

SAAP National Data Collection

**Annual report
1999–2000**

Northern Territory

The Australian Institute of Health and Welfare is Australia's national health and welfare statistics and information agency. The Institute's mission is to improve the health and well-being of Australians by informing community discussion and decision making through national leadership in developing and providing health and welfare statistics and information.

SAAP NDCA REPORT SERIES 5

SAAP National Data Collection

**Annual report
1999–2000**

Northern Territory

Australian Institute of Health and Welfare
Canberra

AIHW cat. no. HOU 58

© Australian Institute of Health and Welfare 2001

This work is copyright. Apart from any use as permitted under the *Copyright Act 1968*, no part may be reproduced without prior written permission from the Australian Institute of Health and Welfare. Requests and enquiries concerning reproduction and rights should be directed to the Head, Media and Publishing Unit, Australian Institute of Health and Welfare, GPO Box 570, Canberra ACT 2601.

A complete list of the Institute's publications is available from the Publications Unit, Australian Institute of Health and Welfare, GPO Box 570, Canberra ACT 2601, or via the Institute's web site at <http://www.aihw.gov.au>.

ISSN 1445-4998
ISBN 1 74024 121 5

Suggested citation

Australian Institute of Health and Welfare 2001. SAAP National Data Collection annual report 1999–2000 Northern Territory. AIHW cat. no. HOU 58 Canberra: AIHW (SAAP NDCA report. Series 5).

Australian Institute of Health and Welfare

Board Chair
Professor Janice Reid

Director
Dr Richard Madden

Any enquiries about or comments on this publication should be directed to:

Manager
SAAP National Data Collection Agency
Australian Institute of Health and Welfare
GPO Box 570
Canberra ACT 2601
Phone: (02) 6244 1206

Published by the Australian Institute of Health and Welfare

Printed by Panther Publishing and Printing

Contents

List of tables.....	vii
List of figures.....	ix
Preface.....	x
Acknowledgments.....	xi
Abbreviations and symbols.....	xii
Glossary.....	xiii
Summary.....	xvii
1 Introduction.....	1
1.1 The Supported Accommodation Assistance Program.....	1
1.2 The SAAP National Data Collection.....	1
1.3 Structure and content of this report.....	2
2 Funding.....	3
2.1 Tables.....	4
3 Level of support.....	5
3.1 Tables.....	7
4 Support provided.....	11
4.1 Tables.....	14
5 Reasons for seeking support.....	21
5.1 Tables.....	23
6 Meeting the needs of clients.....	25
6.1 Unmet needs.....	27
6.2 Tables.....	28
7 Circumstances of clients before and after support.....	31
7.1 Tables.....	33
8 Support from 1996–97 to 1999–2000.....	37
8.1 Tables.....	40
Appendix 1: The data.....	43
A1.1 The National Data Collection.....	43

A1.2 The Client Collection.....	44
A1.3 Interpretation of tables.....	47
A1.4 Counting rules used in the analysis.....	52
Appendix 2: SAAP NDCA Client Collection forms	59
References	

List of tables

Table 2.1: SAAP total recurrent funds, recurrent allocations to agencies, and mean funding per agency, by region and primary target group, Northern Territory, 1999–2000.....	4
Table 3.1: SAAP support periods and clients, Northern Territory, 1999–2000 (number)	7
Table 3.2: Number of SAAP support periods on the 15th of the month, by month and region, Northern Territory, 1999–2000.....	8
Table 3.3: SAAP clients: age of client by gender, Northern Territory, 1999–2000	8
Table 3.4: SAAP clients: birthplace by gender, Northern Territory, 1999–2000	9
Table 3.5: SAAP clients: clients and support periods per client, by ethnicity of client and gender, Northern Territory, 1999–2000.....	9
Table 3.6: SAAP support periods: region by client group, Northern Territory, 1999–2000 (per cent).....	10
Table 3.7: SAAP support periods: client group by primary target group of agency, Northern Territory, 1999–2000 (per cent)	10
Table 4.1: SAAP closed support periods: length of support by client group, Northern Territory, 1999–2000 (per cent).....	14
Table 4.2: SAAP closed support periods in which clients were accommodated: total length of accommodation by client group, Northern Territory, 1999–2000 (per cent).....	15
Table 4.3: SAAP closed support periods in which clients were accommodated: total length of accommodation, by accommodation provided, Northern Territory, 1999–2000 (per cent).....	16
Table 4.4: SAAP clients: total number of support periods by age of client and gender, Northern Territory, 1999–2000 (per cent)	17
Table 4.5: SAAP support periods: support services provided to client, by client group, Northern Territory, 1999–2000 (per cent)	18
Table 4.6: SAAP support periods with assisted children: support services provided to accompanying children by client group, Northern Territory, 1999–2000 (per cent).....	19
Table 5.1: SAAP support periods: main reason for seeking assistance by client group, Northern Territory, 1999–2000 (per cent)	23
Table 5.2: SAAP support periods: main reason for seeking assistance by support needed, Northern Territory, 1999–2000 (per cent)	24
Table 6.1: SAAP services required in closed support periods, by provision, Northern Territory, 1999–2000 (per cent services required)	28
Table 6.2: SAAP assistance identified by the client as being needed in closed support periods but that was neither provided nor referred on, by client group, Northern Territory, 1999–2000 (per cent unmet needs)	29
Table 7.1: SAAP closed support periods: source of income immediately before and after a support period, Northern Territory, 1999–2000 (per cent).....	33
Table 7.2: SAAP closed support periods: type of accommodation immediately before and after a support period, Northern Territory, 1999–2000 (per cent)	34
Table 7.3: SAAP closed support periods: living situation immediately before and after a support period, Northern Territory, 1999–2000 (per cent).....	35

Table 7.4: SAAP closed support periods: employment status immediately before and after a support period, Northern Territory, 1999–2000 (per cent).....	35
Table 7.5: SAAP closed support periods: student status immediately before and after a support period, Northern Territory, 1999–2000 (per cent).....	36
Table 8.1: SAAP funding to agencies and mean funding per support period and client: current and constant 1999–2000 dollars, by reporting period, Northern Territory, 1996–97 to 1999–2000	40
Table 8.2: SAAP support periods and clients by reporting period, Northern Territory, 1996–97 to 1999–2000	40
Table 8.3: SAAP clients: age of client by reporting period, Northern Territory, 1996–97 to 1999–2000 (per cent).....	41
Table 8.4: SAAP closed support periods: existence of a support plan by reporting period, Northern Territory, 1996–97 to 1999–2000 (per cent).....	41
Table 8.5: SAAP closed support periods: length of support by reporting period, Northern Territory, 1996–97 to 1999–2000 (per cent)	42
Table A1.1: SAAP Client Collection: agency participation rates and forms returned with informed consent and valid alpha codes, by region and primary target group, Northern Territory, 1999–2000	45
Table A1.2: Example 1 illustrating table interpretation	49
Table A1.3: Example 2 illustrating table interpretation	50

List of figures

- Figure 2.1: Recurrent allocations by primary target group, Northern Territory, 1999–2000 (per cent)..... 3
- Figure 3.1: SAAP clients by age and gender, Northern Territory, 1999–2000 (per cent of all clients)..... 5
- Figure 3.2: SAAP support periods by client group, Northern Territory, 1999–2000 (per cent)..... 6
- Figure 4.1: Total number of support periods for SAAP clients by gender of client, Northern Territory, 1999–2000 (per cent SAAP clients) 12
- Figure 5.1: Main reason for seeking assistance, Northern Territory, 1999–2000 (per cent SAAP support periods)..... 21
- Figure 6.1: Provision of services required, Northern Territory, 1999–2000 (per cent services requested in closed support periods) 25
- Figure 7.1: Type of accommodation immediately before and after a support period, Northern Territory, 1999–2000 (per cent closed support periods) 32
- Figure 8.1: SAAP support periods and clients by reporting period, Northern Territory, 1996–97 to 1999–2000..... 37
- Figure 8.2: Number of clients by age group, Northern Territory, 1996–97 to 1999–2000 38
- Figure 8.3: Length of support period, Northern Territory, 1996–97 to 1999–2000 (per cent closed support periods) 39

Preface

This is the fourth annual report of the Supported Accommodation Assistance Program (SAAP) National Data Collection. The first report, containing 1996–97 data, was published in December 1997. The reports provide information on people who are homeless and those who are at risk of being homeless.

A productive and cooperative partnership has continued between the SAAP National Data Collection Agency, managed by the Australian Institute of Health and Welfare, SAAP agencies and the SAAP Data Sub-committee (formerly the SAAP Data and Research Advisory Committee), comprising government, community and expert representatives. Valuable support and encouragement has been provided by the SAAP Coordination and Development Committee, which is responsible for the national direction of the SAAP program.

The partnership has been built on shared goals and mutual trust. The key has been agencies' willingness to collect and provide data to the National Data Collection Agency, knowing that any personal information provided by clients is protected by the extremely strict confidentiality provisions of the Australian Institute of Health and Welfare Act.

The fact that 97% of agencies in the Northern Territory have provided data in 1999–2000 is testimony to their collective commitment to, and confidence in, the collection. Full participation was recorded in 1998–99. The proportion of SAAP clients who consented to the provision of their personal data to the National Data Collection Agency was 85% in 1999–2000, the same as in 1998–99.

This large and complex project not only has a high level of support but also a high level of accuracy. We are confident that we can further improve the quality of the information provided to help policy makers and the community better understand and provide for the needs of people who are homeless or at risk of being so.

Under the Coordination and Development Committee's direction, a SAAP National Research Program has been established to undertake and fund studies on homeless people, often using data from the National Data Collection. Over time, the availability of time-series SAAP data will greatly increase the usefulness of the data. The publication of this fourth annual report and the release of 1999–2000 data are one step towards this goal.

