH rules.

In this review ABS has excluded, from the reviewed CTH boarding counts, the 188 people enumerated in 94 dwellings where there were less than three people enumerated in each dwelling on Census night.

Overall, the ABS review removes 4,768 people from the CTH count of homeless people in boarding houses (down from 21,596 to 16,828) but reallocates 1,970 people to the new homeless category.

6.1 Boarding houses  
*continued*

6.1.2 REVIEW OF THE CTH BOARDING HOUSE METHODOLOGY  
*continued*

The CTH 2001 counts for boarding house residents have been recompiled on a basis consistent with the reviewed count for 2006, and the new count of homeless people in boarding houses for 2001 is 2,267 higher than as reported in CTH 2001. The new count for 2001 includes both:

- an extra 872 people determined using the new CTH rules for the 2006 count, after adjustment as determined in this review; and
- an extra 1,395 people in the new non-private dwelling category.

See Appendix 1 for the inclusions and exclusions to estimate the homeless boarding house population.

6.1.3 CONFIDENCE IN THE REVISED BOARDING HOUSE COUNT

This review has not been able to test the veracity of all of the boarding house dwelling classifications used by CTH, nor establish with certainty the homeless state of people enumerated in those dwellings. It is likely that yet more of the dwellings reclassified in CTH as boarding houses, are not actually boarding houses. ABS is seeking lists of boarding houses for the 2011 Census to improve the accuracy of this count. It is also likely that some of the persons in those dwellings that are boarding houses are not homeless. Therefore, based on the revised methodology for using Census data, it is likely that the counts of homeless people in boarding house dwellings may be an over estimate.

However, it is also likely that some premises operated as illegal boarding houses, for example in disused factories, are not enumerated at all. Users may therefore consider this category to have an error bound around it, which is arbitrarily set at +/- 10%, say from 15,000 to 19,000 homeless people to set a broad expectation of likely under/over count.

6.2 Supported  
Accommodation  
Assistance Program (SAAP)

This section of the report first repeats the published 2006 CTH methodology, used to estimate the SAAP population accommodated on Census night, to provide readers with a basic understanding of the method under review, and is then followed by a summary of the review finding.

6.2.1 CTH 'SAAP' METHODOLOGY

The SAAP methodology used by Chamberlain and MacKenzie, as described in CTH 2006, pages 12 and 13:

*"The starting point for counting people in accommodation provided under the Supported Accommodation Assistance Program (SAAP) is the census category 'hostels for the homeless, night shelters and refuges'. However, we know that many of these dwellings were misclassified at previous censuses (Chamberlain and MacKenzie 2003, pp.23–24). Youth refuges and women's refuges often look like suburban houses and sometimes census collectors did not realise they were SAAP accommodation. These dwellings were mistakenly classified as 'private dwellings'. The ABS convention is to replace census figures with information from the SAAP National Data Collection if the SAAP figures are higher.*

6.2 Supported Accommodation Assistance Program (SAAP) continued

6.2.1 CTH 'SAAP' methodology continued

In 2006, the ABS had two strategies to count people accommodated in refuges, hostels and other forms of emergency accommodation. The 'list strategy' required the ABS in each state/territory to consult with the relevant government department to see if the department could supply a list of all their SAAP properties. The ABS guaranteed the confidentiality of these lists. After being used in the field, the lists were passed on to specified ABS officers to assist with confidential data processing. The lists enabled ABS staff to identify and reclassify SAAP properties that had been wrongly classified as private dwellings on census night.

All states provided lists but they were of uneven quality. Some states provided a comprehensive list of their supported accommodation. Other states provided a list but excluded women's refuges (for security reasons), while other states provided partial lists of their SAAP properties.

The second component of the ABS approach was the 'green sticker' strategy which was first used in 2001. This involved the distribution of information to service providers offering them an alternative way to return their census forms. Service providers were advised that they could request a mail back envelope from the census collector to ensure confidentiality. Service providers were asked to return the census forms directly to the Data Processing Centre and to attach a green sticker which facilitated the identification of SAAP accommodation.

**6.1** PERSONS IN 'HOSTELS FOR THE HOMELESS' COMPARED WITH NUMBER OF PERSONS IDENTIFIED BY THE SAAP NATIONAL DATA COLLECTION (EXCLUDING VICTORIA)

	NSW	Qld	WA	SA	Tas.	NT	ACT	All
National SAAP data collection	5 110	3 233	1 395	2 111	622	411	531	13 413
Hostels for the homeless	2 843	2 242	825	1 239	107	—	329	7 585
Number misclassified by census	2 267	991	570	872	515	411	202	5 828

— nil or rounded to zero (including null cells)

Source: Chamberlain & MacKenzie, 2008, Counting the Homeless, 2006 (ABS. cat. no. 2050.0), Table 3.1, pp 13

Overall, the census strategy worked better than in 2001, but Table 3.1 shows that in all states (except Victoria) the census count was lower than the SAAP count. The Victorian Department provided the ABS with a full list of its SAAP addresses as well as a full list of its Transitional Housing Management (THM) properties. Women's refuges in Victoria were identified using green stickers. The 2006 Census identified 6,436 people in Victoria.

We followed the established convention and replaced the census data with National SAAP Data for all states except Victoria. There were 19,849 people in SAAP on census night 2006, compared with 14,251 in 2001."

6.2 Supported  
Accommodation  
Assistance Program (SAAP)  
*continued*

6.2.2 REVIEW OF THE CTH 'SAAP' METHODOLOGY

In the 2006 Census, dwellings were flagged in Census processing as SAAP dwellings based on lists provided by states and territories, and/or when the operators of SAAP dwellings affixed a Census-supplied green sticker to their Census forms. However, it is possible that the lists provided to ABS may have missed some SAAP dwellings, and some services may have omitted to affix green stickers to their Census returns. In addition, the Census counted a further 3,406 people in the non-private dwelling type of 'hostel for homeless, night shelter, refuge', in dwellings that were not on the service lists nor on forms which were returned with a green sticker.

For the purposes of this review, AIHW provided ABS with the same data provided to Chamberlain and MacKenzie for the number of people reported by SAAP services who, on Census night, were in SAAP accommodation. As shown in the following table, the population of people enumerated in these multiple ways in the Census aligns reasonably closely in total with the AIHW SAAP data for the number of people accommodated on Census night, and reasonably closely for four of the seven states/territories shown. There is some margin for estimation error in the AIHW reported SAAP numbers, as well as some imprecision in the list/green sticker approach that may explain the differences in the relatively small numbers in Tasmania and NT. It is not clear why the Census data for Queensland overstate the AIHW reported SAAP Census night count.

**6.2** COMPARISON OF 2006 CENSUS SAAP COUNT AND THE AIHW SAAP SERVICE REPORT FOR CENSUS NIGHT

	NSW	Qld	SA	WA	Tas.	NT	ACT	All
Census SAAP Count	3,831	3,081	1,472	1,082	225	230	469	10,390
SAAP service reports – clients accommodated on Census night	4,140	2,621	1,500	1,116	379	293	441	10,490
Census shortfall (-) or over-count (+)	-309	460	-28	-34	-154	-63	28	-100

Source: ABS, 2006 Census of Population and Housing, AIHW SAAP Client Collection

For Victoria, the Census list/sticker/homeless hostel count is 6,941, much higher than the SAAP service reported estimate on Census night of 4,027. The Census data indistinguishably include the tenants housed in Transitional Housing Management properties in Victoria, typically on short to medium term tenancies from three to 18 months.

From advice that ABS received from AIHW, in the 2006 CTH reports, Chamberlain and MacKenzie used additional data supplied by AIHW, for all jurisdictions except Victoria, which covered all people included in any SAAP 'support periods', regardless of how long those periods were, provided the total support period spanned Census night 2006, and provided only that the entire support period included at least one night of supported accommodation at some time during the period. These SAAP counts are larger than the SAAP counts where the person was accommodated on Census night.

For Victoria, CTH used the Census measure based on the list and green sticker approach.

6.2 Supported  
Accommodation  
Assistance Program (SAAP)  
*continued*

6.2.2 REVIEW OF THE CTH 'SAAP' METHODOLOGY *continued*

The use of the support period SAAP count instead of the Census night accommodation measure overstates the estimate, for the seven jurisdictions for which this measure was used, by 2,923 people, or 28% i.e., that is the difference between the AIHW's Census night SAAP count and AIHW's support period count for those jurisdictions. The proportional overstatement is larger for some jurisdictions, such as South Australia, where the overstatement is 41%.

While arguments might be made to use a broader measure than a Census night count of SAAP residents for some purposes, the risk of mixing this period measure with Census night counts is that the 2,900 or so people who are no longer in SAAP accommodation on Census night may be in longer term or stable accommodation, and the measure simply overstates the nature of the problem and undermines the rationale for having a point-in-time count. It is also possible that some of those people included in the CTH support period measure, but who were not in SAAP accommodation on Census night, are included in a Census night count of people visiting friends and relatives, 'sleeping rough', or in a boarding house, and would therefore be double counted.

The reasonably close correspondence between the Census counts and the AIHW reported service counts of people accommodated in SAAP properties on Census night (assuming the Census count for Victoria including THMs is correct) supports the use of the Census SAAP data (17,331 in 2006) rather than the loose approximation used in CTH based on support periods without regard to any SAAP accommodation usage on Census night.

ABS intends to use the same list/sticker approach with the 2011 Census, with a view to improving both the quality of the initial lists provided by jurisdictions, and the engagement with services to use the green stickers.

AIHW also provided ABS with the counts of people staying in SAAP accommodation on Census night 2001 for time series purposes.

See Appendix 2 for the estimation of the SAAP population in the 2006 Census.

6.2.3 CONFIDENCE IN THE REVISED SAAP COUNT

With the Census and SAAP data sources so closely aligned in measuring this particular aggregate, the need for a confidence bound does not arise. However, it may be open to debate whether the THM properties in Victoria belong in this category, belong in a separate category of homelessness, or perhaps should not be regarded as a category of homelessness at all. For the purpose of this review, and the limitation of the Census data, THM properties cannot be excluded.

6.3 Visiting friends and  
relatives

This section of the report first repeats the published 2006 CTH methodology, used to estimate the 'visiting friends and relatives' homeless population on Census night, to provide readers with a basic understanding of the method under review, and is then followed by a summary of the review finding in regard to this component of secondary homelessness.

### 6.3 Visiting friends and relatives *continued*

#### 6.3.1 CTH 'VISITING FRIENDS AND RELATIVES' METHODOLOGY

The 'visiting friends and relatives' methodology used by Chamberlain and MacKenzie, as described in CTH 2006, pages 13 and 14, and pages 18 to 20:

*"Homeless people who stay temporarily with friends or relatives are identified at the question, 'What is the person's usual address?' Since 1996, there has been an instruction that people with no usual address should write this on the census form. In 2006, the number of people staying temporarily with other households was 32,519. However, an adjustment has to be made to avoid double counting.*

*First, we explain why an adjustment was necessary. Then we explain how the adjustment was carried out.*

*The substitution of the SAAP figures for the census figures results in a double count of some homeless people who were staying with friends and relatives, which must be rectified. The 2006 Census missed 5,828 people in SAAP accommodation in NSW, Qld, SA, WA, Tas, NT and the ACT. Let us suppose that all 5,828 had written 'no usual address' on their census form. The census collectors did not realise that these people were staying in emergency accommodation for homeless people and classified them as residents of private dwellings. By checking the SAAP data we found that these SAAP residents were missing. We counted them once when we substituted the SAAP data for the census figures. However, all 5,828 were still in the private dwellings category reporting no usual address. When we counted 32,519 people (above) in private dwellings with no usual address, the 5,828 would have been counted again.*

#### **6.3** CORRECTION TO AVOID DOUBLE COUNTING OF SAAP CLIENTS WHO REPORTED NO USUAL ADDRESS (EXCLUDING VICTORIA)

	NSW	Qld	WA	SA	Tas.	NT	ACT	All
Number misclassified by census	2 267	991	570	872	515	411	202	5 828
% reporting no usual address	5.1	4.8	8.4	1.3	7.5	5.5	16.7	5.5
Correction	116	48	48	11	39	23	34	319

Source: Chamberlain & MacKenzie, 2008, Counting the Homeless, 2006 (ABS. cat. no. 2050.0), Table 3.2, pp 14

*Established convention was followed for estimating the double count. The missing 5,828 cannot be identified, but it is possible to identify the individuals staying in SAAP accommodation who were recorded by the census as staying in hostels and refuges. From their replies to the question, 'What is your usual address?' it was possible to establish the proportion who stated 'no usual address'. These figures were used to estimate the proportion in the missing group with 'no usual address'. Table 3.2 shows that this proportion ranged from 1.3 in South Australia to 16.7 in the ACT. There was no information on people in SAAP in the Northern Territory, so we used the average (5.5%) for the six states and territories for which information was available to estimate the proportion of persons with 'no usual address' in the Territory. The overall correction for double counting was 319 (Table 3.2). The number of people staying temporarily with other households on census night was 32,200 (32,519 - 319 = 32,200), compared with 29,439 in 2001."*

6.3 Visiting friends and relatives continued

6.3.1 CTH 'VISITING FRIENDS AND RELATIVES' METHODOLOGY continued

Regarding the youth component of visiting friends and relatives, in CTH on pages 18 to 20:

*"At the same time as the ABS was conducting the 2006 Census of Population and Housing, we undertook the third national census of homeless school students (MacKenzie and Chamberlain 2008a). The research team contacted all government and Catholic secondary schools across the country (N=2,025), and 99% of schools completed a census return. Welfare staff identified 7,035 homeless students using the cultural definition of homelessness.*

*This figure can be used to estimate the overall homeless population aged 12 to 18. The homeless population aged 12 to 18 includes school students, TAFE students, unemployed teenagers and a small number of young people who have full-time work. If we knew the proportion of school students in the homeless population, then it would be possible to estimate the overall number of homeless young people. For example, if school students were 50% of the homeless population, then the overall population would be 14,070 (7,035 x 100/50 = 14,070).*

*The best source of information about the proportion of school students in the homeless population is the SAAP National Data Collection. The SAAP National Data Collection records information on all clients who use SAAP services throughout Australia.*

*In order to 'estimate up', an assumption was made that the characteristics of the youth population in SAAP reflect the characteristics of the homeless youth population overall. This assumption has underpinned previous analyses, but it cannot be independently verified. As long as it remains reasonable to assume that the proportion of school students in SAAP is reflective of the broader homeless youth population, then the SAAP data can be used for this purpose.*

*In the five years preceding the 2006 Census (1 July 2001 to 30 June 2006), young people aged 12 to 18 used SAAP on 87,000 occasions. In 86,000 cases there was information on whether these young people were school students, TAFE students, unemployed or in paid employment. The advantage of using a moving average calculated over five years is that it smooths out fluctuations in the data set and provides a better indicator of long-term trends.*

**6.4** METHOD FOR ESTIMATING THE NUMBER OF HOMELESS YOUTH AGED 12 – 18 YEARS

	NSW	Vic.	Qld	WA	SA	Tas.	NT	ACT	Aust.
Number of homeless school students	1 700	1 401	1 527	922	761	289	148	287	7 035
% of school students in SAAP (2001–06)	34.1	36.0	34.2	21.5	35.7	37.5	48.2	26.1	(a)32.1
Estimated number of homeless youth	4 987	3 896	4 469	4 280	2 129	770	307	1 102	21 940

(a) This is the proportion of homeless students in SAAP Australia-wide re-weighted according to the number of homeless youth by state. In MacKenzie and Chamberlain (2008, p.23) an unweighted proportion was used.

Source: Chamberlain & MacKenzie, 2008, Counting the Homeless, 2006 (ABS. cat. no. 2050.0), Table 3.4, pp 19

### 6.3 Visiting friends and relatives *continued*

#### 6.3.1 CTH 'Visiting friends and relatives' methodology *continued*

Table 3.4 shows the number of homeless students by state and territory and the proportion of SAAP clients (aged 12 to 18) who were school students (derived from support period data 2001–06). This allows us to estimate the number of homeless youth in each state. For example, in New South Wales it was 4,987 ( $1,700 \times 100/34.09 = 4,987$ ). Overall, we estimated 21,940 homeless teenagers in census week, whereas the census enumerated 6,378.

The difference (15,562) between our estimate and the census findings can be explained if we understand how parents think when they fill out the census form. Let us say that two middle-aged parents have a daughter aged 15. She has brought home a school friend who has been 'thrown out' by her stepmother. The parents allow the girl to stay until the weekend. It is census night and the adults sit down to complete the household form. There are two adults, their daughter and her friend. Question eight asked for the young woman's usual address. The parents were given four choices:

1. The address shown on the front of this form
2. Elsewhere in Australia – please specify address
3. Other country
4. For persons who now have no usual address write 'none' in the 'suburb/locality' box.

To identify the young woman as homeless, the middle-aged couple must pick option four and write in 'none'.

However, most parents will choose option two (address elsewhere), even though they know the young person is in conflict with her family. Parents reason that the young person has a usual address, even if she is not staying there at present. They do not think of the girl as 'homeless', especially if she is still at school. They expect the runaway to return home and consider her stay temporary. This may happen and if it does, then the girl will have experienced only a short period of homelessness. On the other hand, the girl may leave that house, move to another friend's place, and then go to a youth refuge. The census method of identifying homeless teenagers fails, because it depends on adults in the household recording 'no usual address' for their young visitor on census night. These young people appear to be the same as other visitors because they are reported as having a usual address elsewhere.

There were 39,966 young people aged 12 to 18 who were visiting private dwellings on census night. Some of them would have been staying over with their parents' permission, but others had probably run away from home or been thrown out. The breakdown between the two groups is not known, but we think the missing 15,562 are hidden within this category.

The correction for undercounting in the category 'friends and relatives' has been done in the same way as in 2001. However, it must be borne in mind that we have already replaced young people missed in SAAP (Section 3.2), and they must not be double counted. The final correction for undercounting was 14,656, compared with 19,175 in 2001."

### 6.3 *Visiting friends and relatives continued*

#### 6.3.2 REVIEW OF THE CTH 'VISITING FRIENDS AND RELATIVES' METHODOLOGY

In the 2006 Census 32,519 people were reported in the Census as visiting a private dwelling that was not their usual residence, and were also reported as having no usual residence. This count is the starting point for the CTH component of secondary homelessness characterised in the CTH results as 'visiting friends and relatives'. Some analysts adopt this category as a representation of 'couch surfers'.

In addition to the people enumerated as visitors without a usual address, CTH also classifies as homeless a further 14,656 people, aged 12 to 18 enumerated as visitors with a usual address reported for them. These two aspects of the CTH count are discussed below.

##### 6.3.2.1 *Visitors not reporting a usual address*

There are a wide range of circumstances where people may be homeless and are 'couch surfing' when recorded in the Census. However, it is unlikely that all of the 32,519 people enumerated as visitors without a usual address meet any cultural definition of homelessness.

Of the 32,519 people enumerated as visitors without a usual address, 13,033 people were in visitor only households, i.e. they were not staying with friends or family at a usual residence of a friend or family member, as characterised in CTH.

Of these 13,033 people, 2,469 people have been reclassified by this review as 'grey nomads' and removed from the potential homeless population.

Grey nomads were defined in this review as people in dwellings where all people in the dwelling were aged 55 years and over, were not in the labour force, and were staying in caravans, cabins or houseboats on Census night. The great majority of these grey nomads were enumerated in holiday destinations – the northern beaches in NSW, and in Queensland, NT and northern WA.

The grey nomad phenomenon is anecdotal, in terms of post-retirement holiday behaviour, as well as evidenced by service planning which has to take account of the many older people who have homes in the southern states but need to be supported while travelling for extended periods in the warmer but more sparsely settled areas of Australia. Overwhelmingly, this group reported having a usual address elsewhere in Australia the year before the Census. Others may have been travelling for more than a year.

This review has concluded that it is likely that these grey nomad travellers have reported consistently with the instructions on the Census form for someone travelling extensively during a Census year. There is no evidence in the Census data set to suggest that these people are homeless. They are not staying with friends, nor are they long-term residents of a caravan park.

It is possible that some of these grey nomads were homeless and were travelling for lack of somewhere permanent to live, even though they reported a usual address one year earlier (mostly in the southern states). There may be anecdotes to support this contention, but the case is not strong enough to classify them all as homeless, and it is likely that most are not homeless.

### 6.3 Visiting friends and relatives *continued*

#### 6.3.2.1 Visitors not reporting a usual address *continued*

Grey nomads are likely to be a growing group as the population ages. The CTH count of homeless people in this group for 2006 (2,469 people) was up nearly 50% on the count in the 2001 CTH estimates (1,669 people). Such a large increase in a group of this type, if homeless, is at odds with the improving economic and social conditions over that period. Even if some of the people now classified as grey nomads were actually homeless, maintaining a 'no change' CTH methodology from Census to Census, that classifies this entire group as homeless, is likely to lead to a rapidly increasing number of people counted as homeless as the large baby boomer age cohorts move through retirement, without reflecting any real change in the homeless population.

A further 3,472 people in visitor only households were staying as renters in caravans, cabins or houseboats on Census night, and as with grey nomads they were not staying with friends or relatives. This group were mostly younger than the grey nomads, but some were in their late 50s and early 60s but who were employed. These people generally reported being usually resident somewhere else a year before the Census, and are assumed in this review to be travelling for a variety of reasons other than homelessness.

Another 2,351 people in visitor only households were staying in properties (other than caravans, cabins or houseboats) that they owned outright or on which they reported a mortgage. They are not staying with friends or relatives. These people probably report no usual address because they are either travelling or moving primary residence, and staying in their holiday or second home at the time of the Census. In this review, these people have been removed from the CTH homeless count of visiting friends and relatives.

Yet another 2,960 people in visitor only households were staying in properties (other than caravans, cabins or houseboats) that they were renting. These people are not staying with friends or relatives and appear to be travelling rather than homeless.

Overall, 11,252 people in visitor only households were removed from the CTH count in compiling the reviewed count. This leaves 1,781 people in visitor only households for whom there was no unifying theme for exclusion from the homeless count. While these people were not staying with friends or relatives as typified in CTH, and may or may not be homeless, they have been left in the reviewed count of the homeless.

More generally in the visiting friends and relatives CTH category, there were 1,309 people who appear to be new migrants (arrived in the Census year) from countries other than those from which recipients of humanitarian visas are likely to be sourced. These 1,309 people come mainly from New Zealand, China, USA, and the UK (the largest source). Most were most likely to be young families. As at Census time these people could have been in the country for no more than 7 months, on average only for about 3 to 4 months if they arrived uniformly across all of January to end July 2006. But possibly all of these people arrived much closer to the date of the Census. It is assumed that by the time of the Census they had not yet had the time to decide upon the purchase or rent of a particular dwelling and report correctly in the Census as not having a usual address at which they had spent, or expected to spend 6 months or more in the Census year. Indeed, they may not have arrived in Australia until after the start of July 2006.

### 6.3 Visiting friends and relatives *continued*

#### 6.3.2.1 Visitors not reporting a usual address *continued*

There is no evidence in the Census data to support classifying any of these people as homeless.

Those new migrants from countries most likely to be recipients of humanitarian visas were not excluded from the homeless category.

Finally, there were 837 Australians who reported being overseas in August 2005 and who were renting or otherwise occupying premises on Census night and reporting no usual address. Most of these people were relatively young (64% were aged between 20 and 39 years). About 120 of these returning Australians were earning more than \$70,000 a year at the time of the 2006 Census. These people may all have arrived back in Australia close to Census time and with no opportunity yet to establish their new long-term residential address back in Australia. While they can therefore correctly report against the no usual address Census variable, there is no evidence in the Census to classify them as homeless.

One final adjustment is to remove the 364 people in this 'visiting' category who were enumerated in a dwelling classified as 'private' in the field by a Census collector but who were on a SAAP list provided by a state/territory authority and have therefore been counted in the reviewed SAAP homeless population.

Removing the 12,940 people in all of the above categories reduces the reviewed homeless population in this 'visiting friends and relatives' category to 19,579.

#### 6.3.2.2 Youth visitors reporting a usual address

Using the CTH methodology for 2006 initially classifies as homeless 6,378 youth aged 12 to 18 years. However, the CTH methodology requires an upward adjustment to the Census count to reach a separate estimate of youth homelessness derived by Chamberlain and MacKenzie (21,940 people). The CTH method for this adjustment is described above, and uses the visiting friends and relatives category as an explanation of where the additional 15,562 homeless youth are enumerated in the Census.

There were 39,966 people aged 12 to 18 who were visiting private dwellings on Census night and for whom a usual address was reported in the Census. The CTH methodology describes that while some of these youth would have been staying over with their parents' permission, others had probably run away from home or been thrown out. Chamberlain and MacKenzie note, in regard to the gap between the Census-only based CTH count of homeless youth and the separate Chamberlain and MacKenzie count, "...but we think the missing 15,562 are hidden within this category" which relates to the visiting youth for whom a usual address is reported (see on pages 18 to 20 of CTH).

With the corrections applied to some of the CTH methodology in this review, the gap between the Census based count and the separate Chamberlain and MacKenzie estimate rises to about 16,500 'run-away' youth with a reported usual address.

CTH notes that it is not possible to distinguish the supposed run-away youth from the sleepover youth. The following analysis takes a closer look at the 40,000 or so visiting youth whom a usual residence was reported in the Census, to better understand where the run-aways may be recorded.

### 6.3 Visiting friends and relatives *continued*

#### 6.3.2.2 Youth visitors reporting a usual address *continued*

The following table summarises the composition of the 40,000 or so visiting youth with a reported usual address. There is no information retained from the Census on the family relationships between visitors except the marital status of individuals. However, where there is more than one visitor to a particular household, for the purposes of the analysis, in addition to the age of the visitors, the Census Collection District (CD, which is a small geographic area) of usual residence was used to group visitors into likely families. It is assumed that groups of people living in the same small area and visiting together at the time of the Census are most likely to be travelling families. The following relationships are then assumed where there were multiple visitors on Census night:

- if there is one male and one female adult visitor in the dwelling with the youth, the assumed relationship is visiting couple family;
- if there is either one male or female adult visitor in the dwelling with the youth, the assumed relationship is a visiting family with at least one parent; and
- if there are no adult visitors and at least one visiting child (under 12) in the dwelling with the youth, the category is called 'youth accompanied by children'.

### **6.5** VISITING YOUTH WITH A REPORTED USUAL ADDRESS (a)(b)

<i>Visiting circumstance</i>	<i>Number</i>
a Visiting youth enumerated in visitor only households	6 200
Youth visiting usual residents:	
b And travelling with both their parents, or with their father, or travelling with other visiting youths(c)	8 600
c Youth accompanied by children under 12 years	2 100
d Lone youth visiting a lone person household	3 100
e Other	20 000
<b>Total visiting youth</b>	<b>40 000</b>

- (a) Youth defined 12 to 18 years of age.  
 (b) These figures are rounded to the nearest 100.  
 (c) Reference to a 'parent' or 'father' is assumed based on highly suggestive data and doesn't reflect a recorded visitor relationship.

#### *a Visiting youth in visitor only households – 6,200*

These youth do not appear to be running away and staying at a friend's or relative's home. They were away from home and spending Census night at a dwelling accompanied by other visitors. Of approximately 6,200 youth in visitor only households:

- 2,400 were travelling with both 'parents';
- 1,700 were travelling with at least one 'parent'; and
- 500 were travelling with other youth.

6.3 *Visiting friends and relatives continued*

*a Visiting youth in visitor only households – 6,200 continued*

The remaining 1,600 in this youth group appear not to be travelling with their own family but were travelling with other visitors.

The majority of the 6,200 youth in this group were enumerated in winter holiday/tourist destinations (e.g. the Gold Coast and the Alpine ski resorts).

It is possible that some of the youth in this group are homeless, but the circumstances of such homelessness would be very unusual and quite unlike the scenario described in CTH. The review has concluded that few, if any, of this group are likely to be homeless.

*b Visiting youth travelling with 'parents' or other youth – 8,600*

In dwellings with both youth visiting and usual residents present, there were approximately 8,600 youth travelling with either parents or other youth, of whom:

- 1,600 were travelling with both 'parents';
- 2,500 were travelling with their 'father'; and
- 3,500 were travelling with other youth and visiting either a family or lone person households.

Across all these groups, the majority of all the youth were enumerated in holiday/tourist destinations, suggesting that the location of the visited dwelling facilitated a holiday in a desirable destination.

This review has concluded that few if any of the youth in this group are homeless.

It is possible that some of the youth in this group are homeless, but the circumstances would be unusual and would not accord with the assumptions made for this group in CTH.

*c Visiting youth accompanied by children under 12 years – 2,100*

There were approximately 2,100 youth visiting usual residents who were not accompanied by their parents but were accompanied by visiting children. About 200 of the youth are old enough, and the children young enough, for there to be a potential parent/child relationship between them. However, such a circumstance does not accord with the assumptions made for this group in CTH.

The remaining 1,900 youth that make up this group appear to be travelling with younger children, most likely their younger siblings. While it is possible that some of the youth (and the accompanying children) in this group are homeless, the ABS has concluded that this is highly unlikely, and they do not accord with the assumptions made in CTH for this group.

*d Lone youth visiting a lone person household – 3,100*

While there were 3,100 lone youth visiting lone person households, about half of them were visiting people aged 36 to 55 years, and a quarter visiting people over 55 years of age. It is highly likely that the 2,300 youth in these circumstances were visiting a parent or grandparent. While it is possible that some of the youth in this group are homeless, the ABS has concluded that this is unlikely, and including them in the Counting the Homeless estimates does not accord with the assumptions made by Chamberlain and MacKenzie for this group.

### 6.3 Visiting friends and relatives *continued*

#### *e Visiting youth in other circumstances – 20,000*

Of these 20,000 youth, 3,600 were travelling with their 'mother'. It is possible that some of the youth in this group are homeless (e.g. travelling with a homeless mother escaping domestic violence), but ABS has concluded that the great majority of youth in this circumstance are simply visiting. There is no evidence in the Census to suggest that even a significant proportion of mothers and children visiting other households will be homeless, and including them in the Counting the Homeless estimates does not accord with the assumptions in CTH for this group.

A further 16,000 youth were visiting by themselves – the great majority visiting usual resident families. It is in this context that the scenario described in CTH might play out to some extent. However, about half of the youth were visiting holiday destinations. The ABS has conservatively concluded that while some of the youth visiting other families by themselves may be homeless, there is no evidence in the Census to suggest that a significant proportion of this group are likely to be homeless. The great majority of youth in this circumstance will be having a sleepover or similar visit. In the absence of any reliable methodology to apply alternative assumptions regarding those visiting youth who may be potentially homeless but for whom a usual address is reported, ABS has assumed a possible +/- 10% range on the reviewed estimates for all people visiting and for whom a usual address is not reported i.e. +/- 2,000 youth, to allow for some potential for any homeless youth to be hidden in the very small plausible pool of those both visiting and reporting a usual address.

#### 6.3.3 CONFIDENCE IN THE REVISED 'VISITING FRIENDS AND RELATIVES' CENSUS COUNT

The analysis in this review has shown that the characterisation of this group as visiting friends and relatives or 'couch surfing' is not appropriate for many of the people classified in secondary homelessness in CTH. Indeed, many of these people appear to be travelling for a variety of reasons (holiday or migration) rather than being homeless.

It is possible that yet more of the 'visiting' population remaining classified as homeless in the reviewed counts are not actually homeless but are staying with friends and relatives while they sort out their new accommodation arrangements when moving for a variety of reasons. Alternatively, some of the people excluded in the above analysis may be homeless.

There may also have been some people 'couch surfing' but for whom a usual residence is reported – perhaps the previous address at which the person lived but to which they cannot currently return. While the number of these people is not known, it is highly unlikely that they will have the same characteristics as the grey nomads, other holiday makers, overseas students, recently arrived migrants yet to settle, or of the Australians returning from overseas. Any estimate of potential undercount would be better made expressly taking account of the assumptions of the analyst, rather than allowing errors in methodology and assumptions to fulfil that estimation requirement.

A +/- 10% margin may be appropriate for the revised count of 19,579 based on data observable in the Census i.e. a range estimate from 17,500 to 21,500.

### 6.3 *Visiting friends and relatives continued*

#### 6.3.4 CTH ADJUSTMENT FOR VISITING FRIENDS OR RELATIVES

The analysis above worked through the assumptions, made in CTH, to explain where homeless youth might be included in the Census records. That analysis concluded that the size of the gap between Census counts of youth reporting no usual address (6,378) and the separate estimate constructed by Chamberlain and MacKenzie (21,940) could not be reasonably explained in terms of mis-reporting of a usual address for 'hidden' youth running away from home or being thrown out.

##### 6.3.4.1 *Net Census undercount*

One possibility for an undercount of homeless youth in the Census might be that some of the youth are not counted at all. However, the proportional difference (1.9%) between the Estimated Resident Population, at 30 June 2006, for the youth population and the Census counts for this same 7 year age group (12–18 years) is lower than for any other 7 year age group outside this range except for the 5–11 year age group (1.8%) and the 7 year age groups ending in ages above 70 years of age. All other younger and older 7 year age ranges have higher undercount rates. The average undercount rate for the population as a whole is 3.2%.

The average Census undercount rate for the 6 years from 12 to 17 years is 1.4%, and there is no evidence to suggest that this undercount is related to homelessness. Rather, it reflects the usual issues of undercount (families on the move and not being contactable by Census collectors, or being otherwise non-respondents from private dwellings).

For 18 year olds, the undercount rate jumps to 4.9% and stays above 5% for all ages until age 34 years. Youth aged 18 at the time of the Census account for less than 4% of the secondary school population and presumably are not a significant component of the government and catholic school based National Census of Homeless School Students undertaken by Chamberlain and MacKenzie.

##### 6.3.4.2 *CTH uprating from the NCHSS*

With both Census net undercount and Census misclassification ruled out as likely significant sources of hidden youth homelessness, the rationale for the size of the adjustment in CTH homeless youth aged 12 to 18 years is re-examined.

The CTH estimate of youth homelessness starts with Chamberlain and MacKenzie's National Census of Homeless School Students (NCHSS), which approaches public secondary schools and secondary schools in the Catholic System. It does not approach private secondary schools. This review has not looked closely at the methods adopted in the NCHSS, and did not identify any external review of that collection methodology to assist the review in its interpretation. Nor was ABS able to access the school level data in NCHSS to understand how the estimates from that method compared with Census data at a small area level. The review did note a change in methodology in the 2006 NCHSS, which increased Chamberlain and MacKenzie's adjustment for reported undercount in NCHSS from 6.7% in 2001 to 20.5% in 2006.

The NCHSS count of homeless youth aged 12 to 18 in the public and catholic secondary school systems may overcount the number of homeless youth in these educational settings, largely due to:

### 6.3 Visiting friends and relatives continued

#### 6.3.4.2 CTH uprating from the NCHSS continued

- some ambiguity in the questions asked of schools;
- the nature of the reporting, for such a mobile population, being unlikely to approximate a Census night measure; and
- the methodology to upwardly adjust, by 20.5%, the data reported by schools may not be well founded.

However, the estimates for homeless youth outside these settings may overstate the count even more.

In CTH the youth homeless count from the NCHSS is uprated by multiplying the school count by 3.1. This ratio is derived from the percentage of school teenagers in total homeless youth (32.1%) as seen in aspects of the SAAP system. It is difficult to establish the validity of the numbers used for this uprating. It appears that Chamberlain and MacKenzie use a school/non-school split of 'clients' being provided with SAAP services. There are a number of reasons why this uprating process may be less than ideal for the purpose to which it is being applied. The SAAP data have wider scope (including private school students). The use of support period data may also be inappropriate, as students may be more likely to have shorter support periods than non-students, introducing a bias into the ratio of students to non-students. SAAP publications show that people not in the labour force have much shorter periods of support, on average. This potentially indicates that students presenting to SAAP as clients will, on average, have shorter support periods than youth who are either working or are unemployed. The ratio of students to non-students would be higher if Census night estimates were used rather than support period estimates.

Chamberlain and MacKenzie also changed their methodology in 2006 to use the average of the 5 years preceding Census night 2006 to "smooth out fluctuations in the data set and provide a better indicator of long-term trends". If there is a trend in the data that changes the proportion of students and non-students, five year's data may not be representative of the most recent Census night.

The CTH ratio also excludes accompanying children. The best evidence available to ABS indicates that a school/non-school split of all children aged 12 to 18 years included in support periods in SAAP is about 50/50, which broadly aligns with the SAAP reported data in the Census (where school students are 59% of this age group). This correction alone would reduce the CTH estimate of homeless youth by one third. For example, multiplying the NCHSS estimate of 7,035 by 100/50 would give an estimate of 14,070 compared with the CTH estimate of 21,940. If the biases in support period measures were taken into account, by just using the SAAP reported Census ratio, this would nearly halve the CTH estimate of youth homelessness. For example, multiplying the NCHSS estimate of 7,035 by 100/59 would give an estimate of 11,923 homeless youth.

Adopting the CTH assumption of a reasonable relationship between the NCHSS estimates and SAAP data on youth homelessness provides another perspective on the CTH youth homelessness estimates. Overall, in SAAP accommodation on Census night in 2006 there were 14,517 people. This compared with a total of 188,000 people assisted in SAAP, in 208,000 support periods for clients, over the course of 2006-07 (AIHW (2008)). The ratio of the one night stock count of accommodated SAAP clients to the full year count of clients is 1 to 13. The estimate of the smaller number of clients and

6.3 Visiting friends and relatives continued

6.3.4.2 CTH uprating from the NCHSS continued

accompanying children provided with accommodation during 2006-07 can be estimated as the proportion of all closed support periods provided with SAAP/CAP accommodation multiplied by the number of clients. In 2006-07, that proportion for clients was 39.9%, and the number of clients was 118,800, yielding an estimate of 47,400 clients being accommodated in SAAP/CAP. The similar calculation for accompanying children is 57.5% of 69,100, or 39,700 of accompanying children being accommodated in SAAP/CAP. The derived total estimate of 87,100 people being accommodated in SAAP/CAP during 2006-07 is six times the Census night count.

If a 1 to six ratio were applied to the CTH count of 21,940 youth estimated to be homeless on census night, the implied total number of youth experiencing homelessness in 2006-07 would be over 130,000. This estimate appears to significantly overstate the scale of the youth homelessness issue, i.e. suggesting that 7% or so of all youth aged 12 to 18 years, on average, experienced homelessness at some time in 2006-07. There may be other ways of estimating the relationship between the number of homeless youth on any one night and the flow of youth passing through a state of homelessness during the course of a year, but this review has not yet identified any additional sources or methods.

The conclusion reached in this review is that the methods used by Chamberlain and MacKenzie appear to create a very large youth homeless population on Census night that cannot be reasonably related to Census data.

6.4 People in improvised dwellings, tents or sleeping out

This section of the report first repeats the published 2006 CTH methodology, used to estimate the primary homeless population on Census night, to provide readers with a basic understanding of the method under review, and is then followed by a summary of the review finding in regard to primary homelessness.

6.4.1 CTH 'IMPROVISED HOMES, TENTS AND SLEEPERS OUT' METHODOLOGY

This section repeats the 'improvised homes, tents and sleepers out' methodology used by Chamberlain and MacKenzie, as described in CTH 2006, pages 11 and 12:

*"The first category is 'improvised homes, tents and sleepers out'. This is the operational category for primary homelessness. This category includes:*

*... sheds, tents, humpies and other improvised dwellings, occupied on Census Night. It also includes people sleeping on park benches or in other 'rough' accommodation ... (ABS 2006b, p.182)*

*In 2006, there was a special effort to count people in the primary population. We know that in some areas census collectors had very good local knowledge and made an extraordinary effort to count people sleeping rough. We also know that in other areas census collectors felt they had partially counted the population. It is unlikely that all rough sleepers were identified.*

6.4 People in improvised dwellings, tents or sleeping out *continued*

6.4.1 CTH 'improvised homes, tents and sleepers out' methodology *continued*

*Previously, there were no data on the quality of the accommodation included under 'improvised dwellings, tents and sleepers out' (Chamberlain and MacKenzie 2003, p.16). However, in 2006 we had the descriptions provided by census collectors. We cannot establish the typicality of these accounts, because it was not a random sample of census collectors. Nonetheless, the census collectors' observations were consistent with the interpretation that most of the improvised dwellings were of poor quality.*

*In Brisbane, a census collector reported that: 'Most of the people I counted were sleeping in bus shelters.'*

*In Geelong, two male census collectors visited a squat: 'The building had running water but little else. There were no signs of furniture and the bedding was piles of old clothes. We went outside and did the census forms under a street light.'*

*In Sydney, a collector found: '... people in doorways and under awnings. A few had erected a makeshift dwelling using a tarp. I found an abandoned car that homeless people were using.'*

*In North Queensland, it was reported that: 'People were living in corrugated iron sheds with dirt floors ... There was a shocking amount of rubbish strewn around ... tarps strung up here and there .... mattresses strewn around ... There was the smell of faeces everywhere.'*

*In Adelaide, a census collector: '... counted a man aged 50 in the park with a bag and a suitcase on wheels. He was going through the bins. I counted an Indigenous woman and a non-Indigenous man with a swag near one of the boat houses ... they had been sleeping under a veranda.'*

*In another regional city, a census collector found: '... people staying in a rotunda at the park. There were some people in tents ... at the football ground. One homeless man was living in a garden shed.'*

*The category 'improvised homes, tents and sleepers out' also includes overseas visitors and Australian residents who are on camping holidays. International visitors can be removed because they report a usual address overseas, and Australian holidaymakers report a usual address 'elsewhere in Australia'. Once these people were removed, this left 16,375 individuals in 'improvised dwellings, tents and sleepers out', compared with 14,158 in 2001."*

6.4.2 REVIEW OF CTH 'IMPROVISED HOMES, TENTS AND SLEEPERS OUT' METHODOLOGY

CTH uses the ABS Census counts of people enumerated in the 'improvised dwellings, tents, sleepers out' dwelling category, and who report no other usual residence (i.e. they are reported to be at their usual address, or are reported as not having any usual address) as being a measure of primary homelessness. While this classification will capture homeless people enumerated in this dwelling category, it is also very likely to capture a significant number of people who do not meet any generally accepted cultural definition of homelessness. This review looks at collector and processing error in the

6.4 *People in improvised dwellings, tents or sleeping out continued*

6.4.2 REVIEW OF CTH 'IMPROVISED HOMES, TENTS AND SLEEPERS OUT' METHODOLOGY *continued*

Census for this dwelling category, as well as at the assumptions used in the CTH split of this dwelling category into 'rough sleepers' and those living in improvised dwellings.

6.4.2.1 *Collector/processing error*

One issue with using this dwelling category is Census collector or processing error. The initial results published from the 2006 Census included about 500 people in this 'improvised dwellings, tents, sleepers out' dwelling category who were living in manufactured homes in Tweed Heads. The CTH estimation excluded this processing error.

The published CTH result of 16,375 for this dwelling category includes about 200 people living in their new homes in Wanneroo (North Metropolitan Perth). This was a Census collector error. Several years after the Census, it is not possible to identify and remove all of the possible errors, both in the field and in processing, that affect this measure.

6.4.3 'ROUGH SLEEPERS'

In this review the CTH estimate of 16,375 people in the 'improvised dwellings, tents, sleepers out' dwelling category is considered in two sub components, referred to in CTH as people 'in an improvised dwelling' or 'sleeping rough'. The nature of the counts of people enumerated in 'improvised dwellings.....' and who were spending Census night out of doors are likely to indicate mostly people who would meet the cultural definition of homelessness. Researchers Chamberlain and MacKenzie estimate this number, referred to by them as 'rough sleepers', to be about 6,500 people on Census night in 2006, based on tenure type being 'rent free', 'other' or 'not stated'. For the group considered to be sleeping rough, the reviewed estimate has been reduced by excluding 656 people who were not enumerated in the field, but who were system imputed to be resident in an improvised dwelling. For these records, most variables, including tenure type, are not stated. The 656 people were imputed in processing, based on the collector identification of an improvised dwelling believed at the time to be occupied but for which no contact could be made. These people may not exist, and in any case probably do not belong in the 'rough sleeper' count. They have been omitted entirely from the reviewed estimates.

6.4.4 'IMPROVISED DWELLINGS, TENTS, SLEEPERS OUT'

Analysis of areas showing significant numbers of people living in 'improvised dwellings...' identified the problem with misusing a usual address field, designed for mobility measurement, as an unqualified indicator of homelessness. Analysis of the characteristics of high concentrations, in particular geographic locations, of people enumerated at home in the dwelling type 'improvised dwellings...' has shown concentrations of full time employed building and construction trades people and labourers, and concentrations of people on their mortgaged properties. Specific sites have been examined to determine the green fields nature of the location, or the 'hobby farmer' nature of the area. For example, of the 130 people enumerated in "improvised dwellings..." in the Bega Valley area in 2006, over half had a mortgage on their dwelling, while in the Mackay area the proportion was 40% of the 214 people so classified.

6.4 *People in improvised dwellings, tents or sleeping out continued*

6.4.4 'IMPROVISED DWELLINGS, TENTS, SLEEPERS OUT' *continued*

CTH assumes that all persons enumerated in improvised dwellings and answering the usual address question as either 'none' or 'at home' are to be classified as primary homeless. Building construction teams moving to erect new suburbs are staying in on-site accommodation sheds, and correctly report that they have no 6 month or more address in the Census year. These team members may own their home elsewhere (or own multiple homes) but travel to where the construction activity is required and stay on site. Examples include the construction team building a new suburb in Port Stephens at the time of the last Census. The 'homeless' people were building tradesmen. Other examples include highway construction teams and similar mobile construction teams. The site sheds where the construction workers are enumerated have been classified by Census collectors, following instructions regarding the classification of 'sheds', as 'improvised dwellings...'

The misclassification of construction teams in the homeless count is very likely to overcount the homeless population in boom times, and undercount it during downturns. This population has no corollary in undercount, and the characteristics of those overcounted are unlikely to match any homeless population.

Hobby farmers and other owner builders are another group enumerated in improvised dwellings and answering the usual address question as either 'none' or 'at home' and are classified in CTH as primary homeless. While people staying in a shed or similar residence on their own land while building a new home may not all be accommodated in a standard suburban way, many will be in 'sheds' that form part of the property's ongoing infrastructure and are quite habitable. Particular examples were reviewed in the context of a wide range of reported Census variables to establish the nature of these hobby farmers/owner builders, and general rules were applied to the entire group of people enumerated in improvised dwellings to establish likely homelessness.

Of the 15,719 people enumerated in the Census and classified in CTH as primary homeless (16,375 less the 656 imputed records), the following characteristics were observed:

- 5,052 persons reported a tenure type of 'owned outright', 'owned with a mortgage', 'being purchased under a rent/buy scheme', 'being rented', 'being occupied under a life tenure scheme', and with at least one person in the dwelling reporting being 'employed – worked full time';
- 2,356 persons reported a tenure type of 'owned outright', and no-one in the dwelling reported being 'employed – worked full time';
- 382 persons reported a tenure type of 'owned with a mortgage', no-one in the dwelling reported being employed : worked full time', and the monthly mortgage repayments were \$1,050 or more per month;
- 57 persons reported a tenure type of 'being rented', no-one in the dwelling reported being 'employed – worked full time', and rent payments are \$300 or more per week; and
- 109 persons reported a tenure type of 'being occupied rent free', 'other tenure type' or 'not stated', at least one person in dwelling reported being 'employed – worked full time', and household income was \$2,000 per week or more.

6.4 *People in improvised dwellings, tents or sleeping out continued*

6.4.4 'IMPROVISED DWELLINGS, TENTS, SLEEPERS OUT' *continued*

Emerging affluence, 'tree change', 'sea change' and ageing population influences are all likely to see this component of the CTH estimates increase as populations move and adapt their living environment. This population has no corollary in undercount, and the characteristics of those overcounted are unlikely to match any homeless population. These people, enumerated in such dwellings, cannot be reasonably regarded as meeting a cultural definition of homelessness.