Australian Institute of
Health and Welfare

SAAP Coordination and
Development Committee

Acknowledgments

This report was written and prepared by staff of the SAAP National Data Collection Agency at the Australian Institute of Health and Welfare: Rosemary Karmel, Joan Reid, Louise Catanzariti and Kathryn Webbie. Justin Griffin and Ching Choi provided helpful comments on the draft report. In addition, the important contributions by Gloria Jackson, Anne Giovanetti, Melinda Hecker and Meg Carroll, who prepared the national report in this series, are acknowledged.

Table programming and production were carried out by Colin Farlow, Qasim Shah and Cathy Hotstone. Data entry services were provided to the project team by Toni Stepniak, Fiona Holland, Michelle Parsons and Julie Inder, who are thanked for their work. Without the efforts of Paul Halliday, Kay Grzadka, Stirling Lewis, Neil Angel and Natalie Sugden, who ensured that the data were processed, this report would not have been possible.

Staff of the National Data Collection Agency also acknowledge the support of the SAAP Data Sub-committee (formerly the SAAP Data and Research Advisory Committee), and Amanda Nobbs and Ainsley Morrissey who helped to prepare the report for publication. Green Words and Images undertook final editing with considerable care.

Finally, the authors acknowledge the vital role played by data providers. This report draws together a large amount of statistical material and could not have been produced without the efforts and cooperation of SAAP service providers and clients in the Northern Territory, who provided service and client information, and of Territory Health Services, which provided administrative data as well as valuable comments on the report.

Abbreviations and symbols

Abbreviations

ABS	Australian Bureau of Statistics
AIHW	Australian Institute of Health and Welfare
CAP	Crisis Accommodation Program
DV	Domestic violence
NDC	National Data Collection
NDCA	National Data Collection Agency
SAAP	Supported Accommodation Assistance Program

Symbols

..	When used in a table, means not applicable
—	When used in a table, means nil or rounded to zero (including null cells)

Glossary

Accompanying child	A person aged under 18 years who receives <i>support</i> or <i>supported accommodation</i> from a SAAP <i>agency</i> and whose parent or guardian is a <i>client</i> of the same <i>agency</i> .
Accompanying child visit	Each <i>accompanying child</i> may be with a <i>client</i> during one or more <i>support periods</i> . Each <i>support period</i> in which the child ‘ <i>accompanies</i> ’ a <i>client</i> is termed an <i>accompanying child visit</i> , so that <i>accompanying child visits</i> are equivalent to <i>support periods</i> but for <i>accompanying children</i> .
Agency	An organisation or establishment that receives a specified amount of SAAP funds to provide services.
Alpha code	A predetermined combination of letters from a <i>client’s</i> name, together with a letter designating the <i>client’s</i> gender. A ‘ <i>valid alpha code</i> ’ is a legitimate <i>alpha code</i> joined to the <i>client’s</i> reported year of birth and encrypted to create a unique <i>client</i> indicator. This is used to combine data from more than one <i>support period</i> without requiring the actual name of the <i>client</i> to be recorded.
Case	A <i>support period</i> provided to a SAAP <i>client</i> . The terms <i>case</i> and <i>support period</i> are used interchangeably in this report.
Client	A person aged 18 years or older, or a person of any age not accompanied by a parent or guardian, who: <ul style="list-style-type: none">• receives <i>support</i> or assistance from a SAAP <i>agency</i> which entails generally 1 hour or more of a worker’s time, either with that <i>client</i> directly or on behalf of that <i>client</i>, on a given day; or• is accommodated by a SAAP <i>agency</i>; or• enters into an <i>ongoing support relationship</i> with a SAAP <i>agency</i>.
Closed support period	A <i>support period</i> that had finished before the end of the reporting period—30 June.
Homeless person	A person who does not have access to safe, secure and adequate housing. A person is considered not to have access to safe, secure and adequate housing if the only housing to which the person has access: <ul style="list-style-type: none">• damages, or is likely to damage, the person’s health; or• threatens the person’s safety; or• marginalises the person through failing to provide access to:<ul style="list-style-type: none">— adequate personal amenities, or— the economic and social supports that a home normally

affords; or

- places the person in circumstances which threaten or adversely affect the adequacy, safety, security and affordability of that housing; or
- has no security of tenure; that is, the person has no legal right to continued occupation of their home.

A person is also considered homeless if he or she is living in accommodation provided by a SAAP *agency* or some other form of emergency accommodation.

Occasion of support

See *support period*.

Ongoing support relationship

A relationship between a SAAP *agency* and a person whereby some assistance has been provided to that person, and it is agreed that future contact will occur between the person and the *agency* for the purpose of providing additional assistance.

An invitation to return to the *agency* if the need arises does not constitute an *ongoing support relationship*.

This definition is used to help establish whether a person is considered a *client* for the purposes of the National Data Collection.

Record

A unit of analysis. In any particular situation, it can refer to a *client*, an *occasion of support*, and so on.

Recurrent allocations

Recurrent allocations are amounts of money specifically allocated during the reporting period by a State or Territory department either:

- to SAAP *agencies* to fund salaries and associated on-costs, and ongoing operating costs; or
- for use by each State or Territory for such purposes as training, research, evaluation, administration and asset replacement or purchase.

Referral

For the purposes of the National Data Collection, a formal referral process—not simply the provision of information. A (formal) *referral* occurs when a SAAP *agency* contacts another *agency*, and that *agency* accepts the person concerned for an appointment or interview. A *referral* has not been provided if the person is not accepted for an appointment or interview.

Support

Assistance, other than *supported accommodation*, provided to a *client* as part of an *ongoing support relationship* between a SAAP *agency* and the *client*. For the purposes of the National Data Collection, *support* also includes contact with, or work on behalf of, a *client* for generally more than 1 hour on a given day. *Support* may be provided to the *client* individually or in group sessions.

Support period

An occasion of *support* provided to a SAAP *client*. A *support period* commences when a *client* begins to receive *support* from a SAAP *agency*. The *support period* is considered to finish when:

- the *client* ends the relationship with the *agency*; or
- the *agency* ends the relationship with the *client*.

If it is not clear whether the *agency* or the *client* has ended the relationship, the *support period* is assumed to have ended if no assistance has been provided to the *client* for a period of 1 month. In such a case, the date the *support period* ended is 1 month after the last contact with the *client*.

Supported accommodation

Accommodation paid for, or provided directly by, a SAAP *agency*. The accommodation may be provided at the *agency* or may be purchased using SAAP funds—at a motel, for example.

Young client (or young person)

A *client* aged under 25 years at the commencement of *support*.

Summary

This report provides an overview of assistance given to clients of the Supported Accommodation Assistance Program (SAAP) in the Northern Territory. The SAAP National Data Collection Agency at the Australian Institute of Health and Welfare prepared the report, using data from the Client Collection and the Administrative Data Collection.

The Australian Institute of Health and Welfare has developed a scheme that adjusts for incomplete coverage in the Client Collection. It adjusts estimates to allow for agency non-participation, for clients who do not consent to provide complete information for support periods, for clients who give valid consent for some support periods but not for others, and for clients who do not give consent in any of their periods of support.

Early in 2000, the SAAP Data and Research Advisory Committee (now the Data Subcommittee) reviewed data-reporting practices for SAAP. As a consequence, annual reports such as those published for previous years will no longer be produced. Instead, there will be two main types of published reports relating to the operation of SAAP in 1999–2000: national and State and Territory reports, of which this is one, that concentrate on clients of the program, and a further report (to be published later in 2001) that includes coverage of the general demand for SAAP services, unmet demand and casual client information.

Funding

Funding for the 30 SAAP agencies operating in the Northern Territory in 1999–2000 was provided jointly by the Commonwealth and State Governments, through the Department of Family and Community Services and Territory Health Services, respectively. For this year, the total recurrent allocation under SAAP in the Northern Territory was \$6.1m (Table 2.1). Recurrent funding to agencies in 1999–2000 was \$5.7m; in real terms this was 13% greater than that provided in 1996–97 (Table 8.1). Practically all of this increase occurred in 1999–2000 when agencies experienced a 12% real increase in funds over the previous year. Some of this rise was due to additional funding needed to cover wage increases due to the introduction of the Social and Community Services Award in the sector.

Level of support

It is estimated that during 1999–2000 SAAP agencies supported 3,050 clients, to whom they provided 4,700 occasions of support (Table 3.1). The average number of support periods per client was 1.9, which includes support periods provided to them interstate. Of the 3,050 support periods provided, the majority (72%) were provided to clients attending SAAP agencies on their own (Table 3.6). On a daily basis there were between 300 and 400 support periods (Table 3.2).

There were more female clients (52%) than male clients (48%), and the average age for women, at 28 years, was lower than the average age for men, at 34 (Table 3.3). Repeat use of SAAP services was less likely among female clients than male: males averaged 2.1 support periods each while females averaged 1.7 (Table 4.4). The vast majority of SAAP clients (91%) were born in Australia (Table 3.4). Indigenous Australians were over-represented as SAAP clients relative to their population size—43% of clients identified as Indigenous Australians while just under 29% of Territorians identified as Indigenous Australians. Five per cent of

clients were from a non-English-speaking background (Table 3.5). On average, the number of support periods per client was slightly lower for clients of non-English-speaking backgrounds (1.7) compared with clients of Indigenous Australian backgrounds (1.8) and other backgrounds (2.1).