With the time that has elapsed since the 2006 Census, it is not possible to be certain about the potential homelessness status of people correctly classified as living in 'improvised dwellings....' However, the overall analysis of the characteristics of those people spending Census night in an 'Improvised dwellings, tent, sleepers out' and with no other usual address reported, shows many of these people have well paid jobs or large mortgages. The 'improvised' nature of their dwelling perhaps represents significant lifestyle choices that they can afford, or cost effective responses to employer-supplied mobile accommodation that suits their working arrangements. It is likely that most but not all of the people so classified as living in 'Improvised dwellings, tent, sleepers out' who are not sleeping out do not meet a cultural definition of homelessness.

See Appendix 1 for the inclusions and exclusions in this review for 'rough sleepers' and 'improvised dwellings...' homeless groups.

6.4.5 CONFIDENCE IN THE REVISED PRIMARY HOMELESS COUNT

The reviewed estimate of primary homelessness is 7,764 persons, with nearly 6,000 of this group being what CTH describes as 'rough sleepers'. For this review it cannot be certain which of the people enumerated in improvised dwellings are the travelling construction crews and owner builders etc. An estimate of +/- 20% around the total reviewed estimate of primary homelessness may be appropriate i.e. an estimate in the range 6,000 to 10,000.

6.5 *Detailed information for each homeless group*

Appendix 1 presents an overview of the methodology used in this review, and includes 'decision trees' for applying the rules of exclusions and inclusion in the homelessness groups identified in CTH.

Appendices 2 and 3 present these homeless groups by core demographic variables to present the characteristics of those identified as most likely to be homeless in the Census. These tables presented confidentialised estimates for both 2001 and 2006. They do not include any adjustment for any under or overestimation in any demographic groups.

## 7.1 INTRODUCTION

In previous Censuses it is likely that homeless Indigenous Australians have been undercounted in research findings, such as CTH, due to:

- under-enumeration of Indigenous persons in the Census;
- the nature of reporting 'no usual address' for Indigenous visitors to a dwelling; and
- the classification of dwelling structure.

7.2  
UNDER-ENUMERATION

Indigenous Australians have been under-enumerated in the past two Censuses, by 11.5% and 6.1% in 2006 and 2001 respectively (*Census of Population and Housing – Details of Undercount*, ABS cat. no. 2940.0). It may be that some of the Indigenous people under-enumerated in the Census were homeless at the time of the Census.

7.3 REPORTING OF 'NO  
USUAL ADDRESS' FOR  
INDIGENOUS  
AUSTRALIANS

It is likely that, for some Indigenous people who were enumerated in the Census, there may have been 'incorrect' information collected regarding 'usual residence' which prevented the CTH methodology classifying them as homeless.

It is debated in the literature whether the concept of 'no usual address' is appropriate for many Indigenous Australians. Morphy (2007) discusses the problems in defining a 'usual resident' and 'visitor' in an Indigenous context, as the distinction between 'my country / not my country' is more salient than the distinction between 'resident / visitor'. This issue becomes particularly problematic for people who are highly mobile.

Chamberlain and MacKenzie (2008) also discuss the relevance of 'no usual address' to the Indigenous population, as the 'usual address' question is approached with a different cultural frame of reference. They note that it is not culturally appropriate to record 'no usual address' on Census night by Indigenous people because 'home' is understood in a different way, particularly when Indigenous people are staying with their extended family. Due to the different cultural frame of reference for Indigenous people, it is widely assumed that the western concept of 'no usual address' is under-reported by Indigenous Australians.

Another aspect of this measurement issue may relate to the interviewer household form which is used in nominated discrete Indigenous communities where language differences or other factors make the use of the standard self-enumeration forms impractical. While the interviewer household form (administered by interviewers) is designed to collect the same information as the self-enumerated Census form, there is a difference in the wording regarding the usual residence question. As discussed above, the self-enumerated Census form includes the instructions that:

- 'usually lives' means the address at which the person has lived or intends to live for a total of six months or more in the Census year; and
- for persons with no usual address, write 'NONE'.

### 7.3 REPORTING OF 'NO USUAL ADDRESS' FOR INDIGENOUS AUSTRALIANS *continued*

On the interviewer household form in 2006 there was no definition of 'usually lives' nor an instruction to write 'NONE' for persons with no usual address. Only a very small number of persons enumerated on the interviewer household form were reported as 'no usual address'.

Any impacts from a different cultural frame of reference or from the potential impact of form differences will affect the number of Indigenous persons enumerated in the Census who are classified as either experiencing primary homelessness or temporarily visiting friends or relatives.

### 7.4 DWELLING STRUCTURE

On the self-enumerated Census form, the Census collector records the structure of private dwellings. For the 2006 Census the broad categories included, among other categories: (4) caravan, cabin, houseboat; and (5) improvised home, tent, sleepers out. However, for the 2006 Census the interviewer administered household form provided only three categories, with the interviewer recording the dwelling structure according to three categories: (1) house; (2) caravan, tin shed or cabin; (3) humpy, tent or sleepout. One of the main implications of these differences for homeless classification is that persons enumerated on the interviewer household form and residing in a tin shed would have been classified in the output category of 'caravan, cabin or houseboat'. If they were enumerated on the self-enumerated Census form they would have been classified in the output category of 'improvised home, tent, sleepers out'. These differences impact on the number of Indigenous persons classified as primary homeless.

### 7.5 OVERCROWDING

While the homeless status of persons under-enumerated in the Census is unknown, analysis can be done to assess the potential under-reporting of homeless persons in the context of overcrowding associated with Indigenous people enumerated as visitors to a dwelling and for whom a usual address elsewhere is reported.

Overcrowding can both prevent homelessness (i.e. all the people in the dwelling at least have a dwelling in which to live) and act as a catalyst into homelessness, particularly if overcrowded conditions lead to household breakdown or eviction due to lease violations (Birdsall-Jones, Corunna, Turner & Shaw, 2010).

While there is no internationally accepted definition of overcrowding, the ABS uses the Canadian National Occupancy Standard (CNOS) as an indicator of housing utilisation. The CNOS compares the number of bedrooms in a dwelling with household demographics such as the number of usual residents, their relationship to one another, age and sex. It is sensitive to both household size and composition. At the time of the 2006 Census, about one in seven Indigenous households (14%) were living in dwellings that required at least one extra bedroom, compared with 3% of other households. In terms of the people living in those households, 27% of Indigenous people lived in overcrowded conditions, compared with 6% of non-Indigenous people.

Birdsall-Jones et al (2010) discuss the complexity in differentiating visitors with a usual residence elsewhere from homeless people. There are many reasons a person may be visiting on Census night, and many of the persons visiting with a usual address elsewhere would not meet the definition of homelessness. Many of the Indigenous visitors would be travelling for culturally legitimate drivers of mobility. For example in the 2006 Community Housing and Infrastructure Needs Survey, 21% of discrete Indigenous

## 7.5 OVERCROWDING

*continued*

communities reported a population increase for two weeks or more during the 12 months prior to the survey (ABS 2007). Cultural reasons accounted for the majority of increases (53%), followed by visitors over holiday periods (25%), and changes in wet / dry season (9%) (ABS, 2007).

If visitors were taken into account in the measure of overcrowding for Census night 2006, the proportion of people living in overcrowded conditions would increase from 27% to 31% for Indigenous people and from 6% to 7% for non-Indigenous people. There were nearly 10,000 Indigenous visitors to overcrowded dwellings on Census night 2006. While over half of these visitors were in dwellings that housed between 5 and 9 people on Census night, 1,600 were in dwellings with 10 to 14 occupants on census night, 500 were in dwellings with 15 to 19 occupants, and 300 visitors were in dwellings with 20 or more occupants. The areas with the greatest number of visitors spending Census night in overcrowded dwellings were: Townsville; Coconut Grove/Ludmilla; Anangu Pitjantjatjara; Alice Springs Town Camps; Maningrida Outstation; the Central Suburbs of Cairns; and Mount Isa.

It is not possible 5 years on from the 2006 Census to readily establish the culturally motivated visitors from those people that may have been seeking accommodation because they were experiencing homelessness according to a western context.

## 7.6 THE 2011 CENSUS

The 2011 Census is a 'minimum change' Census: no new topics have been added and no existing topics have been changed. The proposed interviewer household form for 2011 is essentially the same as for 2006. In particular, it has the same usual address question and instructions, and the same dwelling structure categories of 'caravan, tin shed or cabin' and 'humpy, tent or sleepout' that are included on the collector record book. This will mean that in communities where the interviewer household form is used, it is likely that few, if any, Indigenous people will be reported as having no usual address.

However, changes have been made to the Census procedures for 2011 to improve the enumeration of the Indigenous population. Getting a better count of all Indigenous people will at least mean that more Indigenous people will be reflected in the Census records rather than being missing, which will improve the capacity to look for and understand potential homelessness.

One of the procedural changes for the 2011 Census is a change to how the interviewer household form is administered and processed. In past Censuses, persons temporarily absent from their usual dwelling on Census night were enumerated wherever they were located on Census night. On the interviewer household form for the dwelling where any Indigenous person was absent on Census night, only the name and the variables for age and sex were collected, but with extra detail on where the absent person might be, and the reasons for their absence. This was to assist with controlling for potential undercount.

An improvement to the interviewer household form for Indigenous communities is being implemented for the 2011 Census. The 2011 form will collect, from each household in a community, all Census variables for both visitors and for any usual resident, regardless of whether or not that usual resident is at home on Census night. Respondents will be asked to report, for any usual resident who is temporarily absent: where they are expected to be staying on Census night; why they are away; and when

## 7.6 THE 2011 CENSUS

*continued*

they will be back. Persons may be reported as being in another dwelling in the same community, staying in another Indigenous community where the interviewer household form is used, or staying elsewhere. While final processing operations have not yet been finalised, it is intended that the complete Census details reported for persons temporarily absent on interviewer household forms will be used to match people on interviewer household forms across selected areas where there is high mobility to ensure they are counted.

Collecting the full Census variable set for absent persons allows for both:

- a more effective determination of whether or not that person was counted elsewhere; and if not
- the incorporation of their Census details in a more complete Census count and variable set (rather than being reflected only in age / sex undercount adjustments).

FUTURE DIRECTIONS

The following future directions were identified during the review.

- 1 Repeat the very successful 2006 practice of jurisdictional lists and the 'green sticker' approach for supported accommodation arrangements. This generated a count very close to Census week SAAP counts compiled by AIHW, but one which is more complete and does not rely on a usually very slow reporting and compilation process through SAAP agencies to AIHW.  
For the 2011 Census, the request for lists has also included a request for additional information on tenure arrangements and the facilities available in the accommodation. This aspect of data collection will need to be reviewed as the nature of service provision continues to evolve.
- 2 Extend the list approach in 1 above to jurisdictional lists of registered boarding houses, and new forms of crisis and transitional housing such as foyer accommodation.
- 3 Use the expansion in Census funding and effort for the count of the Indigenous population to reduce the initial Census undercount of Indigenous people.
- 4 Release homelessness related data from the Census coincident with, or as soon as possible after, the standard first and second releases from the 2011 Census i.e., release homeless estimates from the 2011 Census in the second half of 2012.

It is likely that the consultation on this discussion paper will identify further areas for improvement, both in the enumeration of people who may be considered homeless in the Census, and in the homelessness classification of enumerated people.

One of the recommendations in the comments received in submissions to this review was for more effort to be expended in counting rough sleepers during the Census, particularly by working in concert with service providers. ABS has continued to seek this collaboration, which ABS regards as essential for a high quality enumeration of this population. However, in consultation on the Discussion paper's findings, new or improved ways of enhancing this collaboration may be identified.

Other submissions recommended that Census field procedures in future could capture additional information about dwelling type within the 'improvised dwellings, tents and sleepers out' category, and whether dwellings in caravan parks were caravans or cabins. This recommendation, if implemented, would improve analysis of the Census data and will be considered as part of developments for the 2016 Census.

One of the recommendations in the submissions to the review was to extend the Census post enumeration survey to people homeless at the time of that survey and living in contexts other than private homes i.e., rough sleepers, residents in boarding houses and in SAAP. The challenges, in a sample survey context, of measurement for very small populations would be significant. If they could be overcome this recommendation would improve analysis of the Census data both by providing information on the churn through

## FUTURE DIRECTIONS

*continued*

different circumstances of homelessness as well as identifying how the homeless people picked up in the Census Post Enumeration Survey were reflected in the Census enumeration. This option will be considered as part of developments for the 2016 Census.

In some submissions, more information on dwelling facilities was recommended to be collected on the Census, to allow for the identification of a minimum standard of accommodation for those potentially meeting a cultural definition of homelessness. This option is being pursued, where information is available, through an enhanced list strategy for 2011 for both SAAP and boarding house dwellings. Pursuing it more widely will be considered as part of developments for the 2016 Census in terms of generally expanding the housing content in future Censuses.

Two recommendations in the submissions to this review relate to adding a Census question for people to self-identify as homeless, and more frequent collections of data on the homeless between Censuses. In its household surveys ABS does collect information (*Survey of Mental Health and Well-being 2007* and *General Social Survey 2010 (GSS)* – to be published) from people, living in private dwellings, about their previous experiences of homelessness. These data collections are expected to add to the understanding of homelessness in the context of people's basic characteristics and later circumstances in life at the time of the survey.

The GSS is based on a sample of 15,000 households (one adult randomly selected per household). It collects information on basic socio-demographics, problems accessing services, healthcare delays to measure whether respondents delayed seeking medical treatment or buying prescribed medicines because they could not afford it, cultural tolerance, social disorder, financial resilience and exclusion, income and wealth, and the usual social participation measures. Regarding homelessness, it asks people:

- if, because you did not have a permanent place to live, you had ever been accommodated in a range of selected circumstances (stayed with relatives, or at a friend's house, in a caravan, boarding house/hostel, night shelter, shelter for the homeless, refuge (e.g. women's shelter), squatted in an abandoned building, slept rough (include sleeping in cars, tents etc.), or 'other – specify');

and if so,

- what led to those homeless circumstances (i.e. cause);
- the frequency of experiencing such circumstances;

and for the most recent experience of those circumstances,

- what lead to that particular homeless circumstance;
- when did that particular homeless circumstance occur;
- how long did that particular homeless circumstance last;
- whether services were approached for assistance, and if so did they provide assistance; and
- if services were not approached for assistance, why not.

This GSS collection will allow researchers to look at people who have been homeless, as well as those who haven't, and by frequency, length, reasons, services used, etc. against social gradients in other variables. Options will be investigated to further explore such measurement. Such surveys, as currently designed, do not go to those people currently

## FUTURE DIRECTIONS

*continued*

experiencing homelessness (i.e. if they are not currently living as a usual resident in a private dwelling).

Survey cognitive testing has shown that people are able to respond to more direct questions about accommodation circumstances than to a simple question of whether or not they have been homeless. Similar issues may arise for the currently homeless, such as domestic violence victims. A Census question may not elicit useful information because the homeless person does not perceive their circumstance to be that of homelessness. And for those that do, they may not answer that way on a Census form shared with others present in the household. Options for measurement will be considered both in terms of future Censuses and ABS surveys.

INTRODUCTION

This appendix summarises the methodology, described in more detail in Chapter 6 of this discussion paper, that has been used to derive the reviewed estimates of homeless persons enumerated in the Census, from the starting point of the 2006 *Counting the Homeless* (CTH) estimates. In addition to the summary text, the review classification rules are depicted in decision trees, and the size of each group excluded from the CTH count is shown.

The purposes of this appendix are to provide:

- transparency in the nature of the review adjustments being proposed for consultation, so that readers can better understand the current proposal;
- scale the size of the adjustments being proposed; and
- allow readers to re-include components for groups that they may consider, on balance, more likely to reflect a group of homeless people.

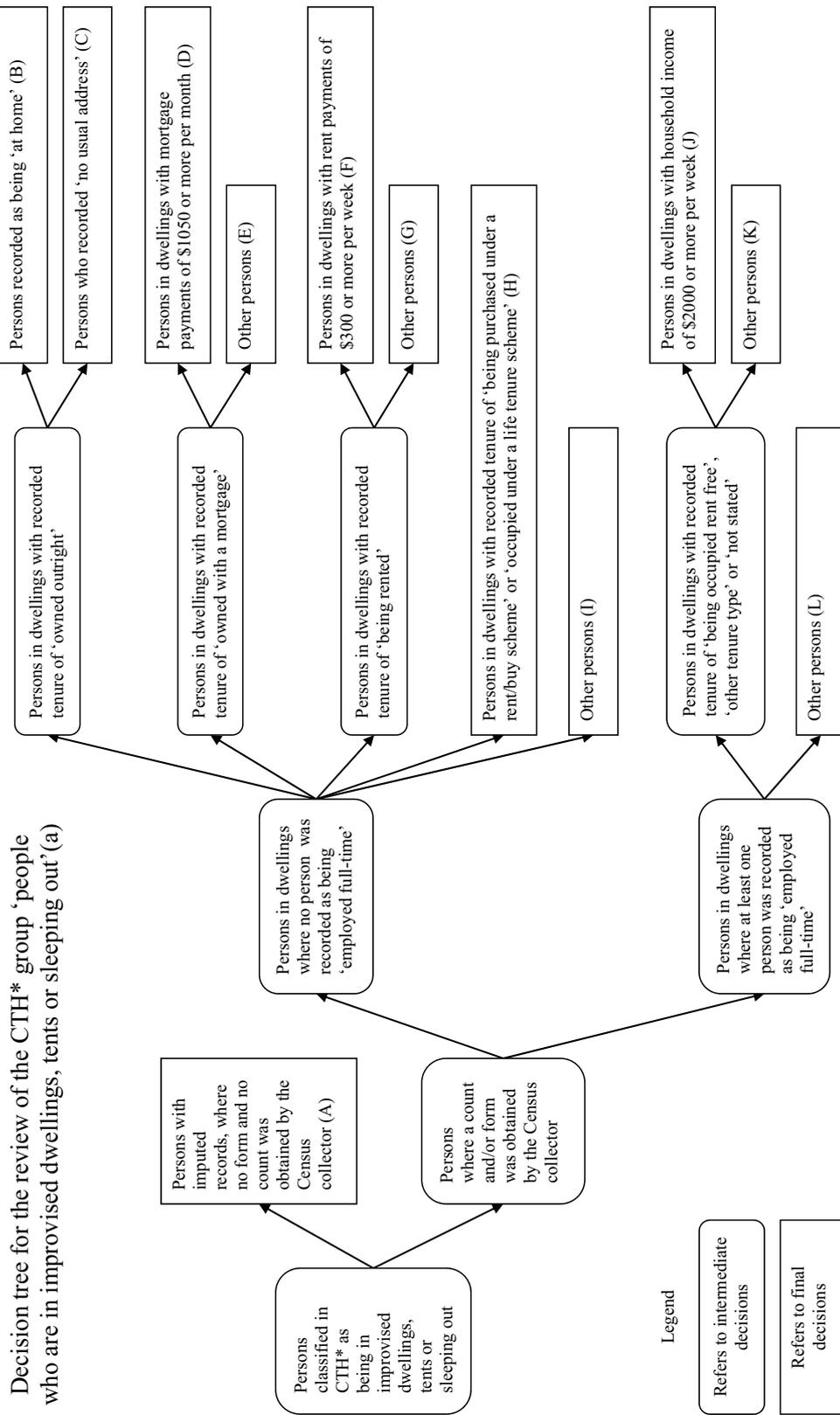
PERSONS IN IMPROVISED DWELLINGS, TENTS OR SLEEPING OUT

In the CTH report, 16,375 persons enumerated in the 2006 Census as being 'persons in an improvised dwelling, tent or sleepers out' were classified as homeless. As a result of the review, 8,611 persons from this group were identified as being inappropriately classified or misclassified as homeless. These people were reclassified as not homeless and, as a result, the reviewed estimate for 'persons who are in improvised dwellings, tents or sleeping out' is 7,764 persons.

The reasons for reclassifying persons as not homeless are detailed in Chapter 6 of this paper. To summarise, most reclassifications for this group were because of misuse of the usual address field on the Census form resulting in people being classed as homeless who were in housing situations inconsistent with the cultural definition of homelessness. In addition, persons whose records were imputed because there was no Census form for them and they were not counted by a Census collector were removed. As they were not identified, they could not be classified as homeless (see Chapter 6).

Some reported tenure situations for dwellings marked as 'improvised dwellings, tent or sleepers out' do not align with the cultural definition of homelessness. For dwellings where no person reported being employed full-time, tenure was considered. For dwellings which were reported to be 'owned outright' and the persons reported being 'at home', the occupants were reclassified as not homeless. In addition, if the reported tenure of the dwelling was 'owned with a mortgage' with mortgage repayments of \$1,050 or more per month, or 'being rented' with rent payments of \$300 or more per week then the occupants were reclassified as not homeless.

Census collectors marked some dwellings as 'improvised dwellings, tent or sleepers out' when the occupants could reasonably be assumed to be building their own homes and living on site, or construction workers staying on site. These people were removed from the homeless count through a number of steps. The first step was to identify dwellings where at least one person was working full-time. Of these, people in dwellings with a reported tenure of 'owned outright', 'owned with a mortgage', 'being purchased under a rent / buy scheme', 'being rented' or 'being occupied under a life tenure scheme' were removed from homeless counts. Likewise, persons in dwellings with a reported tenure of 'being occupied rent free', 'other tenure type' or 'not stated' with total reported household income (the sum of imputed individual incomes of the people enumerated in the dwelling) of \$2,000 or more per week were removed.



\*CTH: Counting the Homeless, 2006

(a) This diagram accounts for people who were enumerated in the Census in the dwelling categories 'improvised dwellings, tents or sleeping out' and for whom no usual address is recorded or was recorded as being at home.

PERSONS IN IMPROVISED DWELLINGS, TENTS OR SLEEPING OUT *continued*

**A1.1** CLASSIFICATION DECISIONS FOR 'PERSONS WHO ARE IN IMPROVISED DWELLINGS, TENTS OR SLEEPING OUT'

	<i>Persons considered in the review as homeless</i>	<i>Persons considered in the review as not homeless</i>
Persons classified as homeless in CTH	C, E, G, H, I, K	A, B, D, F, J, L

**A1.2** NUMBER OF PEOPLE REMOVED BY THIS REVIEW FROM THE CATEGORY 'PERSONS WHO ARE IN IMPROVISED DWELLINGS, TENTS OR SLEEPING OUT' BECAUSE THEY WERE CONSIDERED UNLIKELY TO BE HOMELESS

<i>Criteria</i>	<i>Number</i>
A	656
B	2 356
D	382
F	57
J	109
L	5 052

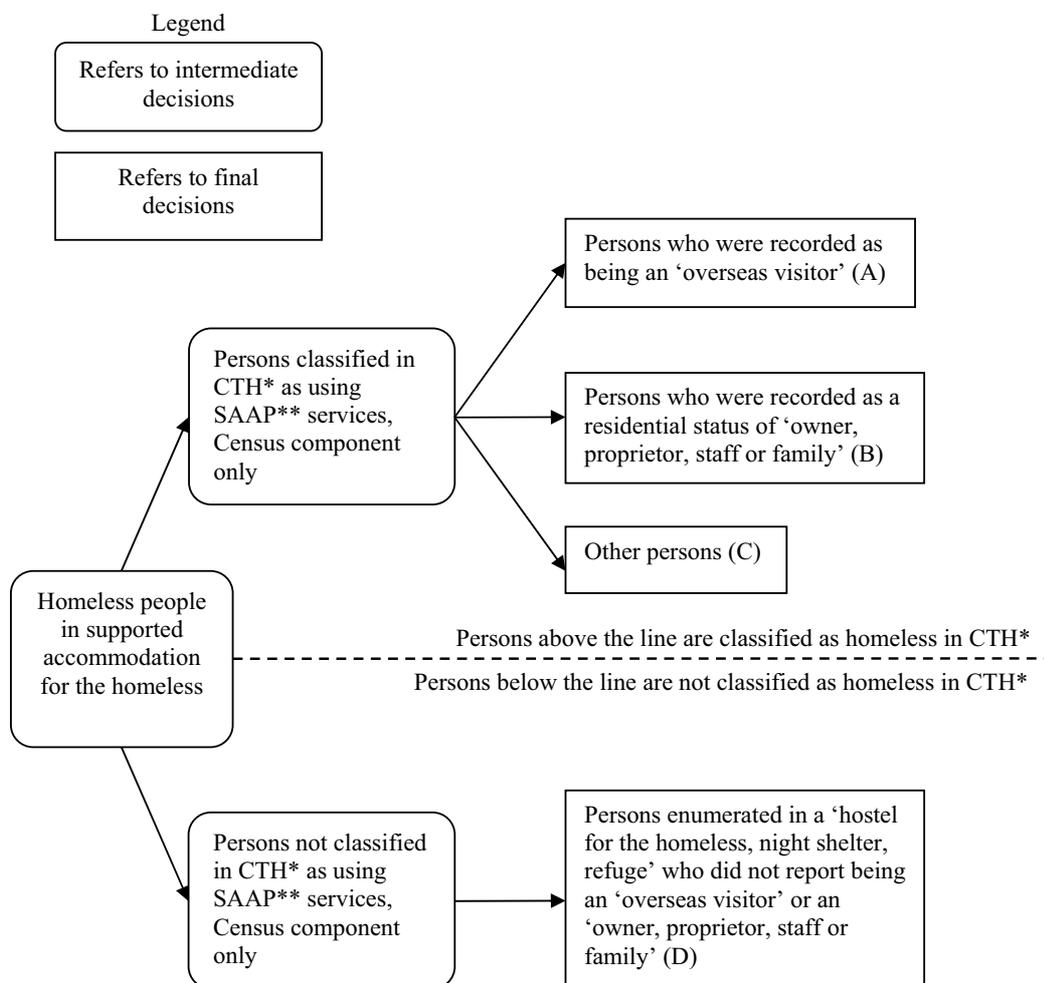
Source: Census, 2006

PERSONS IN SUPPORTED ACCOMMODATION FOR THE HOMELESS

In their CTH report, Chamberlain and MacKenzie classified 14,021 persons enumerated in the 2006 Census as 'persons using SAAP services'. This included persons who were enumerated in dwellings that were included in the Census 'list' or 'green sticker' strategies.

As discussed in Chapter 6 of this paper, there were 3,406 people enumerated in the Census in the non-private dwelling type of 'hostel for the homeless, night shelter, refuge' who were not included by Chamberlain and MacKenzie in the group 'persons using SAAP services'. These have been added to the homeless estimates in this review. In addition, people who reported being an 'overseas visitor' and those reporting a residential status of 'owner, proprietor, staff or family' were removed. As a result, a total of 17,331 people were classified in the review as being 'people in supported accommodation for the homeless' in 2006.

Decision tree for the review of the CTH\* group ‘people in supported accommodation for the homeless’(a)(b)



\*CTH: Counting the Homeless, 2006

\*\*SAAP: Supported Accommodation Assistance Program

- a) Referred to as ‘SAAP Accommodation’ in CTH.
- b) This diagram accounts for people enumerated in the Census in the dwelling category ‘supported accommodation for the homeless’.

PERSONS IN SUPPORTED ACCOMMODATION FOR THE HOMELESS *continued*

**A1.3** CLASSIFICATION DECISIONS FOR 'PERSONS IN SUPPORTED ACCOMMODATION FOR THE HOMELESS'

	<i>Persons considered in the review as homeless</i>	<i>Persons considered in the review as not homeless</i>
Persons classified as homeless in CTH	C	A, B
Persons not classified as homeless in CTH	D	

**A1.4** NUMBER OF PEOPLE REMOVED BY THIS REVIEW FROM THE CATEGORY 'PERSONS IN SUPPORTED ACCOMMODATION FOR THE HOMELESS' BECAUSE THEY WERE CONSIDERED UNLIKELY TO BE HOMELESS

<i>Criteria</i>	<i>Number</i>
A + B	96

Source: Census, 2006

PERSONS STAYING TEMPORARILY WITH OTHER HOUSEHOLDS (VISITING FRIENDS AND RELATIVES)

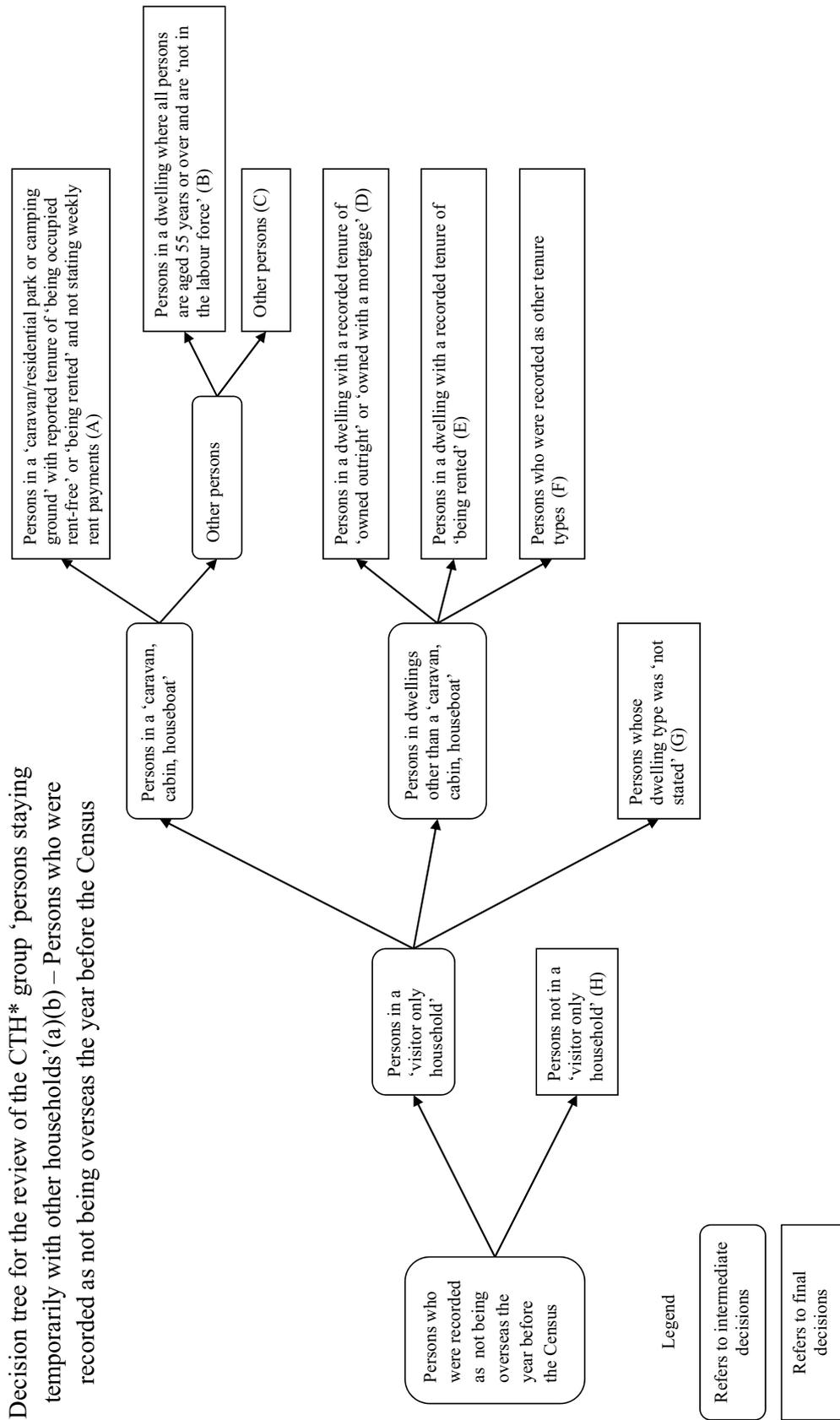
Chamberlain and MacKenzie classified 32,519 people enumerated in the 2006 Census as 'persons staying temporarily with other households', in their CTH report. Due to reasons articulated in Chapter 6 of this report, the review revised this estimate down to 19,579 people.

As discussed in Chapter 6, the review identified that some of the 'visitor only households' (households where all persons report a place of usual residence elsewhere) could reasonably be considered to be 'grey nomads' or people travelling for reasons other than homelessness (see Glossary for definitions). Households were identified as 'grey nomads' if they were in a 'caravan, cabin or houseboat' where all persons in the dwelling were aged 55 years or over and not in the labour force. Also excluded from 'visitor only households' were 'travellers' who were assumed to be those persons in a 'caravan, cabin or houseboat' except for persons in a 'caravan / residential park or camping ground' with reported tenure of 'being occupied rent-free' or 'being rented' and 'not stating' weekly rent payments. Persons in dwellings other than 'caravans, cabins or houseboats' with reported tenure of 'owned outright', 'owned with a mortgage' or 'being rented' in 'visitor only households' were excluded from homeless counts.

Households which appeared to be new migrants were also excluded (see Chapter 6). These were identified as persons who reported being overseas the year before the Census and who reported first arriving in Australia in 2006 except for persons who could be on humanitarian visas (i.e. persons with a country of birth of Kuwait, Iraq, Burma (Myanmar), Sierra Leone, Democratic Republic of Congo, Liberia, Iran, Kenya, Burundi or Uganda).

In addition households of returning Australians (see Chapter 6) were excluded – these were identified as persons who reported being overseas the year before the Census and who reported being born in Australia.

To avoid double counting, persons who were also classified in the homeless operational group of 'people in supported accommodation for the homeless' were removed from this category.

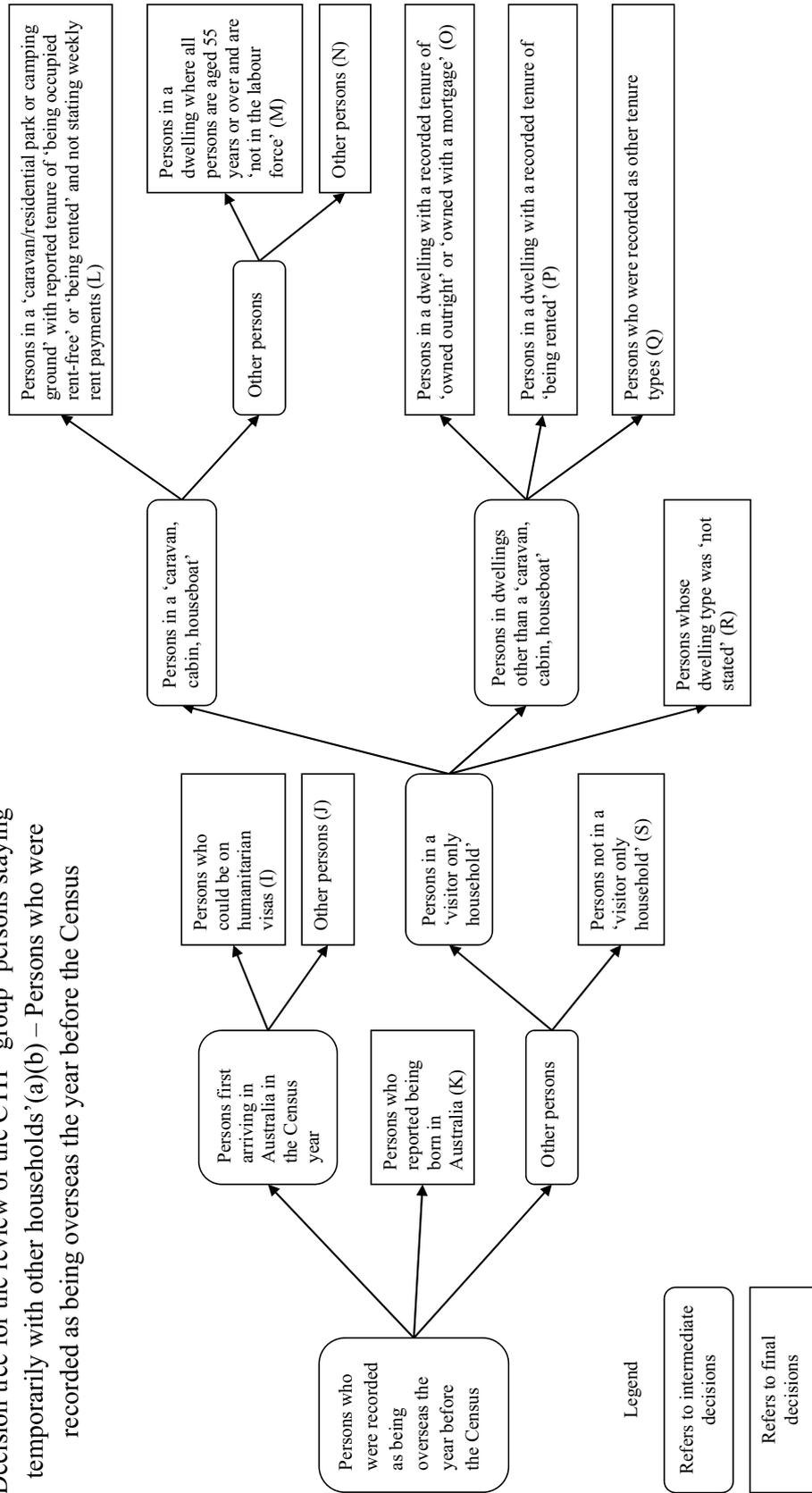


\*CTH: Counting the Homeless, 2006

(a) Referred to as 'Friends and Relatives' in CTH.

(b) This diagram accounts for people who were enumerated in the Census in the dwelling categories 'staying temporarily with other households'.

Decision tree for the review of the CTH\* group 'persons staying temporarily with other households' (a)(b) – Persons who were recorded as being overseas the year before the Census



\*CTH: Counting the Homeless, 2006

(a) Referred to as 'Friends and Relatives' in CTH.

(b) This diagram accounts for people who were enumerated in the Census in the dwelling categories 'staying temporarily with other households'.

PERSONS STAYING  
TEMPORARILY WITH OTHER  
HOUSEHOLDS (VISITING  
FRIENDS AND RELATIVES)  
*continued*

**A1.5** CLASSIFICATION DECISIONS FOR 'PERSONS STAYING TEMPORARILY WITH OTHER HOUSEHOLDS'

	<i>Persons considered in the review as homeless</i>	<i>Persons considered in the review as not homeless</i>
Persons classified as homeless in CTH	A, F, G, H, I, L, Q, R, S	B, C, D, E, J, K, M, N, O, P

**A1.6** NUMBER OF PEOPLE REMOVED BY THIS REVIEW FROM THE CATEGORY 'PERSONS STAYING TEMPORARILY WITH OTHER HOUSEHOLDS' BECAUSE THEY WERE CONSIDERED UNLIKELY TO BE HOMELESS

<i>Criteria</i>	<i>Number(a)</i>
B + M	2 469
C + N	3 472
D + O	2 351
E + P	2 960
J	1 309
K	837
Already classified as 'Persons in supported accommodation for the homeless'	364

(a) The numbers in this table will not add to the total removed due to some overlap in the calculations.

Source: Census, 2006

PERSONS STAYING IN  
BOARDING HOUSES

In the CTH report, Chamberlain and MacKenzie classified 21,596 persons enumerated in the 2006 Census as 'staying in boarding houses'. The review reclassified 1,970 persons who were enumerated in non-private dwellings other than 'boarding house / private hotel' who report 'no usual address' into the homeless operational group 'persons in other temporary lodging' (see Chapter 6). In addition, the review reclassified 2,798 as not homeless, leaving an initial reviewed estimate of 16,828 'people staying in boarding houses'.

Chapter 6 articulates in detail who is in the boarding house population. This group is made up of residents of both non-private and private dwellings. The treatment of non-private dwellings is discussed first, followed by the treatment of private dwellings.

For non-private dwellings, dwellings that had the characteristics consistent with student quarters and were incorrectly classified as boarding houses were identified (see Chapter 6). The following classification rules were then applied to persons enumerated in dwellings identified as boarding houses by Chamberlain and MacKenzie and removed from the boarding house population:

- For dwellings identified as a 'boarding house, private hotel' in the Census dwellings where 60% of persons were full-time students with incomes of over \$600 per week
- For dwellings identified as a 'staff quarters' using CTH rules, dwellings were removed where at least 60% of people were full-time students
- For dwellings identified as a 'hotel, motel, bed and breakfast' where more than 25% of people were full-time students
- For all other non-private dwellings (including 'staff quarters' not already considered) people were removed who were full-time students.

The treatment of persons in private dwellings was more complex. The following paragraphs discuss the treatment of people classified by CTH as 'staying in boarding houses' who were enumerated in private dwellings in the Census.

PERSONS STAYING IN  
BOARDING HOUSES *continued*

Tenure situations which indicate a group house rather than a boarding house were identified; for more detail see Chapter 6. Persons in dwellings were removed if they had a reported landlord of 'real estate agent', 'state / territory housing authority', 'parent / relative not in the same household' or 'government employer'. Persons in dwellings were also removed if they had a reported tenure of 'owned outright', 'owned with a mortgage' or 'being purchased under a rent / buy scheme'.

In addition to tenure, the dwelling type was considered and people residing in dwellings which are not typically used as boarding houses were also excluded. This included persons with a dwelling structure of a 'caravan, cabin or houseboat'. In addition, persons in dwellings located in a 'caravan / residential park or camping ground', 'marina', 'manufactured home estate', or 'retirement village' were also excluded.

A number of dwellings, characterised by high proportions of students, appeared to be student group houses rather than boarding houses, and hence were excluded. These dwellings were identified by selecting and removing dwellings where at least 60% of persons enumerated in the dwelling report the dwelling as their 'place of usual residence' and are full or part-time students.

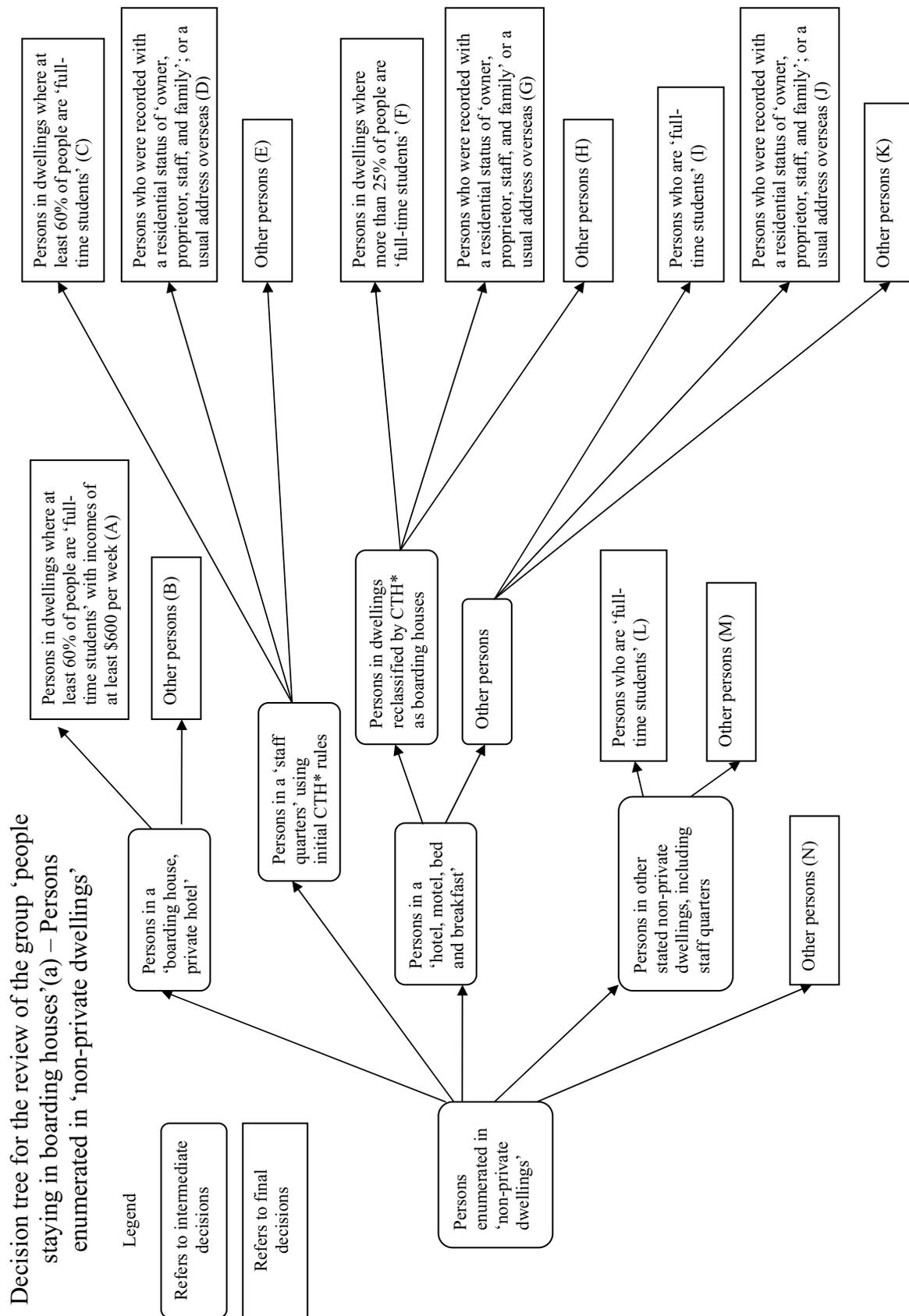
As discussed in Chapter 6, some households were excluded because all residents reported being religious volunteers. This was operationalised by excluding persons in dwellings where all persons reported undertaking voluntary work.

For some dwellings there was not enough information to classify the occupants in the boarding house category (see Chapter 6). Dwellings where all persons in the dwelling did not state their individual income, labour force status, need for assistance with core activities, number of bedrooms and type of education institution attending were excluded.

For some dwellings there was not enough information about the usual residents to assess whether the dwelling was a boarding house. Accordingly, where the number of persons enumerated in a dwelling was less than three, the persons were excluded from homelessness counts.

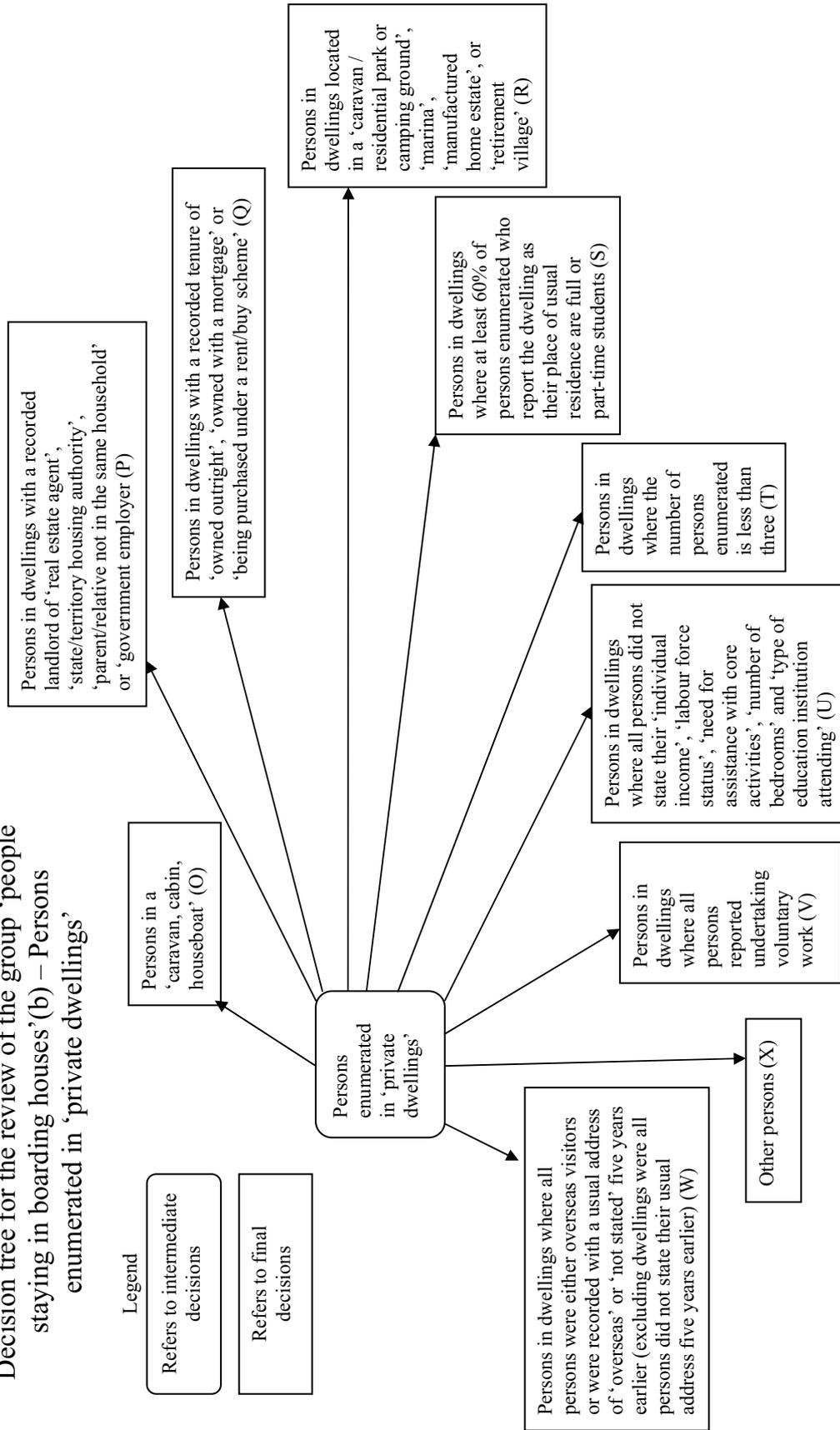
Also excluded were persons in dwellings where all persons were either 'overseas visitors' and/or reported a 'usual address' of 'overseas' and/or 'not stated' 5 years earlier (except for dwellings where all persons did not state their 'usual address' 5 years earlier).