Overall in 1999–2000, 193 people became SAAP clients for every 10,000 aged 10 or over in the Territory (Table 4.4). The highest prevalence was among 18- and 19-year-olds, where there were 375 SAAP clients for every 10,000 people in that age group. The next highest rate of use was for 20- to 24-year-olds, for whom there were 301 SAAP clients for every 10,000 people in that age group. Females, with 213 SAAP clients for every 10,000 aged 10 years or over in the population, had a higher prevalence of SAAP use than males, with 173 clients per 10,000 population aged 10 or over. Overall, the Northern Territory had a relatively high prevalence of SAAP service use, with per population figures for all age groups at least double the national average (AIHW 2000b:23).

Support provided

Of the 4,700 support periods reported in 1999–2000, 4,350 finished before 30 June 2000 (Tables 3.1 and 6.1). Eleven per cent of these closed support periods lasted less than 1 day, with 16% lasting 1 day only. Overall, 82% of completed support periods lasted 4 weeks or less, while a further 13% lasted between 1 and 3 months (Table 4.1).

Overall, 3,100 closed support periods involved accommodation of 1 day or more (Table 4.2). The length of stay in provided accommodation was commonly for 1 day (in 21% of support periods with accommodation), with over half (56%) of the support periods in which accommodation was provided involving stays of 4 days or less (Table 4.2). Very few clients were accommodated for more than a year (in less than 1% of support periods with accommodation). Not surprisingly, 25% of accommodation periods in crisis or short-term accommodation were for 1 day or less, while 72% of medium- to long-term accommodation lasted more than 4 weeks (Table 4.3). Unaccompanied females aged 25 and over generally had the shortest stays at SAAP services, with both the smallest median (3 days) and mean (6 days) lengths of accommodation (Table 4.2).

The three broad types of support services most often provided to clients were housing or accommodation services (in 83% of support periods), general support or advocacy services (68%) and 'other' support (80%). SAAP or CAP (Crisis Accommodation Program) accommodation was the main form of housing or accommodation services provided, being provided in 77% of support periods (Table 4.5). The services commonly provided to clients varied markedly with the person or group being assisted due to their varying needs.

On 1,050 occasions children accompanied clients to a SAAP agency, with an average of 1.9 children accompanying each client per support period (Table 4.6). If children accompanying clients were to be considered clients in their own right, this would equate to 2,000 support periods (termed here 'accompanying child visits'). Ninety per cent of these visits occurred when females presented with children at a SAAP service.

Reasons for seeking support

Overall, the main reasons most commonly given for seeking assistance were domestic violence (28%) followed by financial difficulties (17%), and relationship or family breakdown and usual accommodation unavailable (9% each) (Figure 5.1). Reasons varied considerably with the composition of the assisted client group. Females with or without children most commonly cited domestic violence; unaccompanied males and couples (with or without children) most commonly cited financial difficulties; while males with children

(accounting for just 1% of all support periods) cited usual accommodation unavailable (Table 5.1).

Meeting the needs of clients

After a client has finished receiving support, it is possible to review which needs were or were not met during that support period. In 1999–2000, 88% of services requested by clients were provided directly by the SAAP agency, and an additional 6% were referred to other appropriate agencies, so that 28,200 of the 30,150 expressed needs were addressed at least to some extent (Table 6.1). Provision of requested services was very high for meals and shower facilities (provided in 98% of cases), and for advocacy and general support services (provided in 92% of cases). Furthermore, with respect to requests from supported clients for SAAP or CAP accommodation, in 97% of cases some accommodation was provided while in a further 2% of cases requests were referred on. Agencies were least successful in meeting requests for specialist services: 19% of such needs were neither provided for nor referred on to other organisations.

While 94% of expressed needs were met through either direct provision or referral, there were 1,950 requests for services that were neither provided nor referred on (Table 6.1). Specialist services accounted for the highest proportion of these unmet needs (29%) (Table 6.2). Solo males had by far the highest number of support periods with unmet needs (400), with needs for specialist services accounting for 41% of their unmet needs.

Circumstances of clients before and after support

Across all support periods, there were small shifts in clients' source of income after receiving support. Before support clients had no income and were not awaiting a government pension or benefit in 8% of support periods; this dropped to 6% after support (Table 7.1). Among clients who specifically requested assistance to obtain a pension or benefit, the proportion of support periods in which clients had no income and were not awaiting a government payment fell from 30% before support to 17% after support.

The most common forms of client accommodation immediately before a support period were public or community housing (23% of support periods), followed by living in a car, tent, park, street or squat (17%) (Table 7.2). After support the most common forms of client accommodation were living in public or community housing (still 23%) followed by living rent-free in a house or flat (15%). The proportion of clients living in a car, tent, park, street or squat had decreased from 17% of support periods before support to 9% after support.

Before receiving SAAP support, clients were most commonly living with their spouse or partner, with or without children (in 31% of support periods), or alone, with or without children (in 27% of support periods) (Table 7.3). After support, it was most common for clients to be living alone, with or without children (in 38% of support periods). The proportion of support periods in which clients were living with spouse or partner had dropped to 18%.

Overall, there was little difference in the profile of client employment status before and after receiving support. Before receiving support clients reported having employment (full-time, part-time or casual) in 12% of cases (Table 7.4). After finishing support this had risen slightly to 14%. However, among support periods for clients who specifically requested employment assistance, the proportion in which clients were in some form of employment rose from 11% of support periods before support to 20% after support. There was little movement in the student status of clients before and after support (Table 7.5).

Longitudinal analysis

Between 1996–97 and 1999–2000 the number of support periods varied between 4,700 (in 1999–2000) and 5,600 (in 1998–99). The number of clients was also at its highest in 1998–99 (3,300), but was at its lowest in 1996–97 (2,550) (Table 8.2). Between 1996–97 and 1999–2000, the prevalence of SAAP use varied between 172 and 211 SAAP clients for every 10,000 people aged 10 years and over (Table 8.2).

There is evidence that there have been changes in the way support is being delivered. In particular, there has been a steady increase in the number of support periods in which support plans have been used, from a low of 26% of support periods in 1996–97 to 63% in 1999–2000 (Table 8.4). There has also been a reduction in the proportion of support periods lasting 1 day or less—37% in 1996–97 compared with 28% in 1999–2000 (Table 8.5). However, there has been little change in either the mean or median length of support over this time.

1 Introduction

1.1 The Supported Accommodation Assistance Program

This report provides an overview of assistance given to clients of the Supported Accommodation Assistance Program (SAAP) in the Northern Territory. SAAP was established in 1985 to consolidate a number of Commonwealth, State and Territory government programs designed to assist people who are homeless or those at risk of being homeless, including women and children escaping domestic violence.

The current program (SAAP III, and SAAP IV from 16 December 1999) is governed by the *Supported Accommodation Assistance Act 1994*. This specifies that the overall aim of SAAP is to provide transitional supported accommodation and related support services to help homeless people achieve the maximum possible degree of self-reliance and independence.

In 1999–2000, 1,207 non-government, community or local government organisations were funded nationally under the program, with 30 of these being located in the Northern Territory (AIHW 2000b:6). Such organisations range from small stand-alone agencies with single outlets to larger auspice bodies with multiple outlets. They provide accommodation and support services to a range of groups: families, single men, single women, young people, and women and children escaping domestic violence.

1.2 The SAAP National Data Collection

The main source of data about the provision of services through SAAP is the SAAP National Data Collection (NDC), which consists of a number of distinct components, each of which can be thought of as a separate collection. Currently, five components exist: the Client Collection; the Administrative Data Collection; the Unmet Demand Collection; the Casual Client Collection; and Special Issue Collections.

This report primarily presents analysis of the Client Collection. Some analysis of funding using the Administrative Data Collection is also given to provide context. The Client Collection consists of information about all clients receiving SAAP support lasting more than 1 hour, while the Administrative Data Collection consists of general information about the agencies providing the services used by these clients. Appendix 1 provides an overview of these collections; further details are available in the *SAAP National Data Collection Annual Report 1998–99* (AIHW 2000a).

Accurate interpretation of the analyses presented here requires an understanding of the particular concepts and terms used in the National Data Collection. To assist the reader, a glossary of terms is included at the beginning of this report. In addition, readers are encouraged to consult Appendix 1, which contains important information about estimation methods, measurement of concepts and counting rules used in the analyses in this report. The National Data Collection Agency's (NDCA's) data interpretation manual (SAAP 1996) and collectors' manual (AIHW 1998) also contain important information that can aid in the use and interpretation of the data presented here.

1.3 Structure and content of this report

Early in 2000, the SAAP Data and Research Advisory Committee (now the SAAP Data Subcommittee) reviewed the data-reporting practices for the Supported Accommodation Assistance Program. As a consequence, annual reports such as those published for previous years will no longer be produced. Instead, there will be two main types of published reports relating to the operation of SAAP in 1999–2000: national and State and Territory annual reports (of which this is one) that concentrate on clients of the program, and a further report (to be published later in 2001). This latter report examines the general demand for SAAP services, and includes unmet demand and casual client information.