Whether a person was enumerated in a 'private' or 'non-private' dwelling, persons who reported being an 'overseas visitor' and who reported a residential status of either 'owner, proprietor, staff or family' were reclassified as not homeless. Finally, to eliminate double counting, persons also classified in the homeless operational group of 'people who are in improvised dwellings, tents or sleeping out' or 'people in supported accommodation for the homeless' were excluded.



(a) This diagram accounts for people who were enumerated in the Census in the dwelling categories 'staying in boarding houses'.  
\*CTH: Counting the Homeless, 2006

Decision tree for the review of the group 'people staying in boarding houses'(b) – Persons enumerated in 'private dwellings'



(b) This diagram accounts for people who were enumerated in the Census in the dwelling categories 'staying in boarding houses'.  
\*CTH: Counting the Homeless, 2006

**A1.7** CLASSIFICATION DECISIONS FOR 'PERSONS STAYING IN BOARDING HOUSES'

	<i>Persons considered in the review as homeless</i>	<i>Persons considered in the review as not homeless</i>
Persons classified as homeless in CTH	(a) B, E, H, K, M, N, X	A, C, D, F, G, I, J, L, O, P, Q, R, S, T, U, V, W

(a) K and M refer to persons, whilst homeless, who have been reclassified to the new homeless operational group 'Persons in other temporary lodging'.

PERSONS STAYING IN  
BOARDING HOUSES *continued*

**A1.8** NUMBER OF PEOPLE REMOVED BY THIS REVIEW FROM THE  
CATEGORY 'PERSONS STAYING IN BOARDING HOUSES'  
BECAUSE THEY WERE CONSIDERED UNLIKELY TO BE  
HOMELESS

<i>Criteria</i>	<i>Number(a)</i>
A + C + F + I + L	503
D + G + J	113
K + M(b)	1 970
O	45
P	735
Q	764
R	25
S	208
T	188
U	295
V	172
W	506
Already classified as 'Persons who are in improvised dwellings, tents or sleeping out'	14
Already classified as 'Persons in supported accommodation for the homeless'	154

- (a) The numbers in this table will not add to the total removed due to some overlap in the calculations.  
 (b) These persons whilst homeless have been reclassified to the new homeless operational group 'Persons in other temporary lodging'.

Source: Census, 2006

PERSONS IN OTHER  
TEMPORARY LODGING

As discussed in Chapter 6, this group, 'people in other temporary lodging' consists of the 1,970 persons reclassified from the 'persons in boarding houses' group and includes persons enumerated in 'non-private dwellings' other than 'boarding house / private hotel' who report 'no usual address'. This grouping was not included in CTH.

HOMELESS OPERATIONAL GROUPS	2.1	Selected characteristics
	2.2	Selected characteristics as a percentage
	2.3	Persons 15 years and over – Selected characteristics
	2.4	Persons 15 years and over – Selected characteristics as a percentage
	2.5	Sex by age of person
	2.6	Rate of homelessness per 10,000 of the population
SELECTED HOMELESS OPERATIONAL GROUPS	2.7	Selected characteristics
	2.8	Selected characteristics as a percentage
	2.9	Persons 15 years and over – Selected characteristics
	2.10	Persons 15 years and over – Selected characteristics as a percentage
HOMELESS PERSONS TEMPORARILY VISITING HOUSEHOLDS	2.11	Visited dwelling characteristics

**A2.1** HOMELESS OPERATIONAL GROUPS—Selected characteristics—2006(a)

## HOMELESS OPERATIONAL GROUP

	<i>Persons who are in improvised dwellings, tents or sleeping out</i>	<i>Persons in supported accommodation for the homeless(b)</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>	<i>All homeless persons</i>
	no.	no.	no.	no.	no.	no.
<b>Age</b>						
Under 12	784	4 485	2 005	195	84	7 553
12–18	631	2 721	1 055	902	115	5 424
19–24	660	2 054	2 811	2 126	341	7 992
25–34	1 324	2 805	4 388	2 958	417	11 892
35–44	1 589	2 412	3 147	3 078	374	10 600
45–54	1 357	1 529	2 457	3 136	279	8 758
55–64	843	722	2 306	2 276	184	6 331
65 and over	575	601	1 407	2 160	176	4 919
<b>Sex</b>						
Male	4 993	8 584	11 037	12 580	1 192	38 386
Female	2 770	8 746	8 542	4 249	776	25 083
<b>Indigenous status</b>						
Indigenous	2 095	2 692	872	859	137	6 655
Non-Indigenous	4 799	11 749	16 337	13 691	1 463	48 039
Not stated	868	2 887	2 369	2 281	370	8 775
<b>States and territories</b>						
New South Wales	1 711	3 829	5 197	6 303	533	17 573
Victoria	845	6 938	3 448	3 355	309	14 895
Queensland	2 200	3 081	5 705	4 145	516	15 647
South Australia	462	1 475	1 418	1 129	127	4 611
Western Australia	1 109	1 082	2 379	1 085	337	5 992
Tasmania	133	226	515	176	32	1 082
Northern Territory	1 253	231	574	593	77	2 728
Australian Capital Territory	51	468	338	44	40	941
<b>Remoteness</b>						
Major Cities of Australia	2 310	12 423	11 473	12 499	1 001	39 706
Inner Regional Australia	1 580	3 102	4 119	1 597	350	10 748
Outer Regional Australia	1 864	1 551	2 926	2 223	301	8 865
Remote Australia	875	189	699	346	141	2 250
Very Remote Australia	1 134	63	359	167	177	1 900
<b>Total homeless persons</b>	<b>7 763</b>	<b>17 328</b>	<b>19 577</b>	<b>16 830</b>	<b>1 971</b>	<b>63 469</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

Source: Census, 2006

**A2.2** HOMELESS OPERATIONAL GROUPS—Selected characteristics—2006(a)

		HOMELESS OPERATIONAL GROUP					
		Persons who are in improvised dwellings, tents or sleeping out	Persons in supported accommodation for the homeless(b)	Persons staying temporarily with other households	Persons staying in boarding houses	Persons in other temporary lodging	All homeless persons
<b>Age</b>							
Under 12	%	10.1	25.9	10.2	1.2	4.3	11.9
12–18	%	8.1	15.7	5.4	5.4	5.8	8.5
19–24	%	8.5	11.9	14.4	12.6	17.3	12.6
25–34	%	17.1	16.2	22.4	17.6	21.2	18.7
35–44	%	20.5	13.9	16.1	18.3	19.0	16.7
45–54	%	17.5	8.8	12.6	18.6	14.2	13.8
55–64	%	10.9	4.2	11.8	13.5	9.3	10.0
65 and over	%	7.4	3.5	7.2	12.8	8.9	7.8
<b>Sex</b>							
Male	%	64.3	49.5	56.4	74.7	60.5	60.5
Female	%	35.7	50.5	43.6	25.2	39.4	39.5
<b>Indigenous status</b>							
Indigenous	%	27.0	15.5	4.5	5.1	7.0	10.5
Non-Indigenous	%	61.8	67.8	83.4	81.3	74.2	75.7
Not stated	%	11.2	16.7	12.1	13.6	18.8	13.8
<b>States and territories</b>							
New South Wales	%	22.0	22.1	26.5	37.5	27.0	27.7
Victoria	%	10.9	40.0	17.6	19.9	15.7	23.5
Queensland	%	28.3	17.8	29.1	24.6	26.2	24.7
South Australia	%	6.0	8.5	7.2	6.7	6.4	7.3
Western Australia	%	14.3	6.2	12.2	6.4	17.1	9.4
Tasmania	%	1.7	1.3	2.6	1.0	1.6	1.7
Northern Territory	%	16.1	1.3	2.9	3.5	3.9	4.3
Australian Capital Territory	%	0.7	2.7	1.7	0.3	2.0	1.5
<b>Remoteness</b>							
Major Cities of Australia	%	29.8	71.7	58.6	74.3	50.8	62.6
Inner Regional Australia	%	20.4	17.9	21.0	9.5	17.8	16.9
Outer Regional Australia	%	24.0	9.0	14.9	13.2	15.3	14.0
Remote Australia	%	11.3	1.1	3.6	2.1	7.2	3.5
Very Remote Australia	%	14.6	0.4	1.8	1.0	9.0	3.0
<b>Total homeless persons</b>	%	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Total homeless persons</b>	no.	<b>7 763</b>	<b>17 328</b>	<b>19 577</b>	<b>16 830</b>	<b>1 971</b>	<b>63 469</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

Source: Census, 2006

**A2.3** HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2006(a)

HOMELESS OPERATIONAL GROUP

	<i>Persons who are in improvised dwellings, tents or sleeping out</i>	<i>Persons in supported accommodation for the homeless(b)</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>	<i>All homeless persons</i>
	no.	no.	no.	no.	no.	no.
<b>Weekly personal income</b>						
Under \$400(c)	4 352	7 205	7 738	9 610	1 205	30 110
\$400–\$599	440	1 087	2 305	1 613	84	5 529
\$600–\$799	191	354	1 660	1 013	26	3 244
\$800 and over	249	329	2 709	1 178	87	4 552
Not stated	1 528	3 035	2 868	3 045	479	10 955
<b>Registered marital status</b>						
Never married	3 593	7 877	8 583	11 013	1 075	32 141
Widowed	283	368	515	601	103	1 870
Divorced	934	1 306	2 293	2 544	265	7 342
Separated	478	996	1 586	958	133	4 151
Married	1 473	1 462	4 303	1 343	305	8 886
<b>Total homeless persons</b>	<b>6 761</b>	<b>12 009</b>	<b>17 279</b>	<b>16 459</b>	<b>1 882</b>	<b>54 390</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

(c) Includes negative and nil income.

Source: Census, 2006

**A2.4** HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2006(a)

HOMELESS OPERATIONAL GROUP

		<i>Persons who are in improvised dwellings, tents or sleeping out</i>	<i>Persons in supported accommodation for the homeless (b)</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>	<i>All homeless persons</i>
<b>Weekly personal income</b>							
Under \$400(c)	%	64.4	60.0	44.8	58.4	64.0	55.4
\$400–\$599	%	6.5	9.1	13.3	9.8	4.5	10.2
\$600–\$799	%	2.8	2.9	9.6	6.2	1.4	6.0
\$800 and over	%	3.7	2.7	15.7	7.2	4.6	8.4
Not stated	%	22.6	25.3	16.6	18.5	25.5	20.1
<b>Registered marital status</b>							
Never married	%	53.1	65.6	49.7	66.9	57.1	59.1
Widowed	%	4.2	3.1	3.0	3.7	5.5	3.4
Divorced	%	13.8	10.9	13.3	15.5	14.1	13.5
Separated	%	7.1	8.3	9.2	5.8	7.1	7.6
Married	%	21.8	12.2	24.9	8.2	16.2	16.3
<b>Total homeless persons</b>	%	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Total homeless persons</b>	no.	<b>6 761</b>	<b>12 009</b>	<b>17 279</b>	<b>16 459</b>	<b>1 882</b>	<b>54 390</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

(c) Includes negative and nil income.

Source: Census, 2006

**A2.5** HOMELESS OPERATIONAL GROUPS—Sex by age of person—2006(a)

## AGE OF PERSON (YEARS)

	<i>Under</i> 12	12–18	19–24	25–34	35–44	45–54	55–64	65 and over	<i>All homeless persons</i>
	no.	no.	no.	no.	no.	no.	no.	no.	no.
PERSONS WHO ARE IN IMPROVISED DWELLINGS, TENTS OR SLEEPING OUT									
<b>Sex</b>									
Male	422	343	415	825	1 065	941	588	394	4 993
Female	361	287	245	496	525	418	255	183	2 770
<b>Total</b>	<b>783</b>	<b>630</b>	<b>660</b>	<b>1 321</b>	<b>1 590</b>	<b>1 359</b>	<b>843</b>	<b>577</b>	<b>7 763</b>
PERSONS IN SUPPORTED ACCOMMODATION FOR THE HOMELESS (b)									
<b>Sex</b>									
Male	2 330	1 245	909	1 245	1 214	892	432	317	8 584
Female	2 157	1 477	1 144	1 562	1 198	636	288	284	8 746
<b>Total</b>	<b>4 487</b>	<b>2 722</b>	<b>2 053</b>	<b>2 807</b>	<b>2 412</b>	<b>1 528</b>	<b>720</b>	<b>601</b>	<b>17 330</b>
PERSONS STAYING TEMPORARILY WITH OTHER HOUSEHOLDS									
<b>Sex</b>									
Male	1 034	510	1 537	2 618	2 036	1 375	1 139	787	11 036
Female	970	546	1 274	1 771	1 112	1 082	1 169	619	8 543
<b>Total</b>	<b>2 004</b>	<b>1 056</b>	<b>2 811</b>	<b>4 389</b>	<b>3 148</b>	<b>2 457</b>	<b>2 308</b>	<b>1 406</b>	<b>19 579</b>
PERSONS STAYING IN BOARDING HOUSES									
<b>Sex</b>									
Male	116	463	1 324	2 190	2 480	2 558	1 861	1 587	12 579
Female	78	439	803	769	598	576	414	572	4 249
<b>Total</b>	<b>194</b>	<b>902</b>	<b>2 127</b>	<b>2 959</b>	<b>3 078</b>	<b>3 134</b>	<b>2 275</b>	<b>2 159</b>	<b>16 828</b>
PERSONS IN OTHER TEMPORARY LODGING									
<b>Sex</b>									
Male	41	67	200	262	245	186	109	83	1 193
Female	43	46	141	155	127	93	77	94	776
<b>Total</b>	<b>84</b>	<b>113</b>	<b>341</b>	<b>417</b>	<b>372</b>	<b>279</b>	<b>186</b>	<b>177</b>	<b>1 969</b>
ALL HOMELESS PERSONS									
<b>Sex</b>									
Male	3 943	2 628	4 385	7 140	7 040	5 952	4 129	3 168	38 385
Female	3 609	2 795	3 607	4 753	3 560	2 805	2 203	1 752	25 084
<b>Total</b>	<b>7 552</b>	<b>5 423</b>	<b>7 992</b>	<b>11 893</b>	<b>10 600</b>	<b>8 757</b>	<b>6 332</b>	<b>4 920</b>	<b>63 469</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.  
Source: Census, 2006

**A2.6** HOMELESS OPERATIONAL GROUPS, Rate of homelessness per 10,000 of the population—2006(a)

## HOMELESS OPERATIONAL GROUP

State or Territory of usual residence	Persons who are in improvised dwellings, tents or sleeping out	Persons in supported accommodation for the homeless (b)	Persons staying temporarily with other households	Persons staying in boarding houses	Persons in other temporary lodging	All homeless persons
New South Wales	2.6	5.8	7.9	9.6	0.8	26.8
Victoria	1.7	14.1	7.0	6.8	0.6	30.2
Queensland	5.6	7.9	14.6	10.6	1.3	40.1
South Australia	3.1	9.7	9.4	7.5	0.8	30.4
Western Australia	5.7	5.5	12.1	5.5	1.7	30.6
Tasmania	2.8	4.7	10.8	3.7	0.7	22.7
Northern Territory	65.0	12.0	29.8	30.7	4.0	141.4
Australian Capital Territory	1.6	14.4	10.4	1.4	1.2	29.0
<b>Australia (c)</b>	<b>3.9</b>	<b>8.7</b>	<b>9.9</b>	<b>8.5</b>	<b>1.0</b>	<b>32.0</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

(c) Excludes other territories.

Source: Census, 2006

**A2.7** SELECTED HOMELESS OPERATIONAL GROUPS—Selected characteristics—2006(a)

HOMELESS OPERATIONAL GROUP(b)				
	Persons in supported accommodation for the homeless(c)	Persons staying temporarily with other households	Persons staying in boarding houses	Persons in other temporary lodging
	no.	no.	no.	no.
<b>Educational attendance</b>				
Pre-school, Infants/Primary School	2 034	885	101	5
Secondary School	1 087	359	428	22
Tertiary Institutions(d)	918	1 005	1 384	282
Full-time student	527	573	1 095	240
Part-time student	373	424	268	42
Not attending	9 094	14 277	11 959	1 178
<b>Level of highest educational attainment(e)</b>				
Bachelor Degree or above	372	2 029	1 431	185
Advanced Diploma and Diploma	322	887	682	82
Certificate III & IV Level	973	2 446	1 758	169
Year 12	1 199	2 545	2 600	335
Year 11	976	1 045	873	88
Year 10	2 150	2 657	2 131	228
Below Year 10(f)(g)	2 229	1 998	2 351	219
Not stated or inadequately described	3 790	3 672	4 632	575
<b>Country of birth</b>				
Australia(h)	11 082	12 963	9 028	1 124
Oceania and Antarctica(i)	469	737	891	72
North-West Europe	344	1 304	1 575	152
Southern and Eastern Europe	261	326	654	24
North Africa and the Middle East	747	226	211	13
South-East Asia	293	378	571	42
North-East Asia	100	261	766	50
Southern and Central Asia	176	187	338	31
Americas	69	216	270	31
Sub-Saharan Africa	455	155	157	24
Other(j)	3 333	2 825	2 370	409
<b>Total homeless persons(k)</b>	<b>17 329</b>	<b>19 578</b>	<b>16 831</b>	<b>1 972</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.

(c) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

(d) Includes Technical or Further Educational Institutions and Universities.

(e) Excludes persons aged under 15 years.

(f) Includes persons who have completed a Certificate I or II as their highest non-school qualification but whose highest year of school completed was below Year 10.

(g) Includes persons with no educational attainment.

(h) Includes external territories and Norfolk Island.

(i) Excluding Australia, external territories, and Norfolk Island.

(j) Includes inadequately described, at sea, not elsewhere classified, or not stated.

(k) Includes other and not stated educational institutions.

Source: Census, 2006

**A2.8** SELECTED HOMELESS OPERATIONAL GROUPS—Selected characteristics—2006(a)

		HOMELESS OPERATIONAL GROUP(b)			
		<i>Persons in supported accommodation for the homeless(c)</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>
<b>Educational attendance</b>					
Pre-school, Infants/Primary School	%	11.7	4.5	0.6	0.3
Secondary School	%	6.3	1.8	2.5	1.1
Tertiary Institutions(d)	%	5.3	5.1	8.2	14.3
Full-time student	%	3.0	2.9	6.5	12.2
Part-time student	%	2.2	2.2	1.6	2.1
Not attending	%	52.5	72.9	71.1	59.7
<b>Level of highest educational attainment(e)</b>					
Bachelor Degree or above	%	3.1	11.7	8.7	9.8
Advanced Diploma and Diploma	%	2.7	5.1	4.1	4.4
Certificate III & IV Level	%	8.1	14.2	10.7	9.0
Year 12	%	10.0	14.7	15.8	17.8
Year 11	%	8.1	6.0	5.3	4.7
Year 10	%	17.9	15.4	12.9	12.1
Below Year 10(f)(g)	%	18.6	11.6	14.3	11.6
Not stated or inadequately described	%	31.6	21.3	28.1	30.6
<i>Total persons 15 years and over</i>	%	100.0	100.0	100.0	100.0
<b>Country of birth</b>					
Australia(h)	%	64.0	66.2	53.6	57.0
Oceania and Antarctica(i)(j)	%	2.7	3.8	5.3	3.7
North-West Europe	%	2.0	6.7	9.4	7.7
Southern and Eastern Europe	%	1.5	1.7	3.9	1.2
North Africa and the Middle East	%	4.3	1.2	1.3	0.7
South-East Asia	%	1.7	1.9	3.4	2.1
North-East Asia	%	0.6	1.3	4.6	2.5
Southern and Central Asia	%	1.0	1.0	2.0	1.6
Americas	%	0.4	1.1	1.6	1.6
Sub-Saharan Africa	%	2.6	0.8	0.9	1.2
Other	%	19.2	14.4	14.1	20.7
<b>Total homeless persons(k)</b>	%	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Total homeless persons</b>	no.	<b>17 329</b>	<b>19 578</b>	<b>16 831</b>	<b>1 972</b>

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.

(c) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

(d) Includes Technical or Further Educational Institutions and Universities.

(e) Excludes persons aged under 15 years.

(f) Includes persons who have completed a Certificate I or II as their highest non-school qualification but whose highest year of school completed was below Year 10.

(g) Includes persons with no educational attainment.

(h) Includes external territories and Norfolk Island.

(i) Excluding Australia, external territories, and Norfolk Island.

(j) Includes inadequately described, at sea, not elsewhere classified, or not stated.

(k) Includes other and not stated educational institutions.

Source: Census, 2006

**A2.9** SELECTED HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2006(a)

	HOMELESS OPERATIONAL GROUP(b)			
	<i>Persons in supported accommodation for the homeless(c)</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>
	no.	no.	no.	no.
<b>Labour force status</b>				
In the labour force	3 315	8 739	6 040	369
Employed, worked full-time	723	4 234	2 572	—
Employed, worked part-time	802	1 908	1 361	114
Employed, away from work	201	826	374	63
Unemployed	1 585	1 766	1 736	195
Not in the labour force	6 011	6 151	7 757	1 045
<b>Occupation</b>				
Employed(d)	1 730	6 969	4 309	175
Managers	74	468	239	3
Professionals	147	1 070	380	28
Technicians and Trades Workers	197	1 117	630	15
Community and Personal Service Workers	293	714	477	40
Clerical and Administrative Workers	135	739	355	8
Sales Workers	204	563	328	19
Machinery Operators And Drivers	131	783	598	16
Labourers	473	1 303	1 148	38
Not employed	7 596	7 917	9 493	1 240
<b>Hours worked</b>				
Employed(e)	1 730	6 969	4 309	175
None	85	469	185	39
1–15 hours	341	623	507	48
16–24 hours	250	525	420	23
25–34 hours	213	758	437	42
35–39 hours	271	1 264	800	—
40 hours	203	1 242	691	—
41–48 hours	110	679	418	—
49 hours and over	138	1 048	662	—
Not employed	7 596	7 917	9 493	1 240
<b>Total homeless persons(f)</b>	<b>12 008</b>	<b>17 278</b>	<b>16 459</b>	<b>1 881</b>

— nil or rounded to zero (including null cells)

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.

(c) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

(d) Includes Occupation not stated and inadequately described.

(e) Includes Hours worked not stated.

(f) Includes Labour force status not stated.