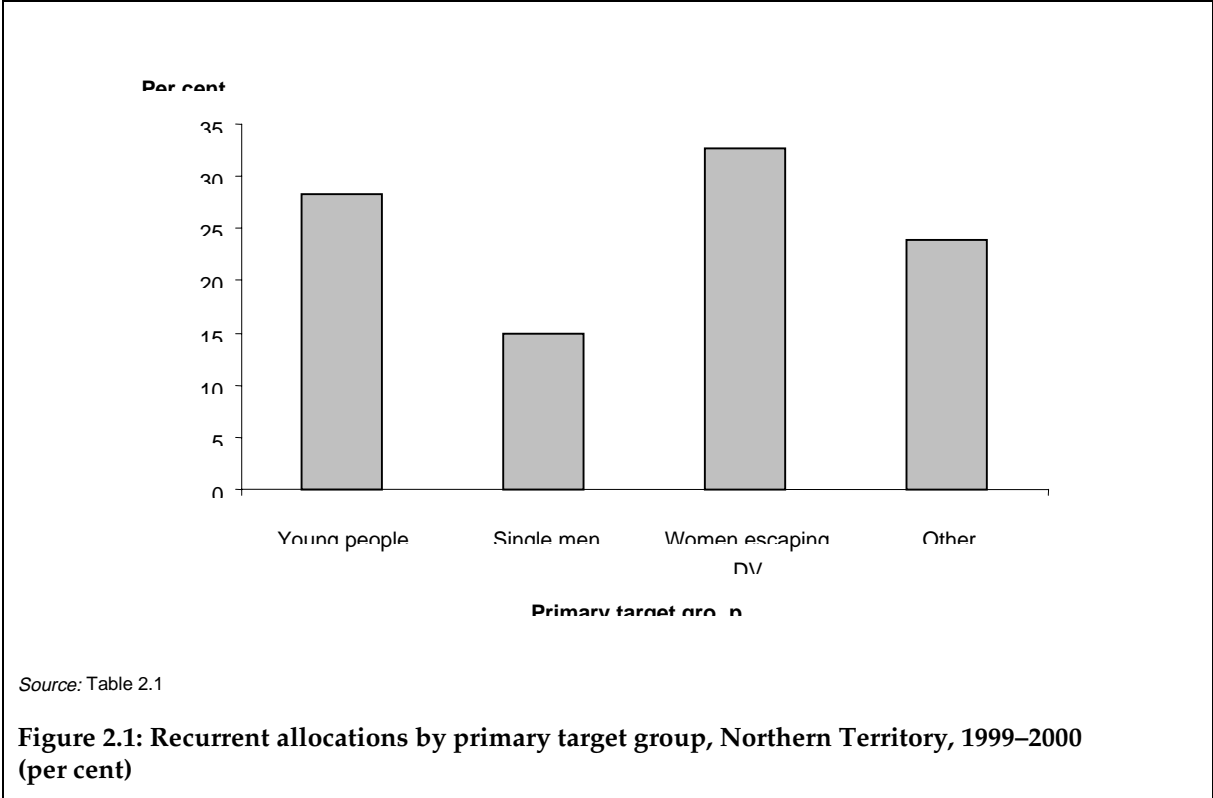
Data in this report relate to the financial year ending 30 June 2000. Although most tables provide information about both completed and ongoing support periods, analysis of duration of support and accommodation and of data items relating to client circumstances after support is necessarily limited to completed support periods only.

Chapter 2 provides details of resources allocated under SAAP, Chapter 3 presents a discussion of the number of support periods and the number of clients, and Chapter 4 provides analyses of the length of support periods and accommodation, the number of support periods per client and the type of support provided to clients. Chapter 5 discusses the reasons clients seek assistance from SAAP agencies and the type of support needed, and Chapter 6 contains analyses of the services required by clients. The circumstances of clients before and after support periods in terms of income source, accommodation, living situation, employment and student status are examined in Chapter 7. Chapter 8 presents comparisons of data from the 1996–97 reporting period through to the 1999–2000 reporting period. Detailed tables follow the discussion in each chapter. Regional tables and frequency distributions for all variables are available in electronic format on request from the NDCA.

Appendix 1 to this report provides an overview of the Client Collection and its data, general notes to tables, an explanation of the weighting system used to adjust the data for non-participation and non-consent, and the counting rules used in the analyses. It also contains a guide to interpreting the tables; in particular, two tables with explanatory notes demonstrate how to interpret data presented in the different types of tables in the report. Appendix 2 contains copies of the client form and the high-volume client form used to collect data in 1999–2000.

2 Funding

Funding for the SAAP agencies operating across the Northern Territory was provided jointly by the Commonwealth and State Governments, through the Department of Family and Community Services and Territory Health Services, respectively. This section analyses information about the resources allocated to the 30 SAAP agencies funded during 1999–2000, all of which were operating throughout the year.



The total recurrent allocation of funds for the Northern Territory in the 1999–2000 financial year was \$6.1m. Around 93% of this, or \$5.7m, was allocated to the 30 SAAP agencies operating across the Territory. The remaining 7% was allocated for purposes such as administration, training, research and evaluation (Table 2.1). This funding level represented 3% of the total SAAP funding available to all States and Territories (AIHW 2000b:5).

For administration purposes, agencies in the Northern Territory are divided into two regions: North and South. Agencies were mainly clustered in the north of the Territory, where there were 23 agencies. Seventy-three per cent of funds were allocated to these agencies. The southern region had seven agencies and was allocated the remaining 27% of funds.

An agency’s primary target group may be one of the following: young people; single men only; women escaping domestic violence; single women only; families; or cross-target, multiple target or general clients. In Table 2.1 and Figure 2.1, these last three have been combined under ‘other’ so that individual services cannot be identified. As Figure 2.1 shows, services targeting women escaping domestic violence, five services in all, received the highest amount of the funding allocated to agencies—33% of the total funds. Services

targeting young people, of which there were nine, received 28% of the total funds, and those targeting single men, six agencies in all, received 15% of the total funds (Table 2.1).

Overall, the average level of funding per agency in the Northern Territory was \$189,200. Services targeting women escaping domestic violence were allocated the highest average funding per agency, at \$372,800 per agency; while services targeting single men on average received relatively low levels of funding per agency, at \$141,900 (Table 2.1). The agencies combined under 'other' received the lowest average funding level, at \$135,600 per agency. Caution is recommended when comparing these amounts or using them to measure efficiency, however, as different agencies supply diverse services.

2.1 Tables

Table 2.1: SAAP total recurrent funds, recurrent allocations to agencies, and mean funding per agency, by region and primary target group, Northern Territory, 1999–2000

	Agencies	Recurrent allocation (\$)	Recurrent allocation (%)	Mean funding per agency (\$)
Region				
North	23	4,125,000	72.7	179,400
South	7	1,552,000	27.3	221,700
Total	30	5,677,000	100.0	189,200
Primary target group				
Young people	9	1,606,000	28.3	178,500
Single men only	6	851,000	15.0	141,900
Women escaping domestic violence	5	1,864,000	32.8	372,800
Other	10	1,356,000	23.9	135,600
Total	30	5,677,000	100.0	189,200
Recurrent allocations to agencies	30	5,677,000	92.6	189,200
Other	..	452,000	7.4	..
Total recurrent funds	..	6,129,000	100.0	..

Notes

1. Recurrent allocation to agencies excludes funds allocated for such items as administration, training, research and evaluation.
2. Total recurrent funds include \$294,000 provided through the Partnerships Against Domestic Violence Program.
3. Primary target group 'other' includes 'single women only', 'families', and 'cross-target, multiple or general target' agencies.

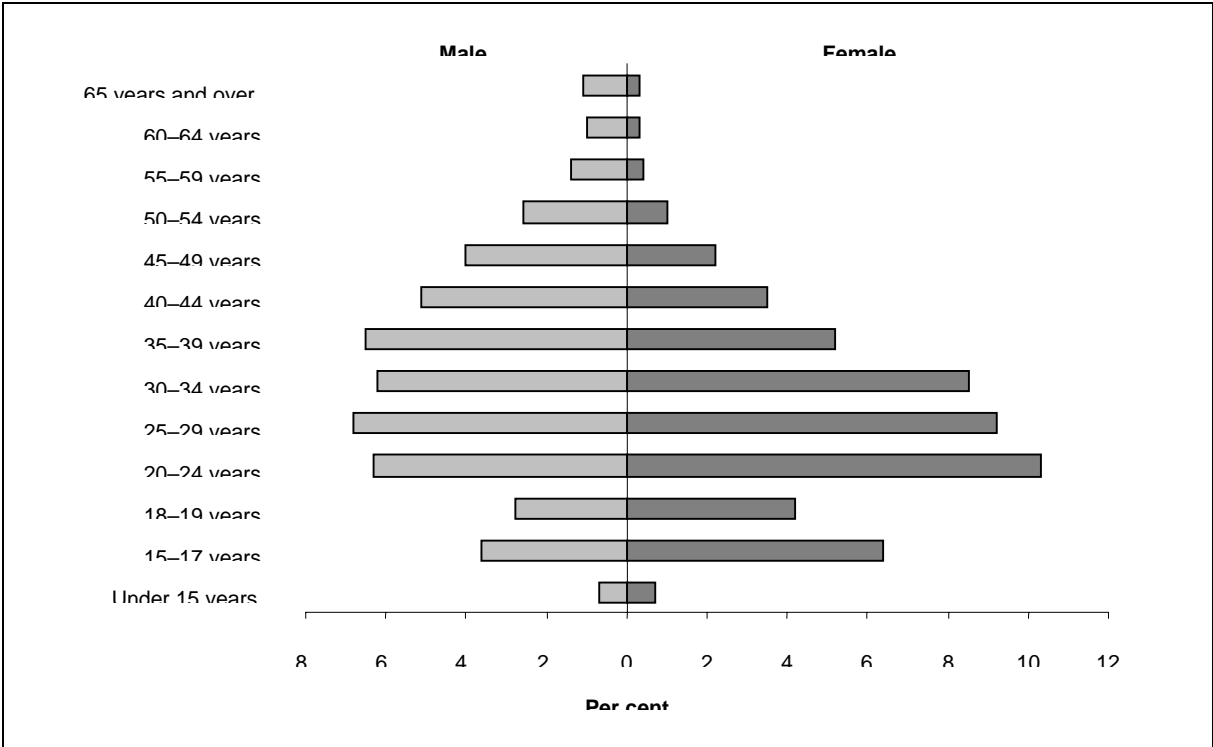
Sources: SAAP Administrative Data Collection; FaCS unpublished data

3 Level of support

During 1999–2000, it is estimated that SAAP agencies in the Northern Territory supported 3,050 clients (Table 3.1). As each individual client can receive support or supported accommodation on more than one occasion, the number of support periods, at 4,700, exceeded the number of clients. On average, each client was supported on 1.9 occasions, which includes support periods provided to them interstate. Table 3.1 also shows that in the Northern Territory there were 193 SAAP clients per 10,000 people aged 10 and over in the population. This is considerably higher than any other State or Territory (AIHW2000b:10).

The daily level of service provided by SAAP agencies throughout the year can be examined by looking at the number of support periods active on the 15th day of each month (see Table 3.2). In the Northern Territory there was only a little variation in these daily figures. All months from July 1999 to January 2000 (with the exception of September) recorded 300 support periods, the lowest daily number, and the two months of May and June 2000 recorded 400, the greatest daily number.

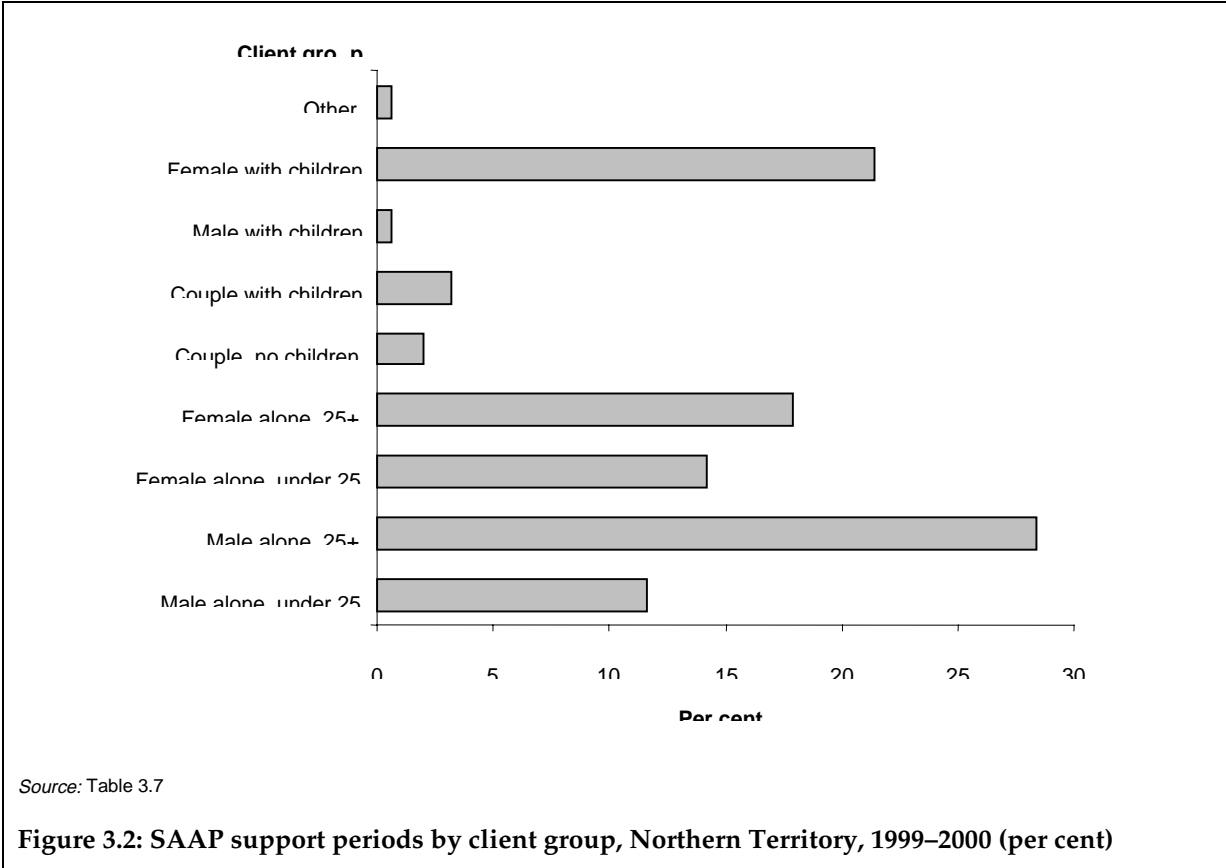
Figure 3.1 shows the age and gender distribution of SAAP clients. More females (52%) than males (48%) received services; and the average age for men, at 34 years, was higher than the average age for women, at 28 years (Table 3.3). This is reflected in the figure, which clearly shows that more men aged 35 years and over used SAAP services than women of the same age, while the converse was true for those aged under 35 years. Males had a greater average number of support periods each (2.2) compared with females (1.7) (Table 3.5).



Source: Table 3.3

Figure 3.1: SAAP clients by age and gender, Northern Territory, 1999–2000 (per cent of all clients)

Figure 3.2 gives a breakdown of the number of support periods provided to the main client groups. Around 28% of support periods were provided to unaccompanied males aged 25 and over. Females with children accounted for the next highest proportion of support periods (21%) followed by unaccompanied females aged 25 and over and those under 25 years, with 18% and 14%, respectively (Table 3.7). Only 6% of support periods in total were for either males with children or couples (with or without children).



Ninety-one per cent of SAAP clients in the Northern Territory were born in Australia; 3% were born elsewhere in Oceania; and between 1% and 2% were born in each of the four other identified regions (Table 3.4). A greater proportion of female clients were born in Australia (94%) than male clients (86%). Conversely, a greater proportion of male clients than female clients came from each region outside Australia except for Asia. Overall, people born outside Australia were less likely to become SAAP clients than others, with 9% of SAAP clients having been born outside Australia compared to 17% of Territorians.

There were greater gender differences in the ethnicity of clients. Sixty-three per cent of the 1,550 female clients identified as Indigenous Australians, compared to 21% of the 1,450 male clients. The opposite pattern held for those SAAP clients who were neither Indigenous nor from a non-English-speaking background. This group comprised 33% of all female clients but 73% of all male clients. Indigenous Australians were over-represented as SAAP clients relative to their population size—43% of Northern Territory SAAP clients identified as Indigenous Australians, while just under 29% of all Territorians identified as Indigenous Australians in 1996 (Table 3.5). Indigenous Australians and those from non-English-speaking backgrounds averaged fewer support periods each than other clients.

Table 3.6 shows how support periods were distributed across different client groups within the Territory’s two regions. The Northern region accounted for 73% of all support periods; most commonly these were for sole males, with unaccompanied males accounting for 44% of the region’s support periods. In contrast, support periods in the Southern region were most

commonly for single females (43%). In both regions the three main client groups were unaccompanied males, unaccompanied females and females with children.

The client profile within agencies of various target groups is presented in Table 3.7. Agencies targeting single men accounted for 31% of all support periods, those targeting women escaping domestic violence accounted for 30%, and those targeting young people accounted for 22%. The remaining 17% of support periods were provided by various other agencies.

Agencies targeting single men were overwhelmingly used by unaccompanied males aged 25 and over (80% of their support periods), with a further 12% of support periods being provided to unaccompanied males under 25 (Table 3.7). For agencies targeting women escaping domestic violence, 49% of support periods were provided to females with children and 39% to unaccompanied females 25 years or over. For those agencies targeting young people, most clients were either solo females under 25 years (accounting for 42% of their support periods) or solo males under 25 years (33%), but a surprising 14% of their support periods were provided to females with children.

3.1 Tables

Table 3.1: SAAP support periods and clients, Northern Territory, 1999–2000 (number)

Support periods	4,700
Clients	3,050
Mean number of support periods per client	1.92
Clients per 10,000 population 10+	193

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 0.
3. 'Clients per 10,000 population 10+' shows how many people out of every 10,000 aged 10 or over in the general population become SAAP clients. The rate is estimated by comparing the number of SAAP clients aged 10 and over with the estimated resident population aged 10 and over at 30 June 1999.
4. Number of clients in this table relates to clients that *ever* received assistance from a SAAP agency in the Northern Territory. In the national report (AIHW 2000b:10, 51, 52), however, numbers of clients relate to clients that *first* received assistance in the Northern Territory, and so these numbers will be different. Numbers of support periods per client and clients per 10,000 population are also affected by this difference.
5. Some of the support periods for clients may have been at agencies in another State or Territory. Consequently, the number of clients multiplied by the average number of support periods for these clients is greater than the number of support periods provided within the Northern Territory.
6. Support period figures have been weighted to adjust for agency non-participation.
7. Client figures have been weighted to adjust for agency non-participation and client non-consent.

Sources: SAAP Administrative Data and Client Collections; ABS 2000a

Table 3.2: Number of SAAP support periods on the 15th of the month, by month and region, Northern Territory, 1999–2000

Date	North	South	Total
July 15, 1999	210	80	300
August 15, 1999	210	80	300
September 15, 1999	250	90	350
October 15, 1999	220	90	300
November 15, 1999	210	100	300
December 15, 1999	200	100	300
January 15, 2000	200	130	300
February 15, 2000	210	140	350
March 15, 2000	210	150	350
April 15, 2000	220	150	350
May 15, 2000	240	150	400
June 15, 2000	240	150	400

Notes

1. Number excluded due to errors (unweighted): 7.
2. Number excluded due to omissions (unweighted): 0.
3. Figures are unweighted and have not been adjusted for agency non-participation.