Source: Census, 2006

**A2.10** SELECTED HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2006(a)

		HOMELESS OPERATIONAL GROUP(b)			
		<i>Persons in supported accommodation for the homeless(c)</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>
<b>Labour force status</b>					
In the labour force	%	27.6	50.6	36.7	19.6
Employed, worked full-time	%	6.0	24.5	15.6	—
Employed, worked part-time	%	6.7	11.0	8.3	6.1
Employed, away from work	%	1.7	4.8	2.3	3.3
Unemployed	%	13.2	10.2	10.5	10.4
Not in the labour force	%	50.1	35.6	47.1	55.6
<i>Total(d)</i>	%	100.0	100.0	100.0	100.0
<b>Occupation</b>					
Managers	%	4.3	6.7	5.5	1.7
Professionals	%	8.5	15.4	8.8	16.0
Technicians and Trades Workers	%	11.4	16.0	14.6	8.6
Community and Personal Service Workers	%	16.9	10.2	11.1	22.9
Clerical and Administrative Workers	%	7.8	10.6	8.2	4.6
Sales Workers	%	11.8	8.1	7.6	10.9
Machinery Operators And Drivers	%	7.6	11.2	13.9	9.1
Labourers	%	27.3	18.7	26.6	21.7
<i>All employed persons(e)</i>	%	100.0	100.0	100.0	100.0
<b>Hours worked</b>					
None	%	4.9	6.7	4.3	22.3
1–15 hours	%	19.7	8.9	11.8	27.4
16–24 hours	%	14.5	7.5	9.7	13.1
25–34 hours	%	12.3	10.9	10.1	24.0
35–39 hours	%	15.7	18.1	18.6	—
40 hours	%	11.7	17.8	16.0	—
41–48 hours	%	6.4	9.7	9.7	—
49 hours and over	%	8.0	15.0	15.4	—
<i>All employed persons(f)</i>	%	100.0	100.0	100.0	100.0
<b>Total homeless persons</b>	no.	<b>12 008</b>	<b>17 278</b>	<b>16 459</b>	<b>1 881</b>

— nil or rounded to zero (including null cells)

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.

(c) Includes those in the Supported Accommodation Assistance Program (SAAP). See Glossary.

(d) Includes Labour force status not stated.

(e) Includes Occupation not stated or inadequately described.

(f) Includes Hours worked not stated.

Source: Census, 2006

**A2.11** HOMELESS PERSONS TEMPORARILY VISITING  
HOUSEHOLDS—Visited dwelling characteristics—2006(a)

<i>Dwelling characteristics</i>	HOMELESS VISITORS		DWELLINGS VISITED	
	<i>no.</i>	<i>%</i>	<i>no.</i>	<i>%</i>
<b>Household composition</b> (b)				
One family household	9 822	50.2	7 422	50.3
Multiple family household	190	1.0	148	1.0
Lone person household	5 181	26.5	4 091	27.7
Group household	754	3.9	646	4.4
Visitors only	1 616	8.3	1 103	7.5
<b>Dwelling structure</b>				
Separate house	14 147	72.3	10 494	71.1
Semi-detached, row or terrace house, townhouse etc.	1 672	8.5	1 346	9.1
Flat, unit or apartment	2 511	12.8	1 999	13.5
Caravan, cabin, houseboat	1 180	6.0	862	5.8
House or flat attached to a shop, office, etc.	42	0.2	39	0.3
<b>Tenure type</b>				
Owned outright	4 522	23.1	3 367	22.8
Owned with a mortgage	4 458	22.8	3 373	22.9
Being purchased under a rent/buy scheme	76	0.4	52	0.4
Rented	6 273	32.0	5 012	34.0
Being occupied rent-free	825	4.2	573	3.9
Being occupied under a life tenure scheme	47	0.2	40	0.3
Other tenure type	396	2.0	254	1.7
<b>Weekly household income</b> (b)(c)				
Under \$500	5 252	29.9	4 126	30.8
\$500–\$649	2 311	13.2	1 783	13.3
\$650–\$799	1 292	7.4	970	7.2
\$800 and over	6 579	37.5	4 908	36.6
<b>Number of visitors to dwelling</b>				
1 person	..	..	11 374	77.1
2 persons	..	..	2 472	16.7
3 persons	..	..	518	3.5
4 persons	..	..	286	1.9
5 or more persons	..	..	101	0.7
<b>Total</b> (d)(e)	<b>19 578</b>	<b>100.0</b>	<b>14 760</b>	<b>100.0</b>

.. not applicable

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Household composition and household income are the characteristics of the usual residents of the dwelling. They exclude visitors to the dwelling.

(c) Excludes households with no usual residents.

(d) Includes Dwelling structure or Tenure type not stated. Includes other not classifiable Household compositions.

(e) Includes household income not stated.

Source: Census, 2006

HOMELESS OPERATIONAL GROUPS	3.1	Selected characteristics
	3.2	Selected characteristics as a percentage
	3.3	Persons 15 years and over – Selected characteristics
	3.4	Persons 15 years and over – Selected characteristics as a percentage
	3.5	Sex by age of person
	3.6	Rate of homelessness per 10,000 of the population
SELECTED HOMELESS OPERATIONAL GROUPS	3.7	Selected characteristics
	3.8	Selected characteristics as a percentage
	3.9	Persons 15 years and over – Selected characteristics
	3.10	Persons 15 years and over – Selected characteristics as a percentage
HOMELESS PERSONS TEMPORARILY VISITING HOUSEHOLDS	3.11	Visited dwelling characteristics

**A3.1** HOMELESS OPERATIONAL GROUPS—Selected characteristics—2001(a)

## HOMELESS OPERATIONAL GROUP

	<i>Persons who are in improvised dwellings, tents or sleeping out</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>	<i>Total (c)</i>	<i>All homeless persons (b)</i>
	no.	no.	no.	no.	no.	no.
<b>Age</b>						
Under 12	1 062	1 858	751	87	3 758	na
12–18	822	1 096	2 015	56	3 989	na
19–24	1 001	3 010	2 668	205	6 884	na
25–34	1 816	4 958	4 150	375	11 299	na
35–44	1 703	3 001	4 094	223	9 021	na
45–54	1 182	1 924	3 900	161	7 167	na
55–64	809	1 262	2 856	115	5 042	na
65 and over	552	767	3 316	171	4 806	na
<b>Sex</b>						
Male	5 598	10 649	17 045	853	34 145	na
Female	3 346	7 229	6 705	541	17 821	na
<b>Indigenous status</b>						
Indigenous	2 089	799	1 388	81	4 357	na
Non-Indigenous	4 615	16 629	18 549	1 206	40 999	na
Not stated	2 240	450	3 812	107	6 610	na
<b>States and territories</b>						
New South Wales	1 695	5 204	8 374	428	15 701	na
Victoria	1 019	3 551	5 701	200	10 471	na
Queensland	2 321	4 385	5 613	306	12 625	na
South Australia	511	1 575	1 336	105	3 527	na
Western Australia	1 408	1 954	1 456	234	5 052	na
Tasmania	128	479	241	35	883	na
Northern Territory	1 798	365	845	51	3 059	na
Australian Capital Territory	63	366	185	34	648	na
<b>Remoteness</b>						
Major Cities of Australia	2 086	10 523	16 694	826	30 129	na
Inner Regional Australia	1 539	4 114	3 011	232	8 896	na
Outer Regional Australia	2 273	2 448	3 140	191	8 052	na
Remote Australia	1 210	534	528	86	2 358	na
Very Remote Australia	1 837	258	376	60	2 531	na
<b>Total homeless persons</b>	<b>8 945</b>	<b>17 877</b>	<b>23 750</b>	<b>1 394</b>	<b>51 966</b>	<b>65 384</b>

na not available

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes 13,420 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Excludes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

Source: Census, 2001 and AIHW SAAP Collection, 2006-07

**A3.2** HOMELESS OPERATIONAL GROUPS—Selected characteristics—2001(a)

## HOMELESS OPERATIONAL GROUP

		Persons who are in improvised dwellings, tents or sleeping out	Persons staying temporarily with other households	Persons staying in boarding houses	Persons in other temporary lodging	Total(c)	All homeless persons(b)
<b>Age</b>							
Under 12	%	11.9	10.4	3.2	6.2	7.2	na
12–18	%	9.2	6.1	8.5	4.0	7.7	na
19–24	%	11.2	16.8	11.2	14.7	13.2	na
25–34	%	20.3	27.7	17.5	26.9	21.7	na
35–44	%	19.0	16.8	17.2	16.0	17.4	na
45–54	%	13.2	10.8	16.4	11.5	13.8	na
55–64	%	9.0	7.1	12.0	8.2	9.7	na
65 and over	%	6.2	4.3	14.0	12.3	9.2	na
<b>Sex</b>							
Male	%	62.6	59.6	71.8	61.2	65.7	na
Female	%	37.4	40.4	28.2	38.8	34.3	na
<b>Indigenous status</b>							
Indigenous	%	23.4	4.5	5.8	5.8	8.4	na
Non-Indigenous	%	51.6	93.0	78.1	86.5	78.9	na
Not stated	%	25.0	2.5	16.1	7.7	12.7	na
<b>States and territories</b>							
New South Wales	%	18.9	29.1	35.3	30.7	30.2	na
Victoria	%	11.4	19.9	24.0	14.3	20.1	na
Queensland	%	25.9	24.5	23.6	22.0	24.3	na
South Australia	%	5.7	8.8	5.6	7.5	6.8	na
Western Australia	%	15.7	10.9	6.1	16.8	9.7	na
Tasmania	%	1.4	2.7	1.0	2.5	1.7	na
Northern Territory	%	20.1	2.0	3.6	3.7	5.9	na
Australian Capital Territory	%	0.7	2.0	0.8	2.4	1.2	na
<b>Remoteness</b>							
Major Cities of Australia	%	23.3	58.9	70.3	59.3	58.0	na
Inner Regional Australia	%	17.2	23.0	12.7	16.6	17.1	na
Outer Regional Australia	%	25.4	13.7	13.2	13.7	15.5	na
Remote Australia	%	13.5	3.0	2.2	6.2	4.5	na
Very Remote Australia	%	20.5	1.4	1.6	4.3	4.9	na
<b>Total homeless persons</b>	%	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	. .
<b>Total homeless persons</b>	no.	<b>8 945</b>	<b>17 877</b>	<b>23 750</b>	<b>1 394</b>	<b>51 966</b>	<b>65 384</b>

. . not applicable

na not available

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes 13,420 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Excludes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

Source: Census, 2001 and AIHW SAAP Collection, 2006-07

**A3.3** HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2001(a)

HOMELESS OPERATIONAL GROUP

	<i>Persons who are in improvised dwellings, tents or sleeping out</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>	<i>Total(c)</i>	<i>All homeless persons(b)</i>
	no.	no.	no.	no.	no.	no.
<b>Weekly personal income</b>						
Under \$400(d)	4 755	9 058	14 728	984	29 525	na
\$400–\$599	363	2 527	2 065	75	5 030	na
\$600–\$799	151	1 462	896	27	2 536	na
\$800 and over	170	1 751	774	67	2 762	na
Not stated	2 173	985	3 947	152	7 257	na
<b>Registered marital status</b>						
Never married	3 577	8 674	14 509	715	27 475	na
Widowed	304	340	1 159	86	1 889	na
Divorced	805	1 858	3 034	174	5 871	na
Separated	522	1 929	1 224	109	3 784	na
Married	2 404	2 982	2 486	219	8 091	na
<b>Total homeless persons</b>	<b>7 613</b>	<b>15 783</b>	<b>22 410</b>	<b>1 304</b>	<b>47 110</b>	na

na not available

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Excludes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(d) Includes negative and nil income.

Source: Census, 2001.

**A3.4** HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2001(a)

HOMELESS OPERATIONAL GROUP

		<i>Persons who are in improvised dwellings, tents or sleeping out</i>	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>	<i>Total(c)</i>	<i>All homeless persons(b)</i>
<b>Weekly personal income</b>							
Under \$400(d)	%	62.5	57.4	65.7	75.5	62.7	na
\$400–\$599	%	4.8	16.0	9.2	5.8	10.7	na
\$600–\$799	%	2.0	9.3	4.0	2.1	5.4	na
\$800 and over	%	2.2	11.1	3.5	5.1	5.9	na
Not stated	%	28.5	6.2	17.6	11.7	15.4	na
<b>Registered marital status</b>							
Never married	%	47.0	55.0	64.7	54.8	58.3	na
Widowed	%	4.0	2.2	5.2	6.6	4.0	na
Divorced	%	10.6	11.8	13.5	13.3	12.5	na
Separated	%	6.9	12.2	5.5	8.4	8.0	na
Married	%	31.6	18.9	11.1	16.8	17.2	na
<b>Total homeless persons</b>	%	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	. .
<b>Total homeless persons</b>	no.	<b>7 613</b>	<b>15 783</b>	<b>22 410</b>	<b>1 304</b>	<b>47 110</b>	na

. . not applicable

na not available

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Excludes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(d) Includes negative and nil income.

Source: Census, 2001

**A3.5** HOMELESS OPERATIONAL GROUPS—Sex by age of person—2001(a)

	AGE OF PERSON (YEARS)								All homeless persons
	Under 12	12-18	19-24	25-34	35-44	45-54	55-64	65 and over	
	no.	no.	no.	no.	no.	no.	no.	no.	
PERSONS WHO ARE IN IMPROVISED DWELLINGS, TENTS OR SLEEPING OUT									
<b>Sex</b>									
Male	586	460	602	1 130	1 119	797	528	376	5 598
Female	477	361	398	685	582	384	281	178	3 346
<b>Total</b>	<b>1 063</b>	<b>821</b>	<b>1 000</b>	<b>1 815</b>	<b>1 701</b>	<b>1 181</b>	<b>809</b>	<b>554</b>	<b>8 944</b>
PERSONS STAYING TEMPORARILY WITH OTHER HOUSEHOLDS									
<b>Sex</b>									
Male	929	526	1 679	3 106	2 041	1 188	702	478	10 649
Female	928	571	1 330	1 852	961	737	560	289	7 228
<b>Total</b>	<b>1 857</b>	<b>1 097</b>	<b>3 009</b>	<b>4 958</b>	<b>3 002</b>	<b>1 925</b>	<b>1 262</b>	<b>767</b>	<b>17 877</b>
PERSONS STAYING IN BOARDING HOUSES									
<b>Sex</b>									
Male	393	1 176	1 644	2 989	3 180	3 048	2 291	2 323	17 044
Female	358	838	1 023	1 161	916	852	567	991	6 706
<b>Total</b>	<b>751</b>	<b>2 014</b>	<b>2 667</b>	<b>4 150</b>	<b>4 096</b>	<b>3 900</b>	<b>2 858</b>	<b>3 314</b>	<b>23 750</b>
PERSONS IN OTHER TEMPORARY LODGING									
<b>Sex</b>									
Male	43	36	129	239	140	119	59	88	853
Female	43	20	78	137	85	42	55	82	542
<b>Total</b>	<b>86</b>	<b>56</b>	<b>207</b>	<b>376</b>	<b>225</b>	<b>161</b>	<b>114</b>	<b>170</b>	<b>1 395</b>
TOTAL (b)									
<b>Sex</b>									
Male	1 951	2 198	4 054	7 464	6 480	5 152	3 580	3 265	34 144
Female	1 806	1 790	2 829	3 835	2 544	2 015	1 463	1 540	17 822
<b>Total</b>	<b>3 757</b>	<b>3 988</b>	<b>6 883</b>	<b>11 299</b>	<b>9 024</b>	<b>7 167</b>	<b>5 043</b>	<b>4 805</b>	<b>51 966</b>
ALL HOMELESS PERSONS (c)									
<b>Sex</b>									
Male	na	na	na	na	na	na	na	na	na
Female	na	na	na	na	na	na	na	na	na
<b>Total</b>	<b>na</b>	<b>na</b>	<b>na</b>	<b>na</b>	<b>na</b>	<b>na</b>	<b>na</b>	<b>na</b>	<b>65 384</b>

na not available

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Excludes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Includes 13,420 'Persons in supported accommodation for the homeless'. See Glossary for more details.

Source: Census, 2001 and AIHW SAAP Collection, 2006-07

**A3.6** HOMELESS OPERATIONAL GROUPS, Rate of homelessness per 10,000 of the population—2001(a)

HOMELESS OPERATIONAL GROUP

State or Territory of usual residence	Persons who are in improvised dwellings, tents or sleeping out	Persons staying temporarily with other households	Persons staying in boarding houses	Persons in other temporary lodging	Total (c)	All homeless persons (b)
New South Wales	2.7	8.2	13.2	0.7	24.8	na
Victoria	2.2	7.6	12.2	0.4	22.5	na
Queensland	6.6	12.5	15.9	0.9	35.8	na
South Australia	3.5	10.7	9.1	0.7	24.0	na
Western Australia	7.7	10.7	8.0	1.3	27.6	na
Tasmania	2.8	10.4	5.2	0.8	19.2	na
Northern Territory	95.6	19.4	44.9	2.7	162.6	na
Australian Capital Territory	2.0	11.8	6.0	1.1	20.9	na
<b>Australia (d)</b>	<b>4.8</b>	<b>9.5</b>	<b>12.7</b>	<b>0.7</b>	<b>27.7</b>	<b>34.8</b>

na not available

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Includes 13,420 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Excludes 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(d) Excludes other territories.

Source: Census, 2001 and AIHW SAAP Collection, 2006-07

### A3.7 SELECTED HOMELESS OPERATIONAL GROUPS—Selected characteristics —2001(a)

#### HOMELESS OPERATIONAL GROUP(b)(c)

	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>
	no.	no.	no.
<b>Educational attendance</b>			
Pre-school, Infants/Primary School	889	328	—
Secondary School	340	1 138	4
Tertiary Institutions(d)	1 234	1 783	31
Full-time student	641	1 337	—
Part-time student	590	435	31
Not attending	14 702	16 483	1 211
<b>Level of highest educational attainment(e)</b>			
Bachelor Degree or above	1 954	1 234	145
Advanced Diploma and Diploma	788	698	75
Certificate III & IV Level	2 370	1 997	142
Year 12	2 598	2 875	167
Year 11	1 124	1 023	72
Year 10	2 870	2 819	216
Below Year 10(f)(g)	2 408	6 016	255
Not stated or inadequately described	1 671	5 746	234
<b>Country of birth</b>			
Australia(h)	13 642	14 168	955
Oceania and Antarctica(i)	741	1 147	55
North-West Europe	1 326	1 949	185
Southern and Eastern Europe	335	880	31
North Africa and the Middle East	176	181	5
South-East Asia	338	825	11
North-East Asia	145	539	5
Southern and Central Asia	123	250	8
Americas	211	225	22
Sub-Saharan Africa	136	143	16
Other(j)	705	3 443	100
<b>Total homeless persons(k)</b>	<b>17 876</b>	<b>23 751</b>	<b>1 394</b>

— nil or rounded to zero (including null cells)

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Not available for 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.

(d) Includes Technical or Further Educational Institutions and Universities.

(e) Excludes persons aged under 15 years.

(f) Includes persons who have completed a Certificate I or II as their highest non-school qualification but whose highest year of school completed was below Year 10.

(g) Includes persons with no educational attainment.

(h) Includes external territories and Norfolk Island.

(i) Excluding Australia, external territories, and Norfolk Island.

(j) Includes inadequately described, at sea, not elsewhere classified, or not stated.

(k) Includes other or not stated educational institutions.

Source: Census, 2001.

**A3.8** SELECTED HOMELESS OPERATIONAL GROUPS—Selected characteristics —2001(a)

		HOMELESS OPERATIONAL GROUP(b)(c)		
		<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>
<b>Educational attendance</b>				
Pre-school, Infants/Primary School	%	5.0	1.4	—
Secondary School	%	1.9	4.8	0.3
Tertiary Institutions(d)	%	6.9	7.5	2.2
Full-time student	%	3.6	5.6	—
Part-time student	%	3.3	1.8	2.2
Not attending	%	82.2	69.4	86.9
<b>Level of highest educational attainment(e)</b>				
Bachelor Degree or above	%	12.4	5.5	11.1
Advanced Diploma and Diploma	%	5.0	3.1	5.7
Certificate III & IV Level	%	15.0	8.9	10.9
Year 12	%	16.5	12.8	12.8
Year 11	%	7.1	4.6	5.5
Year 10	%	18.2	12.6	16.5
Below Year 10(f)(g)	%	15.3	26.8	19.5
Other	%	10.6	25.6	17.9
<i>Total persons 15 years and over</i>	%	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
<b>Country of birth</b>				
Australia(h)	%	76.3	59.7	68.6
Oceania and Antarctica(i)	%	4.1	4.8	3.9
North-West Europe	%	7.4	8.2	13.3
Southern and Eastern Europe	%	1.9	3.7	2.2
North Africa and the Middle East	%	1.0	0.8	0.4
South-East Asia	%	1.9	3.5	0.8
North-East Asia	%	0.8	2.3	0.4
Southern and Central Asia	%	0.7	1.1	0.6
Americas	%	1.2	0.9	1.6
Sub-Saharan Africa	%	0.8	0.6	1.1
Other(j)	%	3.9	14.5	7.2
<b>Total homeless persons(k)</b>	%	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Total homeless persons</b>	no.	<b>17 876</b>	<b>23 751</b>	<b>1 394</b>

— nil or rounded to zero (including null cells)

- (a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.
- (b) Not available for 'Persons in supported accommodation for the homeless'. See Glossary for more details.
- (c) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.
- (d) Includes Technical or Further Educational Institutions and Universities.

(e) Excludes persons aged under 15 years.

- (f) Includes persons who have completed a Certificate I or II as their highest non-school qualification but whose highest year of school completed was below Year 10.
- (g) Includes persons with no educational attainment.
- (h) Includes external territories and Norfolk Island.
- (i) Excluding Australia, external territories, and Norfolk Island.
- (j) Includes inadequately described, at sea, not elsewhere classified, or not stated.
- (k) Includes other or not stated educational institutions.

Source: Census, 2001

**A3.9** SELECTED HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2001(a)

	HOMELESS OPERATIONAL GROUP(b)(c)		
	<i>Persons staying temporarily with other households</i>	<i>Persons staying in boarding houses</i>	<i>Persons in other temporary lodging</i>
	no.	no.	no.
<b>Labour force status</b>			
In the labour force	9 717	7 368	345
Employed, worked full-time	4 279	2 836	—
Employed, worked part-time	1 832	1 545	97
Employed, away from work	744	361	61
Unemployed	2 861	2 621	189
Not in the labour force	5 703	11 807	853
<b>Occupation</b>			
Employed(d)	6 855	4 744	155
Managers and Administrators	338	118	3
Professionals	1 117	434	30
Associate Professionals	598	396	12
Tradespersons and Related Workers	1 021	658	22
Advanced Clerical and Service Workers	150	46	—
Intermediate Clerical, Sales and Service Workers	1 023	769	15
Intermediate Production and Transport Workers	863	665	22
Elementary Clerical, Sales and Service Workers	580	522	8
Labourers and Related Workers	999	980	34
Not employed	8 564	14 428	1 042
<b>Hours worked</b>			
Employed(e)	6 855	4 744	155
None	451	233	44
1–15 hours	618	550	26
16–24 hours	519	440	26
25–34 hours	693	556	45
35–39 hours	1 198	820	—
40 hours	1 206	765	—
41–48 hours	713	525	—
49 hours and over	1 168	723	3
Not employed	8 564	14 428	1 042
<b>Total homeless persons(f)</b>	<b>15 782</b>	<b>22 411</b>	<b>1 304</b>

— nil or rounded to zero (including null cells)

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Not available for 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.

(d) Includes Occupation not stated and inadequately described.

(e) Includes Hours worked not stated.

(f) Includes Labour force status not stated.