Source: SAAP Client Collection

Table 3.3: SAAP clients: age of client by gender, Northern Territory, 1999–2000

Age	Percentage of all clients		Percentage of gender group		Total	Number
	Male	Female	Male	Female		
	%	%	%	%	%	
Under 15 years	0.7	0.7	1.4	1.3	1.4	50
15–17 years	3.6	6.4	7.4	12.2	9.9	300
18–19 years	2.8	4.2	5.9	8.1	7.0	200
20–24 years	6.3	10.3	13.1	19.8	16.6	500
25–29 years	6.8	9.2	14.3	17.7	16.1	500
30–34 years	6.2	8.5	12.9	16.3	14.6	450
35–39 years	6.5	5.2	13.5	10.0	11.7	350
40–44 years	5.1	3.5	10.6	6.7	8.6	250
45–49 years	4.0	2.2	8.4	4.2	6.2	200
50–54 years	2.6	1.0	5.4	1.8	3.5	100
55–59 years	1.4	0.4	2.8	0.8	1.8	50
60–64 years	1.0	0.3	2.1	0.5	1.3	50
65 years and over	1.1	0.3	2.3	0.5	1.4	50
<i>Total</i>	<i>47.9</i>	<i>52.1</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
Total (number)	1,450	1,600	1,450	1,600	..	3,050
Mean age (years)	34.0	28.4	..	..	..	31.1

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 37.
3. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: SAAP Client Collection

Table 3.4: SAAP clients: birthplace by gender, Northern Territory, 1999–2000

Birthplace	Male	Female	Total		Northern Territory population 1996	
	%	%	%	Number	%	Number
Australia	86.4	94.2	90.5	2,750	83.2	151,250
Oceania (excluding Australia)	4.1	1.4	2.7	100	2.6	4,800
UK, Ireland and associated islands	3.8	0.7	2.2	50	4.9	8,850
Other Europe and the former Soviet Union	2.8	0.8	1.8	50	3.4	6,150
South-East, North-East and Southern Asia	1.5	2.6	2.1	50	4.5	8,150
Other (including the Middle East, Africa, the Americas and Caribbean)	1.3	0.1	0.7	<25	1.5	2,650
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>	<i>100.0</i>	<i>..</i>
Total (%)	48.1	51.9	100.0	..	..	..
Total (number)	1,450	1,550	..	3,000	..	181,850

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 49.
3. 'Northern Territory population 1996' refers to the estimated resident population at 30 June 1996.
4. Figures have been weighted to adjust for agency non-participation and client non-consent.

Sources: SAAP Client Collection; ABS 1999

Table 3.5: SAAP clients: clients and support periods per client, by ethnicity of client and gender, Northern Territory, 1999–2000

Ethnicity	Male	Female	Total		Northern Territory population 1996	
	%	%	%	Number	%	Number
Indigenous Australian	20.6	63.1	42.8	1,300	28.5	51,900
Non-English-speaking background	6.2	4.0	5.1	150	9.0	16,400
Other	73.2	32.9	52.1	1,550	62.5	113,600
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>	<i>100.0</i>	<i>..</i>
Total (%)	47.8	52.2	100.0	..	..	..
Total (number)	1,450	1,550	..	3,000	..	181,850

Support periods per client

Indigenous Australian	1.75	1.76	1.76	2,250	..	..
Non-English-speaking background	1.94	1.34	1.69	200	..	..
Other	2.29	1.64	2.08	2,200	..	..
<i>Total</i>	<i>2.16</i>	<i>1.71</i>	<i>1.92</i>	<i>..</i>	<i>..</i>	<i>..</i>
Total support periods (%)	42.6	57.4	100.0	..	..	..
Total support periods (number)	1,950	2,650	..	4,600	..	..

Notes

1. Number excluded due to errors (weighted): 0 (clients).
2. Number excluded due to omissions (weighted): 77 (clients).
3. Non-English-speaking background is based on country of birth. Using ABS practice, people born in Australia, New Zealand, the United Kingdom, Ireland, Canada, the United States and South Africa are said to have an English-speaking background.
4. 'Northern Territory population 1996' refers to the estimated resident population at 30 June 1996. The figures for Indigenous Australians are from experimental estimates based on the 1996 Census and produced by the ABS. 'Other' is derived as total population minus the number people of non-English-speaking background minus the projected number of Indigenous Australians.
5. Numbers of clients include all clients that ever visited the Northern Territory. Some of the support periods for these clients may have been at agencies in another State or Territory. Support periods per client include these additional support periods. However, total numbers of support periods relate only to those provided within the Northern Territory.
6. Figures have been weighted to adjust for agency non-participation and client non-consent.

Sources: SAAP Client Collection; ABS 1999; ABS 1998

Table 3.6: SAAP support periods: region by client group, Northern Territory, 1999–2000 (per cent)

Region	Male alone	Female alone	Couple, no children	Couple with children	Male with children	Female with children	Other	Total	Total	Total
									%	Number
North	43.7	28.1	2.0	3.1	0.4	22.1	0.6	100.0	72.8	3,200
South	28.2	42.7	2.5	3.5	0.7	21.4	1.0	100.0	27.2	1,200
Total (%)	39.5	32.1	2.1	3.2	0.5	21.9	0.7	100.0	100.0	..
Total (number)	1,750	1,400	100	150	<25	950	50	..	..	4,400

Notes

1. Number excluded due to errors (unweighted): 11.
2. Number excluded due to omissions (unweighted): 124.
3. Figures are unweighted and have not been adjusted for agency non-participation.

Sources: SAAP Client and Administrative Data Collections

Table 3.7: SAAP support periods: client group by primary target group of agency, Northern Territory, 1999–2000 (per cent)

Client group	Young people	Single men only	Women escaping DV	Other	Total	Total
						% Number
Male alone, under 25	33.3	12.2	—	3.3	11.6	550
Male alone, 25+	0.7	79.9	—	19.8	28.4	1,300
Female alone, under 25	42.3	1.0	11.6	7.3	14.2	650
Female alone, 25+	—	1.2	38.5	34.7	17.9	850
Couple, no children	4.0	1.3	—	4.4	2.0	100
Couple with children	3.6	2.3	0.2	9.7	3.2	150
Male with children	0.6	0.3	—	2.1	0.6	50
Female with children	13.5	1.7	49.4	18.2	21.4	1,000
Other	1.8	0.2	0.3	0.5	0.6	50
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
Total (%)	21.7	31.2	30.0	17.1	100.0	..
Total (number)	1,000	1,450	1,400	800	..	4,650

Notes

1. Number excluded due to errors (weighted): 18.
2. Number excluded due to omissions (weighted): 65.
3. Figures have been weighted to adjust for client non-consent and agency non-participation.

Sources: SAAP Client and Administrative Data Collections

4 Support provided

The diverse nature of client needs is reflected in the considerable range of services which funded agencies provide for people who are homeless or those at risk of becoming homeless. Support may involve the provision of supported accommodation and/or a range of support services generally provided on an ongoing basis to clients who are not in SAAP housing.

During the year some 4,300 support periods finished before the end of June (Table 4.1). These may or may not have involved accommodation. Overall, just over one quarter of these closed support periods (27%) lasted for 1 day or less, and a further 36% lasted from 2 to 7 days. Only 5% of support periods lasted for more than 3 months (Table 4.1).

Patterns of support varied between client groups (Table 4.1). The three groups who had the longest median length of accommodation were couples with no children, males with children and couples with children. Half of the support periods for these groups were longer than 14 days, 18 days and 31 days, respectively. The combined numbers of these three groups, however, make up less than 6% of the total number of support periods.

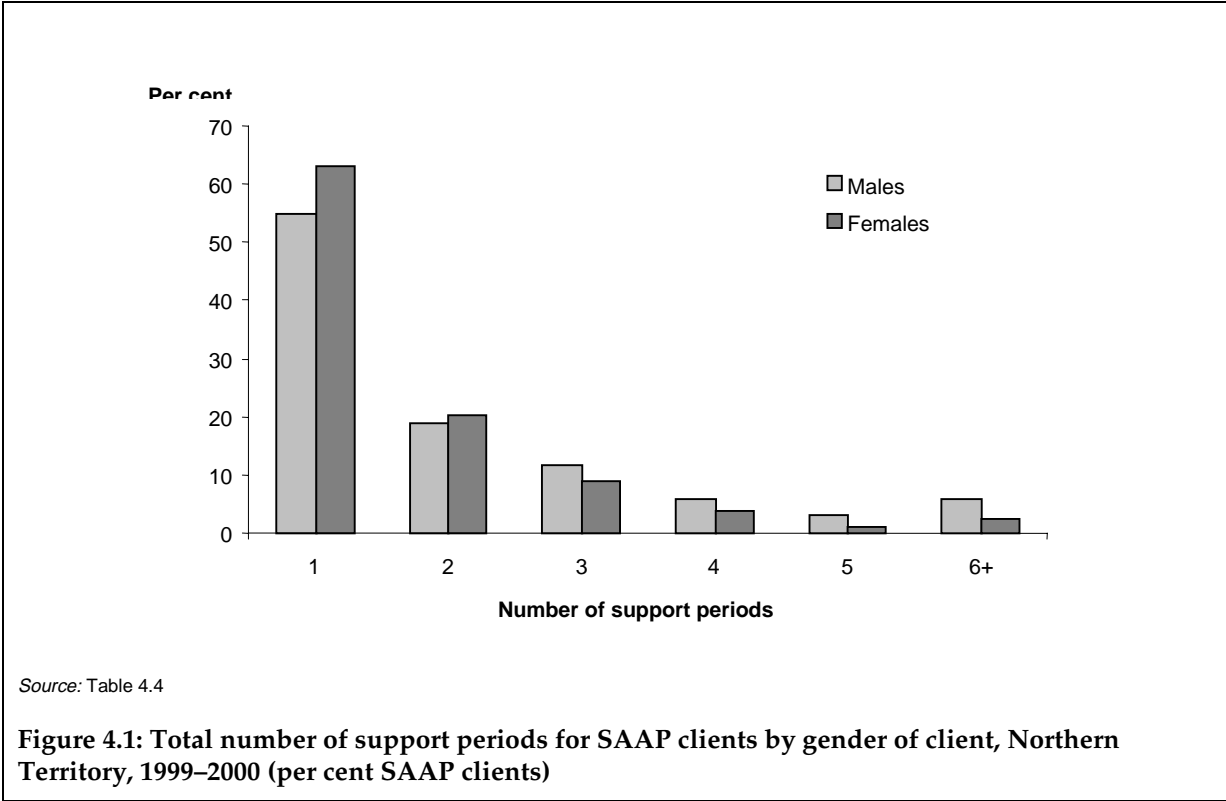
For all other identified client groups, at least 50% of support periods were for 5 days or less, with unaccompanied females aged 25 and over having both the smallest mean (6 days) and median (3 days) lengths of support (Table 4.1). The very small mean length of support for this group reflects that there were few cases where these clients received support for an extended period—only 1% of support periods for solo females aged 25 and over lasted between 3 and 6 months, and no cases were reported with longer support periods. This figure differed greatly from the national figure; nationally, 10% of support periods for women aged 25 and over lasted longer than 6 months. The other group whose support differed significantly from the national average was females with children—across Australia, half received support for 12 days or more, while in the Northern Territory half were supported for 4 days or less (AIHW2000b:20).