Source: Census, 2001

**A3.10** SELECTED HOMELESS OPERATIONAL GROUPS, Persons 15 years and over—Selected characteristics—2001(a)

		HOMELESS OPERATIONAL GROUP(b)(c)		
		Persons staying temporarily with other households	Persons staying in boarding houses	Persons in other temporary lodging
<b>Labour force status</b>				
In the labour force	%	61.6	32.9	26.5
Employed, worked full-time	%	27.1	12.7	—
Employed, worked part-time	%	11.6	6.9	7.4
Employed, away from work	%	4.7	1.6	4.7
Unemployed	%	18.1	11.7	14.5
Not in the labour force	%	36.1	52.7	65.4
<i>Total(d)</i>	%	100.0	100.0	100.0
<b>Occupation</b>				
Managers and Administrators	%	4.9	2.5	1.9
Professionals	%	16.3	9.1	19.4
Associate Professionals	%	8.7	8.3	7.7
Tradespersons and Related Workers	%	14.9	13.9	14.2
Advanced Clerical and Service Workers	%	2.2	1.0	—
Intermediate Clerical, Sales and Service Workers	%	14.9	16.2	9.7
Intermediate Production and Transport Workers	%	12.6	14.0	14.2
Elementary Clerical, Sales and Service Workers	%	8.5	11.0	5.2
Labourers and Related Workers	%	14.6	20.7	21.9
<i>All employed persons(e)</i>	%	100.0	100.0	100.0
<b>Hours worked</b>				
None	%	6.6	4.9	28.4
1–15 hours	%	9.0	11.6	16.8
16–24 hours	%	7.6	9.3	16.8
25–34 hours	%	10.1	11.7	29.0
35–39 hours	%	17.5	17.3	—
40 hours	%	17.6	16.1	—
41–48 hours	%	10.4	11.1	—
49 hours and over	%	17.0	15.2	1.9
<i>All employed persons(f)</i>	%	100.0	100.0	100.0
<b>Total homeless persons</b>	no.	<b>15 782</b>	<b>22 411</b>	<b>1 304</b>

— nil or rounded to zero (including null cells)

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Not available for 'Persons in supported accommodation for the homeless'. See Glossary for more details.

(c) Not available for 'Persons who are in improvised dwellings, tents or sleeping out' as these data items were not collected for some persons in this group.

(d) Includes Labour force status not stated.

(e) Includes Occupation not stated or inadequately described.

(f) Includes Hours worked not stated.

Source: Census, 2001

**A3.11** HOMELESS PERSONS TEMPORARILY VISITING HOUSEHOLDS—Visited dwelling characteristics—2001(a)

<i>Dwelling characteristics</i>	HOMELESS VISITORS		DWELLINGS VISITED	
	<i>no.</i>	<i>%</i>	<i>no.</i>	<i>%</i>
<b>Household composition (b)</b>				
One family household	10 789	60.4	8 245	60.6
Multiple family household	188	1.1	137	1.0
Lone person household	4 078	22.8	3 231	23.8
Group household	818	4.6	700	5.1
Visitors only	1 951	10.9	1 246	9.2
<b>Dwelling structure</b>				
Separate house	13 516	75.6	10 177	74.8
Semi-detached, row or terrace house, townhouse etc.	1 629	9.1	1 281	9.4
Flat, unit or apartment	1 904	10.7	1 559	11.5
Caravan, cabin, houseboat	233	1.3	174	1.3
House or flat attached to a shop, office, etc.	78	0.4	67	0.5
<b>Tenure type</b>				
Owned outright	4 946	27.7	3 554	26.1
Owned with a mortgage	3 640	20.4	2 827	20.8
Being purchased under a rent/buy scheme	138	0.8	112	0.8
Rented	6 888	38.5	5 557	40.9
Being occupied rent-free	1 011	5.7	662	4.9
Being occupied under a life tenure scheme	32	0.2	30	0.2
Other tenure type	509	2.8	345	2.5
<b>Weekly household income (b)(c)</b>				
Under \$400	5 482	30.8	4 328	31.9
\$400–\$599	2 777	15.6	2 146	15.8
\$600 and over	7 539	42.3	5 632	41.5
<b>Number of visitors to the dwelling</b>				
1 person	..	..	10 682	78.6
2 persons	..	..	2 075	15.3
3 persons	..	..	460	3.4
4 persons	..	..	281	2.1
5 or more persons	..	..	100	0.7
<b>Total (d)(e)</b>	<b>17 877</b>	<b>100.0</b>	<b>13 597</b>	<b>100.0</b>

.. not applicable

(a) Cells in this table have been randomly adjusted to avoid the release of confidential data. As a result cells may not add to the totals.

(b) Household composition and household income are the characteristics of the usual residents of the dwelling. They exclude visitors to the dwelling.

(c) Excludes households with no usual residents.

(d) Includes Dwelling structure or Tenure type not stated. Includes other not classifiable Household compositions.

(e) Includes any incomes not stated in the dwelling.

Source: Census, 2001

## GLOSSARY

<b>Aboriginal people</b>	People who identify or are identified as being of Aboriginal origin. May also include people identified as being of both Aboriginal and Torres Strait Islander origin.
<b>Age</b>	Age refers to a person's age at last birthday. These data are collected for each person. Age is calculated from date of birth, however if this is not provided, stated age is used. If neither is provided age is imputed.
<b>Australia</b>	<p>Australia is defined in the STANDARD AUSTRALIAN CLASSIFICATION OF COUNTRIES (SACC), specifically as '1101 Australia'. It includes the states and territories and the other territories of Christmas Island, Cocos (Keeling) Islands and Jervis Bay Territory, but excludes Norfolk Island and the other Australian external territories of Australian Antarctic Territory, Heard and McDonald Islands, Ashmore and Cartier Islands and Coral Sea Territory.</p> <p>Prior to 1996, Census tabulations excluded Christmas Island and Cocos (Keeling) Islands from the Australian total but the counts were available separately.</p>
<b>Australian born</b>	<p>Australian born includes all people born in Australia and excludes people:</p> <ul style="list-style-type: none"><li>■ born at sea;</li><li>■ whose response was classified 'Inadequately described', or</li><li>■ whose response was classified 'Not elsewhere classified'.</li></ul> <p>Australia is defined in the Standard Australian Classification of Countries, specifically as '1101 Australia'. It includes the states and territories and the other territories of Christmas Island, Cocos (Keeling) Islands and Jervis Bay Territory, but excludes Norfolk Island and the other Australian external territories of Australian Antarctic Territory, Heard and McDonald Islands, Ashmore and Cartier Islands and Coral Sea Territory.</p>
<b>Australian Census Analytic Program (ACAP)</b>	<p>This program provides researchers with access to unpublished Census data. The objectives of this program are to lead to the publication of important but previously unrevealed information incorporating 2006 Census and other data by:</p> <ul style="list-style-type: none"><li>■ assisting and encouraging issue-driven research; and</li><li>■ increasing the use of Census data.</li></ul> <p>ACAP provides Australian researchers with an opportunity to contribute to the growth and development of Australia by advancing contemporary understanding of Australia's social, cultural and economic environment.</p>
<b>Australian Standard Classification of Education</b>	<p>The AUSTRALIAN STANDARD CLASSIFICATION OF EDUCATION (ASCED) has been developed to allow greater comparability of data on education and training. It is used for coding responses to questions on year of schooling completed and the level of education and field of study for completed non-school qualifications. ASCED classifies education according to two elements: Level of Education and Field of Study.</p> <p>For more information refer to the <i>Australian Standard Classification of Education (ASCED)</i> (cat. no. 1272.0).</p>
<b>Australian Standard Geographical Classification</b>	<p>The AUSTRALIAN STANDARD GEOGRAPHICAL CLASSIFICATION (ASGC) was developed by the ABS for the collection and dissemination of geographic statistics. It is a hierarchically structured classification with a number of spatial units to satisfy different statistical purposes.</p> <p>The ASGC areas used for the Census are:</p> <ul style="list-style-type: none"><li>■ Mesh Block (MB)</li><li>■ Collection District (CD)</li><li>■ Statistical Local Area (SLA)</li></ul>

<p><b>Australian Standard Geographical Classification</b> <i>continued</i></p>	<ul style="list-style-type: none"> <li>■ Local Government Area (LGA)</li> <li>■ Remoteness Area (RA)</li> <li>■ Statistical Subdivision (SSD)</li> <li>■ Statistical Division (SD)</li> <li>■ Statistical District (S Dist)</li> <li>■ Statistical Region (SR)</li> <li>■ Major Statistical Region (MSR)</li> <li>■ Urban Centre/Locality (UC/L)</li> <li>■ Section of State (SOS)</li> <li>■ State/Territory</li> </ul> <p>For more information see:</p> <ul style="list-style-type: none"> <li>■ <i>Statistical Geography Volume 1: Australian Standard Geographical Classification (ASGC) 2006</i> (cat. no. 1216.0)</li> <li>■ <i>Statistical Geography Volume 2: Census Geographic Areas, Australia</i> (cat. no. 2905.0)</li> <li>■ <i>Statistical Geography Volume 3: Australian Standard Geographical Classification (ASGC) Urban Centres/Localities</i> (cat. no. 2909.0)</li> </ul>
<p><b>Average</b></p>	<p>See Mean.</p>
<p><b>Birthplace</b></p>	<p>See Country of birth.</p>
<p><b>Caravans, houseboats, etc.</b></p>	<p>Enumeration of people in caravans, houseboats, cabins etc. varies depending on their situation. Occupied caravans are usually treated as private dwellings with the exception of some caravans on residential allotments (see below).</p> <p><i>Caravans on Residential Allotments:</i> An occupied caravan on a residential allotment is usually treated as an occupied private dwelling. The exception to this is where there are one or more other structures on the allotment and the occupants of the caravan live and eat with the occupants of the main dwelling. In this case the occupants are all classed as one household and the caravan is counted as an additional room of the main dwelling.</p> <p><i>Caravans on Roadsides/Open Land:</i> Prior to the 2006 Census, occupied caravans at roadside parking areas or on open land were classified as sleepers-out. The occupants of the caravans complete Household forms.</p> <p>For the 2006 Census, caravans on roadsides/open land are treated the same as caravans in caravan parks. That is, they are treated as occupied private dwellings and families are identified and coded.</p> <p><i>Caravans or Cabins in Caravan Parks:</i> Since the 1986 Census, occupied caravans or cabins in caravan parks have been treated as occupied private dwellings, i.e. families are identified and coded. Prior to this, they were treated as non-private dwellings.</p> <p><i>Houseboats:</i> Occupied houseboats are treated as occupied private dwellings regardless of location. Prior to the 1986 Census, occupied craft in marinas were treated as non-private dwellings.</p> <p>Managers' residences in caravan parks or marinas are enumerated and classified as separate private dwellings. Unoccupied caravans and boats/craft, regardless of location, are not counted in the Census.</p>
<p><b>Census</b></p>	<p>The Australian Census of Population and Housing is an official count of population and dwellings, and collects details of age, sex, and other characteristics of that population.</p> <p>For more information see <i>How Australia Takes a Census</i> (cat. no. 2903.0) and the information paper <i>2006 Census of Population and Housing, Nature and Content</i> (cat. no. 2008.0). These papers are also available on the ABS web site &lt;<a href="http://www.abs.gov.au">http://www.abs.gov.au</a>&gt;.</p>
<p><b>Census counts</b></p>	<p>The Census counts people where they were located on Census Night and this count of the population is referred to as the place of enumeration count. A count of the population based on their place of usual residence is also available.</p>

- Census counts *continued*** While every effort is made to achieve a complete Census count, some undercounting inevitably occurs for various reasons, for example, the inadvertent omission of very young children, treatment of some dwellings as unoccupied when in fact they are occupied, and failure to find all dwellings. Refusal by householders to complete the Census form is not a significant cause of undercounting.
- Child** This is a person of any age who is a natural, adopted, step, foster or nominal son or daughter of a couple or lone parent, usually resident in the same household. A child is also any individual under 15, usually resident in the household, who forms a parent-child relationship with another member of the household. This includes otherwise related children less than 15 years of age and unrelated children less than 15 years of age.
- In order to be classified as a child, the person can have no identified partner or child of his/her own usually resident in the household. A separate family in the household is formed in this instance. If a person is aged under 15 and has a partner and/or a spouse these relationships are not recorded.
- Child under 15** This is a person who has been classified as a child of another household member and who is aged under 15 years.
- A person who is classified as a child under 15 is considered to be a dependent child.
- Collection District** The Census Collection District (CD) is the second smallest geographic area defined in the AUSTRALIAN STANDARD GEOGRAPHICAL CLASSIFICATION (ASGC). For the 2006 Census, CDs serve as the basic building block in the ASGC and are used for the aggregation of statistics to larger Census geographic areas, including Statistical Local Area (SLA).
- For the 2006 Census, there is an average of about 225 dwellings in each CD. In rural areas, the number of dwellings per CD generally declines as population densities decrease.
- CDs are defined for each Census and are current only at Census time. For the 2006 Census, there are about 38,200 CDs throughout Australia (this includes the other territories of Christmas and Cocos (Keeling) Islands and Jervis Bay). For more information see *Census Dictionary, 2006* (cat. no. 2901.0).
- Country of birth** The Census records a person's country of birth. For the 2001 and 2006 Censuses, the STANDARD AUSTRALIAN CLASSIFICATION OF COUNTRIES (SACC) is used to classify responses for country of birth of person. This classification uses the current names of countries, so if a person uses a former name, the current name is coded. For example, Siam would be coded to Thailand.
- Couple family** A couple family is identified by the existence of a couple relationship. A couple relationship is defined as two people usually residing in the same household who share a social, economic and emotional bond usually associated with marriage and who consider their relationship to be a marriage or marriage-like union. This relationship is identified by the presence of a registered marriage or de facto marriage. A couple family can be with or without children, and may or may not include other related individuals.
- Data quality** Each stage of the Census is subject to stringent quality assurance procedures which result in data of high quality. However, in a Census there are recognised sources of error and some of these may survive in the data produced. Potential sources of error in the Census are: undercounting, respondent error, processing error and introduced random error. Introduced random error is used to protect the confidentiality of individuals. The effect of such errors on overall Census results is generally insignificant and does not impair the usefulness of Census data.
- Derivations and imputations** *Derivation* is the process where some variables (where no response has been provided) are assigned values based on responses from other family members present in the same dwelling.
- In addition, the derivation process is used to create new variables by combining responses from a number of questions. Variables which are created this way include:

**Derivations and imputations***continued*

- Rent
- Tenure Type
- Labour Force Status

*Imputation* is a statistical process for predicting values where no response was provided to a question and a response could not be derived.

The imputation method used for the 2006 Census is known as 'hotdecking'. In general this method involves locating a donor record and copying the relevant responses to the record requiring imputation. The donor record will have similar characteristics and must also have the required variable(s) stated. In addition the donor record will be located geographically as close as possible to the location of the record to be imputed. The match must occur within the same Capital City or Balance of State. When a suitable match is found, then the copying of the response(s) from the donor record to the variable(s) that have missing values can occur. For more information see the *Census Dictionary, 2006* (cat. no. 2901.0).

**Dwelling**

In general terms, a dwelling is a structure which is intended to have people live in it, and which is habitable on Census Night. Some examples of dwellings are houses, motels, flats, caravans, prisons, tents, humpies and houseboats.

Private dwellings are enumerated using household forms, which obtain family and relationship data. Non-private dwellings (hotels, hospitals etc.) are enumerated on personal forms.

**Dwelling Location**

Dwelling Location applies to private dwellings, and describes the location of dwellings other than 'typical' private dwellings. The majority of private dwellings will appear in the 'Other' category.

**Dwelling Structure**

Dwelling structure classifies the structure of private dwellings enumerated in the Census. The information is determined by the Census collector.

The broad categories are:

*Separate house:* This is a house which stands alone in its own grounds separated from other dwellings by at least half a metre. A separate house may have a flat attached to it, such as a granny flat or converted garage (the flat is categorised under Flat, unit or apartment – see below). The number of storeys of separate houses is not recorded.

Also included in this category are occupied accommodation units in manufactured home estates which are identified as separate houses.

*Semi-detached, row or terrace house, townhouse, etc.:* These dwellings have their own private grounds and no other dwelling above or below them.

*Flat, unit or apartment:* This category includes all dwellings in blocks of flats, units or apartments. These dwellings do not have their own private grounds and usually share a common entrance foyer or stairwell. This category also includes flats attached to houses such as granny flats, and houses converted into two or more flats.

*Caravan, cabin, houseboat:* This category includes all occupied caravans, cabins and houseboats regardless of location. It also includes occupied campervans, mobile houses and small boats.

Separate houses in caravan/residential parks or marinas occupied by managers are not included in this category.

*Improvised home, tent, sleepers-out:* This category includes sheds, tents, humpies and other improvised dwellings, occupied on Census Night. It also includes people sleeping on park benches or in other 'rough' accommodation.

*House or flat attached to a shop, office, etc.:* A house or flat attached to a shop, office, factory or any other non-residential structure is included in this category.

**Dwelling Type**

Dwelling type classifies all dwellings into the basic dwelling types. The categories are:

**Dwelling Type** *continued*

*Occupied Private Dwelling:* An occupied private dwelling is a private dwelling occupied by one or more people.

A private dwelling is normally a house, flat, or even a room. It can also be a caravan, houseboat, tent, or a house attached to an office, or rooms above a shop. Occupied dwellings in caravan/residential parks are treated as occupied private dwellings.

Occupied dwellings in manufactured home estates and units in retirement villages (self-contained) were classified as occupied private dwellings since the 1996 Census.

*Unoccupied Private Dwellings:* These are structures built specifically for living purposes which are habitable, but unoccupied on Census Night. Vacant houses, holiday homes, huts and cabins (other than seasonal workers' quarters) are counted as unoccupied dwellings. Also included are newly completed dwellings not yet occupied, dwellings which are vacant because they are due for demolition or repair, and dwellings to let.

Unoccupied private dwellings in caravan/residential parks, marinas and manufactured home estates are not counted in the Census. The exception to the above are residences of owners, managers or caretakers of the establishment and for the 2006 Census, unoccupied residences in retirement villages (self-contained).

*Non-Private Dwellings (NPDs):* NPDs are those dwellings, not included above, that provide a communal or transitory type of accommodation.

NPDs include hotels, motels, guest houses, prisons, religious and charitable institutions, boarding schools, defence establishments, hospitals and other communal dwellings.

People in NPDs are enumerated on personal forms and so information on their family structure is not available. In the case of accommodation for the retired or aged, where the one establishment contains both self-contained units and units that are not self-contained, then both household forms (self-contained) and personal forms (not self-contained) are used as appropriate.

*Migratory:* People enumerated on an overnight journey by plane, train or bus cannot be allocated a dwelling type. This category exists for processing purposes only.

*Off-Shore:* This includes dwellings such as off-shore oil rigs, drilling platforms and the like. Prior to the 2006 Census, it also included people enumerated aboard ships in Australian waters.

*Shipping:* This dwelling type is for people enumerated aboard ships in Australian waters. For the 2001 and earlier Censuses, they were included in the 'Offshore' category.

**Education** See Level of Highest Educational Attainment.

**Educational qualification** Every Census since 1911 has included a question in which respondents reported their highest level of educational achievement. In the 1966 Census, respondents were asked to provide details of the qualification title and the institution at which it was obtained. In all Censuses since 1966, people aged 15 years and over have been asked whether they had obtained a qualification and, if so, the qualification name and field of study. The 1971 Census also asked whether the person was currently studying for a qualification and, if so, its name. Prior to 2001, this information was restricted to post-school educational qualifications. From 2001, the information includes all qualifications (both school and post-school) and the level and field of the highest qualification.

Qualifications data are used to assess the skill level of the labour force, and potential labour force, and are valuable for the planning and implementation of labour force training programs.

**Employed** See Labour force status.

**Enumeration** See Place of enumeration, Place of usual residence.

<b>Family</b>	<p>A family is defined by the ABS as two or more persons, one of whom is at least 15 years of age, who are related by blood, marriage (registered or de facto), adoption, step or fostering, and who are usually resident in the same household.</p> <p>Each separately identified couple relationship, lone parent-child relationship or other blood relationship forms the basis of a family. Some households contain more than one family.</p> <p>Visiting families are not included as part of the household, and the relationships of other visitors are not coded. A household containing only a visiting family (e.g. a family at a holiday home) is coded to a household type of visitors only.</p> <p>Where all persons present are aged under 15 years, or where information for each person has been imputed, the household is deemed not classifiable to a family. Of people listed as temporarily absent, only spouse(s) and family children are used in coding family composition.</p>
<b>Friends and relatives</b>	See Visiting friends and relatives.
<b>Full/Part-Time Student status</b>	The Census records the full/part-time status of students.
<b>Grey Nomads</b>	Grey nomads were defined in this review as people in dwellings where all people in the dwelling were aged 55 years and over, were not in the labour force, and were staying in caravans, cabins or houseboats on Census night. The great majority of these grey nomads were enumerated in holiday destinations including the northern beaches in NSW, and in Queensland, NT and northern WA.
<b>Group household</b>	<p>The ABS defines a group household as a household consisting of two or more unrelated people where all persons are aged 15 years and over. There are no reported couple relationships, parent-child relationships or other blood relationships in these households.</p> <p>An unrelated child (e.g. boarder) under the age of 15 who lives in a household with one or more usual residents, is coded as forming a parent-child relationship within that household. These households become family households, not group households.</p>
<b>Highest Year of School Completed</b>	<p>The Census records the highest level of primary or secondary school a person has completed. Highest year of school completed is classified to the AUSTRALIAN STANDARD CLASSIFICATION OF EDUCATION (ASCED).</p> <p>This classification has changed since the 2001 Census. In 2001 it included a category 'Still at school'.</p> <p>The 'Still at school' category is excluded from the 2006 classification. This allows the level of highest educational attainment to be determined for people still at school.</p>
<b>Hours Worked</b>	<p>The Census records the number of hours worked in all jobs held during the week before Census Night, by employed people aged 15 years and over. This excludes any time off but includes any overtime or extra time worked.</p> <p>Hours worked, when used in combination with Labour Force Status, provides information on full-time and part-time employment. For Census purposes, a person is considered to be working full-time if they worked 35 hours or more in all jobs during the week prior to Census Night.</p>
<b>Houseboat</b>	Occupied houseboats have been classified as occupied private dwellings since the 1986 Census, and therefore receive household forms. Unoccupied houseboats are not counted.
<b>Household</b>	<p>A household is defined as one or more persons, at least one of whom is at least 15 years of age, usually resident in the same private dwelling.</p> <p>Under this definition, all occupants of a dwelling form a household and complete one form.</p>

**Household *continued*** Therefore, for Census purposes, the total number of households is equal to the total number of occupied private dwellings as a Census form is completed for each household from which dwelling information for the household is obtained.

**Household Composition** The Census records the type of household within a dwelling. Household composition indicates whether a family is present or not and whether or not other unrelated household members are present.

A maximum of three families can be coded to a household. Lone person households can contain visitors. Visitor only households can contain overseas visitors.

**Household form** The household form is the primary means for collecting Census data and is used in all private dwellings. A personal form records person characteristics in cases where a household form is not appropriate. If there are more than six people in a household on Census Night, a personal form is completed for the seventh person, and any subsequent persons.

**Household Income** This variable is the sum of the individual incomes of each resident present in the household on Census Night. If any resident aged 15 years and over is temporarily absent, or does not state their income, then household income is not derived for that household.

In most cases, the income of visitors to a household is excluded from the calculation of household income. The exception to this is households that comprise only visitors. Household income is calculated for these households in order to collect data on household income in tourist areas.

The 2006 Census collected individual income in ranges, so before these could be summed to a household level a specific dollar amount needed to be imputed for each person. Median incomes for each range, derived using data from the 2003–04 Survey of Income and Housing, were used for the purpose of compiling household income measures.

This method, which imputes personal income values within reported individual income ranges, was selected as the best practical approximation that would result in the majority of households being included in the same Census household income range that would have been derived had individuals reported their incomes in dollar amounts rather than in ranges. The approximations are expected to generally support analyses looking at various other characteristics of both persons and households in terms of broad household income ranges.

The imputation used in deriving household income is likely to understate some household incomes, specifically lower household incomes in general but particularly for single income households. Single income households with lower income levels are most affected by the imputation methodology understating their incomes. For example, for single parent family households with the parent under 45 years of age, analysis shows that nearly twice as many such households were likely to be allocated to the low income range of \$250 to \$349 per week than would have been the case had incomes been reported in dollar amounts (with fewer than expected households in higher income ranges). Similarly for sole person households where the resident is aged 65 years and over, analysis shows the number of households that were likely to be allocated to the low income range of \$250 to \$349 per week was about 15% higher than would have been the case had incomes been reported in dollar amounts.

A more general issue with individual income reporting in the Census is that studies have shown individuals tend to understate their incomes compared with the amounts that would be reported in surveys designed specifically to measure income.

For the above reasons, care should be exercised in any use of Census household income information, which relies on the imputed values. Similar care should be taken when using 2001 Census data.

<b>Household Type</b>	See Household Composition.
<b>Housing Loan Repayments (monthly)</b>	<p>Housing loan repayments are those which are being paid by a household to purchase the dwelling in which it was enumerated (also applicable to caravans).</p> <p>The Census collects this information in single dollars up to \$9,999. However, for practical purposes this information is recoded to a specific number of ranges.</p>
<b>Improvised home</b>	See Dwelling, Dwelling Structure.
<b>Income</b>	<p>Each Census respondent aged 15 years and over is asked to indicate the range within which their gross income from all sources lies (rather than their exact income).</p> <p>Gross income includes wages, salaries, overtime, business or farm income (less operating expenses), rents received, dividends, interest, superannuation, maintenance (child support), workers' compensation, and government pensions and allowances (including all payments for family assistance, labour market assistance, youth and student support, and support for the aged, carers and people with a disability).</p> <p>As income from most sources is reported before deduction of expenses incurred in the earning of the income, these incomes are always a positive figure. However, income from some sources may be negative. Income from own unincorporated enterprise and income from rental property are collected net of expenses incurred in the raising of income, so may be negative. This may result in a negative total income.</p> <p>While there is a tendency for incomes to be slightly understated in the Census, the distribution is largely consistent with that obtained from the ABS income surveys. Therefore, Census income data is useful as an indicator of relative advantage or disadvantage and economic well being.</p> <p>Testing of the topic has shown that there is a general tendency for those not in the labour force to leave this question unanswered, as they consider income only applies to payments received as a result of employment. Similarly, pensioners and self funded retirees sometimes state that they receive no income as they do not regard their pension as income.</p>
<b>Imputations</b>	See Derivations and Imputations.
<b>Indigenous people</b>	People who identified themselves, or were identified by another household member, as being of Aboriginal and/or Torres Strait Islander origin.
<b>Indigenous personal form</b>	See Interviewer household form.
<b>Indigenous special enumeration strategy</b>	<p>The ABS has implemented procedures tailored to the enumeration of Indigenous people living in discrete communities since the 1976 Census.</p> <p>Central to the 2006 strategy was the role undertaken by the State Indigenous Manager (SIM). The SIM laid the groundwork for a successful enumeration by working with Indigenous groups and media to encourage participation. The SIM also coordinated the enumeration activities which affected Indigenous peoples.</p> <p>The SIM in each state and territory was supported by the Indigenous Engagement Manager (IEM). IEMs are ongoing ABS staff members employed to implement the ABS' Indigenous Community Engagement Strategy, and have responsibility for liaising with Indigenous communities and organisations and advising the ABS on enumeration issues relating to Indigenous people. IEMs also facilitate the return of ABS data to Indigenous communities and organisations in a culturally appropriate manner. In some states the IEM will take on the role of the SIM.</p> <p>As in the past, Census Field Officers are employed to work with Indigenous communities to ensure they are counted in the Census. This includes gaining community acceptance for the Census and the recruitment of local field staff.</p>

<b>Indigenous special enumeration strategy</b> <i>continued</i>	<p>In certain Indigenous communities, an interview form designed to be appropriate to Indigenous culture is used. This part of the strategy is used in discrete communities where communities indicate the need due to the cultural or language situation. In these cases Census Field Officers recruit, train and work with people from the community so that they can manage the enumeration and conduct the interviews.</p> <p>In other areas, Indigenous peoples are enumerated using standard procedures and forms. Special collectors skilled in Indigenous languages and culture are available to assist in these areas if required.</p>
<b>Indigenous Status</b>	<p>The question about Indigenous origins on the Census form asks whether each person is of Aboriginal and/or Torres Strait Islander origin.</p> <p>Torres Strait Islanders are the descendants of the Indigenous people of the Torres Strait, between the tip of Cape York and Papua New Guinea.</p>
<b>Individual Income</b>	<p>Individual incomes are collected as ranges in the Census. To enable these range values to be summed, information from the Survey of Income and Housing, which collects income as individual values, is used to estimate the median income within each bracket collected by the Census. The relevant median value for each family/household member is then summed to produce family or household income.</p>
<b>Interviewer household form</b>	<p>The interviewer household form is used in nominated discrete Indigenous communities (communities of Indigenous people in which language differences or other factors make use of the standard self-enumeration forms impractical). The interviewer household form is an interview based Census form which is used to record the details of up to 12 persons in a household, and some dwelling data. If there are more than 12 persons in a dwelling a second interviewer household form is used to record the details of subsequent persons.</p>
<b>Introduced random error</b>	<p>Under the <i>Census and Statistics Act 1905</i> it is an offence to release any information collected under the Act that is likely to enable identification of any particular individual or organisation. Introduced random error is used to ensure that no data are released which could risk the identification of individuals in the statistics.</p> <p>Care has been taken in the tables which are presented to minimise the risk of identifying individuals. In addition, a technique has been applied to randomly adjust cell values. Random adjustment of the data is considered to be the most satisfactory technique for avoiding the release of identifiable Census data. The technique has been applied and all cells are slightly adjusted to prevent any identifiable data being exposed. These adjustments result in small introduced random errors. However the information value of the table as a whole is not impaired.</p> <p>It is not possible to determine which individual figures have been affected by random error adjustments, but the small variance which may be associated with derived totals can, for the most part, be ignored.</p>
<b>Labour force</b>	<p>For Census purposes, the labour force includes people aged 15 years and over who:</p> <ul style="list-style-type: none"> <li>■ work for payment or profit, or as an unpaid helper in a family business, during the week prior to Census Night;</li> <li>■ have a job from which they are on leave or otherwise temporarily absent;</li> <li>■ are on strike or stood down temporarily; or</li> <li>■ do not have a job but are actively looking for work and available to start work.</li> </ul> <p>The following people are classified as being in the labour force:</p> <ul style="list-style-type: none"> <li>■ employed people (i.e. the first three groups above); and</li> <li>■ unemployed people (i.e. the last group above).</li> </ul> <p>People aged 15 years and over who are neither employed nor unemployed are classified as not in the labour force. This includes people who are retired, pensioners and people engaged solely in home duties.</p>

<b>Labour force status</b>	In the Census the Labour force status variable is derived for all people aged 15 years and over. It classifies people as employed working full-time, part-time or away from work, unemployed looking for full-time work, looking for part-time work, or not in the labour force. The category 'Employed, away from work' also includes persons who stated they worked but who did not state the number of hours worked.
<b>Landlord Type</b>	The Census provides information on the type of landlord for rented dwellings. It applies to all households who are renting the dwelling (including caravans, etc. in caravan parks) in which they are enumerated on Census Night.
<b>Level of Highest Educational Attainment</b>	Level of highest educational attainment records the highest educational achievement a person has attained. It lists qualifications and other educational attainments regardless of the particular field of study or the type of institution in which the study was undertaken.
<b>Location of dwelling</b>	See Dwelling location.
<b>Lone parent</b>	A lone parent is a person who has no spouse or partner usually resident in the household, but who forms a parent-child relationship with at least one child usually resident in the household. The child may be either dependent or non-dependent.
<b>Lone person household</b>	Any private dwelling in which there is only one usual resident at least 15 years of age, is classified as being a lone person household.
<b>Manufactured home estates</b>	<p>Manufactured home estates are land or estates developed specifically for manufactured homes, and on which manufactured homes are installed, or are to be installed.</p> <p>A manufactured home is a self-contained dwelling that is built off-site and then transported to the estate for installation. This includes any associated structures that form part of the dwelling.</p> <p>Within the development there must be reticulated water, sewerage, drainage and electricity connected to each lot. There must also be some form of community facilities and transport services available, and reasonable access to medical care, recreational facilities, etc.</p>
<b>Marina</b>	See Caravans, houseboats, etc.
<b>Mean</b>	The mean is calculated by summing the values of all observations in a set of data and then dividing by the number of observations in the set. Thus: mean = sum of all the observed values / number of observations.
<b>Median</b>	The median is the value that divides a set of data exactly in half. It is the middle value when the values in a set of data are arranged in order. If there is no middle value (i.e. there are an even number of values) then the median is calculated by determining the mean of the two middle values. Thus: median = the middle value of a set of data.
<b>Non-dependent child</b>	A person aged 15 years or more, who is a natural, adopted, step, or foster child of a couple or lone parent usually resident in the same household, who is not a full-time student aged 15–24 years, and who has no identified partner or child of his/her own usually resident in the household.
<b>Non-private dwelling</b>	See Type of Non-Private Dwelling.
<b>Not in the labour force</b>	Persons not in the labour force are those persons who, during the week prior to Census Night, were neither employed nor unemployed. They include persons who were keeping house (unpaid), retired, voluntarily inactive, permanently unable to work, in gaol, trainee teachers, members of contemplative religious orders, and persons whose only activity during the week prior to Census Night was jury service or unpaid voluntary work for a charitable organisation.
<b>Number of Bedrooms in Private Dwelling</b>	The Census provides a count of the number of bedrooms in each occupied private dwelling, including caravans in caravan parks.

<b>Occupation</b>	<p>Occupation is collected in the Census for all employed people aged 15 years and over. Two questions are used in the Census:</p> <ul style="list-style-type: none"> <li>■ 'In the main job held last week, what was the person's occupation – Give full title', and</li> <li>■ 'What are the main tasks that the person usually performs in the occupation...'</li> </ul> <p>Collecting both occupation title and task information ensures more accurate coding of occupations.</p> <p>The 2006 Census uses the AUSTRALIAN AND NEW ZEALAND STANDARD CLASSIFICATION OF OCCUPATIONS (ANZSCO), for more information see <i>Australian and New Zealand Standard Classification of Occupations</i> (cat. no. 1220.0). The AUSTRALIAN STANDARD CLASSIFICATION OF OCCUPATIONS (ASCO) SECOND EDITION was used in the 2001 Census.</p>
<b>Occupied private dwelling</b>	See Dwelling.
<b>Overseas visitor</b>	See Visitors to Australia
<b>Partner</b>	<p>A person identified as being in a couple relationship with another person usually resident in the same household is a partner. The couple relationship is established through reporting of either a registered or de facto marriage, and includes same-sex couples.</p>
<b>Personal form</b>	<p>The Census personal form records details for one person only. It contains the same questions as the household form, but excludes the household questions.</p> <p>The personal form is used:</p> <ul style="list-style-type: none"> <li>■ for households with more than six people: the household form accommodates six people, so one personal form is completed for each extra person;</li> <li>■ for privacy: if any person in a household prefers, for privacy reasons, not to be recorded on the household form, then a personal form and a privacy envelope are issued for that person; and</li> <li>■ in non-private dwellings: one personal form is completed for each person in a non-private dwelling on Census Night.</li> </ul>
<b>Persons in other temporary lodging</b>	<p>Persons enumerated in 'non-private dwellings' other than 'boarding house / private hotel' who report 'no usual address'.</p> <p>See Appendix 1 for more information.</p>
<b>Persons in supported accommodation for the homeless</b>	<p>Persons enumerated in the Census in dwellings that were included in the Census 'list' or 'green sticker' strategies and people enumerated in the Census in the non-private dwelling type of 'hostel for the homeless, night shelter, refuge'.</p> <p>For 2001 data, breakdowns are not available for this category because no flags to identify dwellings enumerated in the Census 'list' and 'green sticker' strategies are not available on the 2001 Census output file.</p> <p>See Appendix 1 for more information.</p>
<b>Persons staying in boarding houses</b>	<p>Persons enumerated in selected non-private dwellings (such as dwellings categorised as 'boarding house, private hotel', 'staff quarters', 'hotel, motel, bed and breakfast') which were identified as boarding houses, excluding persons enumerated as 'persons in other temporary lodging'. Also in this group are persons in private dwellings which were identified as boarding houses.</p> <p>See Appendix 1 for more information.</p>
<b>Persons staying temporarily with other households</b>	<p>Persons enumerated in the Census who report 'no usual address' but who were enumerated in an occupied private dwelling (that was not classified as an 'improvised dwelling, tent or sleepers out'), this category includes 'visitor only households' (dwellings where no person reports being a usual resident) excluding selected groups see Appendix 1 for more information.</p>

<b>Persons who are in improvised dwellings, tents or sleeping out</b>	Persons enumerated in the Census as being 'persons in an improvised dwelling, tent or sleepers out' (excluding imputed records where no form was obtained by the Census collector) and who met the generally accepted cultural definition of homelessness. See Appendix 1 for more information.
<b>People / Individuals using Supported Accommodation Assistance Program (SAAP) services</b>	Homeless operational group used by Chamberlain and MacKenzie in the report <i>Counting the Homeless, 2006</i> (cat. no. 2050.0).
<b>Place of enumeration</b>	The place of enumeration is the place at which the person is counted i.e. where he/she spent Census Night, which may not be where he/she usually lives.
<b>Place of birth</b>	See Country of birth.
<b>Place of usual residence five years ago</b>	Place of usual residence five years ago identifies a person's place of usual residence five years before the Census.
<b>Place of usual residence</b>	This is the place where a person usually lives. It may, or may not be the place where the person was counted on Census Night.
<b>Population</b>	Census count of persons based on their reported place of usual residence.
<b>Private dwelling</b>	See Dwelling.
<b>Registered marital status</b>	Registered Marital Status reports responses to the question 'What is the person's present marital status?' and refers to the legal status of the person, and not necessarily his/her current living arrangement. The partners in a registered marriage must be of the opposite sex as same-sex relationships cannot be registered as marriages in Australia. Marital status is applicable to people aged 15 years and over.
<b>Remoteness area</b>	Within the AUSTRALIAN STANDARD GEOGRAPHICAL CLASSIFICATION (ASGC), the Remoteness classification comprises five categories, each of which identifies a (non-contiguous) region in Australia being a grouping of Collection Districts (CDs) sharing a particular degree of remoteness. The degrees of remoteness range from 'highly accessible' (i.e. major cities) to 'very remote'.
<b>Rent (weekly)</b>	The Census records the individual dollar amounts of rent paid by households on a weekly basis for the dwelling in which they were enumerated on Census Night. This includes caravans etc. in caravan parks. The categories range from \$0–\$9,999 in single dollar amounts.
<b>Residence</b>	See Dwelling, Household, Usual residence.
<b>Residential Status in a Non-Private Dwelling</b>	The Census records whether people enumerated in non-private dwellings (such as motels, hospitals, colleges etc.) are staying there as either: members of staff of the accommodation (e.g. owner, proprietor, porter, cook, teacher, warden, family of owner or family of staff); or residents, guests, patients, inmates, etc.
<b>SAAP</b>	See Supported Accommodation Assistance Program.
<b>Scope and coverage</b>	The 2006 Census of Population and Housing aims to count every person who spent Census Night, 8 August 2006, in Australia. This includes people in the six states, the Northern Territory, the Australian Capital Territory, Jervis Bay Territory, and the external territories of Christmas Island and Cocos (Keeling) Islands. The other Australian external territories (Norfolk Island, and minor islands such as Heard and McDonald Islands), are outside the scope of the Australian Census.  People who leave Australia but who are not required to undertake migration formalities, for example those on oil and gas rigs off the Australian coast, and expeditioners to the Australian Antarctic Territory (and other locations) are also included in the Census. They are coded to Off-Shore Collection Districts.

<b>Scope and coverage <i>continued</i></b>	<p>All private dwellings, except diplomatic dwellings, are included in the Census, whether occupied or unoccupied. Caravans in caravan parks and manufactured homes in manufactured home estates, are counted only if occupied. For the 2006 Census, unoccupied residences in retirement villages (self-contained) are included. In previous Censuses they were excluded. Occupied non-private dwellings, such as hospitals, prisons, hotels, etc. are also included.</p> <p>For more detail see <i>Census Dictionary, 2006</i> (cat. no. 2901.0).</p>
<b>Self-enumeration</b>	<p>Self-enumeration is the term used to describe the way Census data are collected. The Census forms are generally completed by householders (or individuals in non-private dwellings) rather than by interviewers, although interviewers are available in some areas if required.</p>
<b>Sex</b>	<p>The sex of each person enumerated in the Census is recorded as being either male or female.</p>
<b>SLA</b>	<p>See Statistical Local Area.</p>
<b>Sleepers-out</b>	<p>See Dwelling Structure.</p>
<b>South Sea Islander</b>	<p>Australian South Sea Islanders are the descendants of South Sea Islanders brought to Australia as indentured labour around the turn of the twentieth century and have been identified by legislation as a disadvantaged minority group.</p> <p>This group excludes later voluntary migrants from the South Pacific region.</p>
<b>Special Indigenous personal form</b>	<p>See Interviewer household form.</p>
<b>Spouse</b>	<p>See Partner.</p>
<b>State and territory</b>	<p>The State/Territory is the largest spatial unit in the AUSTRALIAN STANDARD GEOGRAPHICAL CLASSIFICATION (ASGC). There are six states and five territories in the ASGC: New South Wales, Victoria, Queensland, South Australia, Western Australia, Tasmania, Northern Territory, Australian Capital Territory, Jervis Bay Territory and the external Territories of Christmas Island and Cocos (Keeling) Islands.</p> <p>Jervis Bay Territory, and the Territories of Christmas Island and Cocos (Keeling) Islands are grouped as one spatial unit at the State/Territory level in the category of Other Territories.</p> <p>States/Territories consist of one or more Statistical Divisions. In aggregate, they cover Australia without gaps or overlaps.</p>
<b>Statistical Division (SD)</b>	<p>A Statistical Division (SD) is an AUSTRALIAN STANDARD GEOGRAPHICAL CLASSIFICATION (ASGC) defined area which represents a large, general purpose, regional type geographic area. SDs represent relatively homogeneous regions characterised by identifiable social and economic links between the inhabitants and between the economic units within the region, under the unifying influence of one or more major towns or cities. They consist of one or more Statistical Subdivisions (SSDs) and cover, in aggregate, the whole of Australia without gaps or overlaps. They do not cross state or territory boundaries and are the largest statistical building blocks of states and territories.</p> <p>In New South Wales, proclaimed New South Wales Government Regions coincide with SDs except for North Coast, which consists of the SDs of Richmond-Tweed and Mid-North Coast.</p> <p>In the remaining states and territories, SDs are designed in line with the ASGC general purpose regional spatial unit definition.</p> <p>For more information and a list of the Statistical Divisions in each state/territory, refer to <i>Statistical Geography Volume 1: Australian Standard Geographical Classification (ASGC) 2006</i> (cat. no. 1216.0). Maps are available from ABS Information Consultancy.</p>

<b>Statistical Local Area (SLA)</b>	<p>The Statistical Local Area (SLA) is an AUSTRALIAN STANDARD GEOGRAPHICAL CLASSIFICATION (ASGC) defined area which consists of one or more Collection Districts (CDs). SLAs are Local Government Areas (LGAs), or parts thereof. Where there is no incorporated body of local government, SLAs are defined to cover the unincorporated areas. SLAs cover, in aggregate, the whole of Australia without gaps or overlaps.</p> <p>For more information and a list of the Statistical Local Areas in each state/territory, refer to <i>Statistical Geography Volume 1: Australian Standard Geographical Classification (ASGC) 2006</i> (cat. no. 1216.0). Maps are available from ABS Information Consultancy.</p>
<b>Student</b>	See Full/Part-Time student status.
<b>Supported Accommodation Assistance Program (SAAP)</b>	<p>The Supported Accommodation Assistance Program (SAAP) was established in 1985 to consolidate a number of Commonwealth, State and Territory government programs assisting people experiencing homelessness and those at risk of homelessness, including women escaping domestic violence.</p> <p>On 1 January 2009, SAAP was replaced by the National Affordable Housing Agreement (NAHA). The final SAAP program (SAAP V), governed by the <i>Supported Assistance Act 1994</i>, specifies that the overall aim of SAAP was to provide transitional supported accommodation and related support services, in order to help people who are homeless to achieve the maximum possible degree of self-reliance and independence. The Act further states that within this aim the goals were:</p> <ul style="list-style-type: none"> <li>■ to resolve crisis;</li> <li>■ to re-establish family links where appropriate;</li> <li>■ to re-establish a capacity to live independently of SAAP.</li> </ul> <p>The states and territories were responsible for managing the program, while services were provided largely by independent agencies. In 2007–08 approximately 1,550 non government, community or local government organisations were funded nationally under the program. Such organisations ranged from small stand-alone agencies with single outlets to larger auspice bodies with multiple outlets. They provided accommodation and support services to a range of groups including homeless families, singles, young people, and women and children escaping domestic violence.</p>
<b>Temporarily absent</b>	The Census form seeks information about people who usually reside in a dwelling but who are temporarily absent on Census Night.
<b>Tent</b>	See Dwelling Structure.
<b>Tenure Type</b>	Tenure type describes whether a household is purchasing, rents or owns, the dwelling in which it was enumerated on Census Night, or whether the household occupies it under another arrangement. Tenure type is derived from the responses to a series of questions.
<b>Territory</b>	See Geographical Australia, State.
<b>Torres Strait Islander people</b>	People identified as being of Torres Strait Islander origin. May also include people identified as being of both Torres Strait Islander and Aboriginal origin.
<b>Type of Educational Institution Attending</b>	The Census 2006 records the type of educational institution being attended by people who are full/part-time students.
<b>Type of Non-Private Dwelling</b>	The Census records the type of non-private dwelling in which people were enumerated on Census Night. Non-private dwellings are establishments which provide a communal type of accommodation. Examples of categories are Hotel, motel; Boarding house, private hotel; Public hospital (not psychiatric); and Child care institution.
<b>Undercounting and/or underenumeration</b>	Census collectors direct extensive efforts toward locating dwellings and households within districts, however locating them all is sometimes not possible. Some dwellings may not be identified.

<b>Undercounting and/or underenumeration</b> <i>continued</i>	Even when a household is found, undercount is possible if not all members of the household are included on the form (for example, if there are more than six people in the household and no extra forms are obtained) or if the household, or a member of the household, refuses to cooperate and complete a Census form.
<b>Unemployed</b>	See Labour force status.
<b>Unoccupied private dwelling</b>	See Dwelling.
<b>Usual address</b>	Usual address information is used to code usual residence.
<b>Usual residence</b>	Usual residence data provide information on the usually resident population of an area, and on the internal migration patterns at the state and regional levels. The 2006 Census had three questions on usual residence that asked where the person usually lived on Census Night, and where the person usually lived one year ago and five years ago.
<b>Visiting friends and relatives</b>	Homeless operational group used by Chamberlain and MacKenzie in the report <i>Counting the Homeless, 2006</i> (cat. no. 2050.0).
<b>Visitor only households</b>	Households consisting of only visitors to the dwelling. See Visitors to a household and Usual residence for more information.
<b>Visitors to a household</b>	Characteristics of individual visitors to a household are available at the household of enumeration. Visitors may also be tabulated according to their CD of usual residence but cannot be placed back to their dwelling of usual residence.  All household and family classifications in the Census are based on the relationships of people usually residing in the household. This applies when there is at least one person aged 15 years and over present. In these classifications, people temporarily absent are included, and visitors are excluded.  The relationship of visitors to one another, or to any resident (including cases where all the people enumerated are visitors) is not further classified.
<b>Visitors to Australia</b>	Question 8 on the Census form, 'Where does the person usually live?' allows the identification of people who are usually resident in another country. These overseas visitors are identified as a separate category for all applicable variables.
<b>Year of Arrival in Australia</b>	The 2006 Census records the year of arrival in Australia for people born overseas who intend staying in Australia for at least one year.  For the 2006 Census, the category 'Overseas visitor' consists of those people who report they usually reside in another country.

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