In 1999–2000 around 3,100 closed support periods involved accommodation of 1 day or more (Table 4.2). Overall, in 21% of these support periods clients stayed for only 1 day during a support period, and in a further 47% they stayed for 2 to 7 days. In just under 4% of cases accommodation lasted for longer than 3 months. As above, the three groups who tended to have the longest stays were couples with no children, males with children and couples with children. However, couples with children tended to have far longer stays than others, with an average of 47 days and with half staying for 28 days or longer. Over half of all other client groups (except the small number of males with children and 'other' clients) stayed for 4 days or less. As with total length of support, unaccompanied females aged 25 and over had both the smallest mean length (6 days) and median length (3 days) of accommodation.

Clients requiring accommodation during a support period may be housed in crisis or short-term housing, medium- to long-term housing, or other types of SAAP accommodation. In the great majority of support periods with accommodation (93%), clients were housed at some stage in crisis or short-term accommodation, while in only about 5% longer term accommodation was used. In a small percentage of cases (1%), clients were accommodated in other types of SAAP accommodation at some time during a support period (Table 4.3). Just over half (52%) of the accommodation in crisis or short-term housing lasted 3 days or less, while in the longer-term accommodation half of the clients stayed for longer than 56 days.

Overall, just under 60% of all clients in the Northern Territory had only one support period, but the pattern of repeat use varied with age and gender (Table 4.4). Figure 4.1 shows how often during 1999–2000 males and females used SAAP services. For male clients, 55% had

only one support period; the average number of support periods per client was 2.1; and the repeat use of SAAP services peaked in the 45- to 64-year-old age group with an average 2.3 support periods per client. In contrast, 63% of females had only one support period in this reporting period, and at 1.7 the average number of support periods was lower than for males. The repeat use of SAAP services among females peaked in the 18- to 19-year-old age group, with an average 2.0 support periods per client (Table 4.4).



In the Northern Territory, 193 people for every 10,000 aged 10 or over in the general population used SAAP services in 1999–2000 (Table 4.4). However, prevalence of service use varied considerably according to age and gender: people aged 18 or 19 years were more likely to go to SAAP agencies than people in the other age groups. Overall, for every 10,000 people aged 18 or 19 there were 375 SAAP clients. The next highest rate of use was by 20- to 24-year-olds, amongst whom there were 301 clients for every 10,000 people, around triple the national average. Looking across all age groups, females under 45 years were more likely than their male counterparts to use SAAP services, while in the 45 years and older groups, males were more likely to become clients (Table 4.4). Overall, the Northern Territory had a relatively high prevalence of SAAP service use, with the per population figures for all age groups in Northern Territory at least double the national average (AIHW 2000b:23).¹

The three broad types of support services most often provided to clients were housing or accommodation services (in 83% of support periods), ‘other support’ such as meals and showers (in 80%), and general support or advocacy (in 68%) (Table 4.5). The main form of accommodation services provided were SAAP or CAP accommodation (in 77% of support periods), but assistance was also provided to help clients obtain other types of short-term accommodation or independent housing (in 9% and 11% of support periods, respectively).

¹ Northern Territory and national numbers are not strictly comparable due to slightly different methods used to count the number of clients (see note 4 to Table 3.1).

Eight of the ten identified specialist services were provided in less than 3% of support periods. For example, specialist services relating to physical or intellectual disability services were provided in less than 1% of cases. Culturally appropriate specialist services, however, were provided in 27% of cases; health or medical services and drug and alcohol-related services were the next most frequently provided specialist services—in 8% and 3% of support periods, respectively (Table 4.5).

The pattern of service use differed between client groups (Table 4.5). Proportionally, more housing or accommodation services were provided to unaccompanied males and females aged 25 and over (in 95% and 97% of their support periods, respectively) than to other groups. These two groups were also the most likely to receive other support such as meals (in 91% and 94% of support periods) and laundry or shower facilities (in 86% and 91% of support periods). On the other hand, males aged 25 and over, with the greatest number of support periods of any client group, also stood out as having relatively few services provided in many other categories. These included financial and employment services (only provided in 14% of their support periods), counselling (in 11%), general support or advocacy (50%), and specialist services (10%) (Table 4.5).

Financial or employment services were provided relatively often to females with children and couples with children (in 61% and 58% of their support periods, respectively). Along with females under 25, these two groups were also proportionally more likely to receive counselling services (all in around 60% of support periods). Females with children and younger solo females were more likely than other groups to be provided with general support and advocacy services (in 81% and 79% of support periods, respectively), while solo females aged 25 and over were the most likely to be provided with specialist services (in 57% of their support periods). The majority of these services were ‘culturally appropriate services’.

Table 4.6 shows the support services provided to children who accompanied clients, by client group. Children accompanied clients (parents or guardians) to SAAP agencies in 1,050 support periods, with an average 1.9 children accompanying a client during a support period. If each child were to be considered a client in his or her own right, this would equate to 2,000 support periods (termed here ‘accompanying child visits’). Ninety per cent of these visits occurred when females presented with children at a SAAP agency. The most common identified service provided to children was counselling—in 13% of support periods with accompanying children. Child care or kindergarten or school liaison assistance was provided in 12% of support periods with accompanying children, but all of these cases involved children accompanying females.

4.1 Tables

Table 4.1: SAAP closed support periods: length of support by client group, Northern Territory, 1999–2000 (per cent)

Length of support	Male alone, under 25	Male alone, 25+	Female alone, under 25	Female alone, 25+	Couple, no children	Couple with children	Male with children	Female with children	Other	Total	
										%	Number
Less than 1 day	22.0	2.2	19.3	7.1	24.1	19.0	5.7	9.8	25.3	10.7	450
1 day	12.1	23.1	9.1	22.7	8.7	3.6	10.3	11.1	5.9	16.1	700
2 days	7.0	11.9	9.7	18.9	—	1.8	—	13.7	—	12.0	500
3 days	6.7	8.6	5.7	13.8	1.6	4.6	10.3	10.0	7.7	9.0	400
4 days	4.0	5.6	4.5	8.1	1.2	1.8	—	5.7	—	5.5	250
5 days	3.3	6.0	2.5	4.4	4.5	3.2	6.2	3.1	—	4.1	200
6 days	0.5	2.4	3.3	4.5	—	1.8	—	4.1	4.9	3.0	150
7 days	2.8	2.5	3.0	2.6	2.7	—	—	2.0	11.4	2.5	100
>1–2 weeks	9.7	12.8	12.6	9.7	7.9	4.9	11.3	7.1	5.4	10.2	450
>2–4 weeks	16.9	9.5	12.4	3.8	9.2	5.9	17.2	8.2	9.3	9.3	400
>4–13 weeks	10.4	10.0	11.5	3.9	33.4	37.0	39.0	18.8	16.4	12.5	550
>13–26 weeks	1.7	3.5	3.6	0.6	4.0	14.2	—	4.6	—	3.3	150
>26–52 weeks	2.0	1.3	1.7	—	1.3	1.9	—	1.4	13.8	1.3	50
>52 weeks	0.8	0.6	1.1	—	1.3	—	—	0.4	—	0.5	<25
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
Total (%)	11.7	26.8	14.6	19.1	2.0	3.0	0.5	21.6	0.6	100	..
Total (number)	500	1,150	650	800	100	150	<25	900	50	..	4,300
Mean length (days)	22	21	27	6	51	46	25	30	50	..	22
Median length (days)	4	4	5	3	14	31	18	4	7	..	4

Notes

1. Number excluded due to errors (weighted): 18.
2. Number excluded due to omissions (weighted): 58.
3. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: SAAP Client Collection

Table 4.2: SAAP closed support periods in which clients were accommodated: total length of accommodation by client group, Northern Territory, 1999–2000 (per cent)

Length of accommodation	Male alone, under 25	Male alone, 25+	Female alone, under 25	Female alone, 25+	Couple, no children	Couple with children	Male with children	Female with children	Other	Total	
										%	Number
1 day	21.6	24.1	15.9	25.5	21.3	11.3	22.3	15.5	—	21.3	650
2 days	11.1	12.4	17.2	20.2	8.1	5.6	—	20.5	—	15.9	500
3 days	10.1	9.6	10.9	14.5	8.8	13.1	22.3	12.6	15.8	11.6	350
4 days	7.9	5.5	7.9	8.8	3.7	—	—	8.6	—	7.2	200
5 days	5.0	5.9	4.9	4.7	9.1	4.3	—	4.5	—	5.1	150
6 days	1.0	3.1	4.1	5.2	4.0	11.6	—	6.1	10.1	4.3	150
7 days	2.8	3.2	2.6	2.9	3.7	2.2	25.7	3.3	23.6	3.2	100
>1–2 weeks	15.3	13.4	16.0	10.3	7.7	1.7	—	10.8	11.2	12.2	400
>2–4 weeks	8.9	9.5	2.5	4.3	16.2	3.8	—	8.5	19.2	7.3	250
>4–13 weeks	11.5	8.6	12.0	3.2	17.4	20.7	29.8	8.1	—	8.2	250
>13–26 weeks	1.6	2.9	3.7	0.4	—	21.8	—	0.8	—	2.2	50
>26–52 weeks	2.8	1.3	1.4	—	—	3.9	—	0.8	20.1	1.2	50
>52 weeks	0.6	0.5	0.9	—	—	—	—	—	—	0.3	<25
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
Total (%)	8.3	34.2	10.3	23.5	0.9	2.0	0.3	20.0	0.4	100.0	..
Total (number)	250	1,050	300	750	50	50	<25	600	<25	..	3,100
Mean length (days)	21	19	24	6	15	47	17	12	67	..	16
Median length (days)	4	4	4	3	5	28	7	4	14	..	4

Notes

1. Number excluded due to errors (weighted): 24.
2. Number excluded due to omissions (weighted): 113.
3. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: SAAP Client Collection

Table 4.3: SAAP closed support periods in which clients were accommodated: total length of accommodation, by accommodation provided, Northern Territory, 1999–2000 (per cent)

Length of accommodation	Crisis/ short-term accommodation	Medium-/ long-term accommodation	Other SAAP	Total	
				%	Number
1 day	24.5	0.6	6.3	23.1	700
2 days	15.7	—	28.1	15.0	450
3 days	11.5	0.6	18.8	10.9	350
4 days	7.7	—	—	7.2	200
5 days	5.0	2.5	6.3	4.9	150
6 days	3.9	1.3	18.8	4.0	100
7 days	3.3	1.9	9.4	3.3	100
>1–2 weeks	12.6	7.6	6.3	12.2	400
>2–4 weeks	7.9	13.4	6.3	8.0	250
>4–13 weeks	6.4	36.9	—	8.0	250
>13–26 weeks	0.9	19.7	—	2.0	50
>26–52 weeks	0.4	11.5	—	1.0	50
>52 weeks	0.1	3.8	—	0.3	<25
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
Total (%)	93.4	5.2	1.1	..	..
Total (number)	2,900	150	50	..	3,100
Mean length (days)	11	97	11	..	15
Median length (days)	3	57	4	..	4

Notes

1. Number excluded due to errors (weighted): 6.
2. Number excluded due to omissions (weighted): 133.
3. Clients were able to be accommodated on more than one occasion in each support period, so percentages across types of accommodation provided do not total 100.
4. In a very small number of closed support periods, clients were accommodated in unreported types of accommodation. To ensure confidentiality, these cases are not presented separately but are included in the total.
5. Figures have been weighted to adjust for agency non-participation.

Source: SAAP Client Collection

Table 4.4: SAAP clients: total number of support periods by age of client and gender, Northern Territory, 1999–2000 (per cent)

Total number of support periods	Under 18 years	18–19 years	20–24 years	25–44 years	45–64 years	65+ years	Total		
	Male clients							%	Number
1	62.7	65.5	60.9	52.1	49.0	72.0	54.8	800	
2	15.7	16.5	16.1	19.7	22.6	7.2	18.9	300	
3	12.3	11.1	9.3	13.1	9.3	6.8	11.6	150	
4	4.7	—	5.5	5.2	10.4	6.8	5.9	100	
5	0.9	1.4	2.5	4.0	3.1	—	3.1	50	
6+	3.7	5.6	5.6	5.9	5.6	7.2	5.7	100	
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	..	
Total (%)	8.8	5.9	13.1	51.2	18.7	2.3	100.0	..	
Total (number)	150	100	200	750	250	50	..	1,450	
Mean number of support periods	1.82	1.84	2.03	2.24	2.30	1.91	..	2.11	
Per 10,000 population	99	285	213	204	141	98	..	173	
Total number of support periods	Female clients							%	Number
	1	59.5	59.7	63.4	63.0	74.9	84.1	63.3	1,000
2	15.3	19.1	22.7	22.5	10.8	—	20.3	300	
3	15.0	8.0	7.7	7.6	11.1	15.9	9.0	150	
4	3.6	6.1	2.9	4.1	3.2	—	3.9	50	
5	2.9	2.0	1.3	0.6	—	—	1.1	<25	
6+	3.6	5.1	2.1	2.1	—	—	2.4	50	
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	..	
Total (%)	13.6	8.1	19.8	50.8	7.3	0.5	100.0	..	
Total (number)	200	150	300	800	100	<25	..	1,600	
Mean number of support periods	1.89	1.95	1.67	1.69	1.43	1.32	..	1.71	
Per 10,000 population	177	478	399	242	75	26	..	213	
Total number of support periods	All clients							%	Number
	1	60.7	62.0	62.5	57.7	56.7	74.4	59.3	1,800
2	15.5	18.0	20.2	21.2	19.1	5.8	19.7	600	
3	14.0	9.2	8.3	10.3	9.9	8.6	10.2	300	
4	4.0	3.6	3.9	4.6	8.3	5.4	4.9	150	
5	2.2	1.8	1.7	2.2	2.2	—	2.1	50	
6+	3.6	5.3	3.4	4.0	4.0	5.8	4.0	100	
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	..	
Total (%)	11.3	7.0	16.6	51.0	12.8	1.4	100.0	..	
Total (number)	350	200	500	1,550	400	50	..	3,050	
Mean number of support periods	1.87	1.91	1.81	1.95	2.04	1.80	..	1.92	
Per 10,000 population	137	375	301	223	113	64	..	193	

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 37.
3. Numbers of clients include all clients that ever visited the Northern Territory. Some of the support periods for these clients may have been at agencies in another State or Territory.
4. 'Per 10,000 population' shows how many people out of every 10,000 in the general population become clients of SAAP. The rate is estimated by comparing the number of SAAP clients with the estimated resident population in the designated age group as at 30 June 1999. For the age group under 18 years, only those aged 10 to 17 are included in the calculations.
5. Figures have been weighted to adjust for agency non-participation and client non-consent.

Sources: SAAP Client Collection; ABS 2000a

Table 4.5: SAAP support periods: support services provided to client, by client group, Northern Territory, 1999–2000 (per cent)

Support services provided	Male alone, under 25	Male alone, 25+	Female alone, under 25	Female alone, 25+	Couple, no children	Couple with children	Male with children	Female with children	Other	Total
Housing/accommodation	60.5	95.4	70.4	96.6	65.6	62.7	77.9	82.7	66.1	83.3
SAAP/CAP accommodation	53.8	94.0	57.4	96.2	46.9	49.0	55.7	72.3	46.4	76.9
Assistance to obtain short-term accommodation	12.7	2.4	16.1	6.0	15.2	2.7	18.3	11.0	18.3	8.5
Assistance to obtain independent housing	9.3	2.1	17.6	2.2	32.0	36.4	26.9	20.5	37.9	11.2
Financial/employment	33.3	14.1	50.8	52.7	45.2	58.1	43.9	60.8	47.5	40.9
Assistance to obtain government payment	6.0	2.2	16.2	4.1	13.1	12.5	8.9	15.3	11.3	8.4
Employment/training assistance	6.6	1.6	8.2	1.1	4.9	—	—	1.1	5.2	2.9
Financial assistance/material aid	24.9	11.6	39.1	50.8	38.5	44.2	43.9	50.4	36.2	34.3
Financial counselling	11.2	2.8	9.8	3.6	13.0	41.6	17.5	11.7	8.8	8.4
Counselling	41.1	11.6	59.7	52.9	26.1	58.6	38.7	59.0	62.6	41.7
Incest/sexual abuse	0.2	—	4.1	0.3	—	2.4	—	1.5	—	1.1
Domestic violence counselling	0.4	0.1	7.9	10.8	3.7	6.6	—	14.9	—	6.6
Family/relationship counselling and support	15.6	1.9	18.0	6.7	14.7	37.7	11.6	11.7	49.6	10.5
Emotional support/other	38.4	11.2	56.1	50.0	26.1	55.0	38.7	56.5	62.6	39.6
General support/advocacy	73.1	50.1	79.2	67.8	63.0	69.6	57.3	81.1	75.0	67.8
Living skills/personal development	31.5	11.2	31.1	11.0	16.7	28.6	17.3	10.6	27.4	17.0
Assistance with legal issues/court support	5.3	0.3	10.1	14.2	3.7	5.6	—	23.1	10.1	9.9
Advice/information	63.3	35.5	70.1	58.6	58.0	65.2	43.8	71.7	59.7	57.1
Retrieval/storage/removal of personal belongings	17.6	32.3	13.3	8.8	15.3	4.3	8.5	10.5	8.9	17.5
Advocacy/liaison on behalf of client	28.9	5.5	52.9	35.4	41.4	60.7	34.9	55.4	60.2	34.0
Specialist services	20.8	9.7	47.6	57.3	17.5	18.8	17.4	47.3	40.3	33.6
Psychological services	0.6	0.3	1.3	0.6	2.5	10.1	—	1.1	3.7	1.1
Psychiatric services	0.2	0.7	0.4	—	1.2	—	—	0.3	—	0.4
Pregnancy support	0.3	—	3.3	—	5.1	1.6	—	3.2	5.2	1.4
Family planning support	0.5	—	3.2	—	4.8	1.9	—	1.6	5.2	1.0
Drug/alcohol support/rehabilitation	5.0	4.3	4.1	0.4	3.8	—	—	0.1	—	2.5
Physical disability services	—	0.3	0.2	—	—	—	—	0.4	—	0.2
Intellectual disability services	—	0.1	0.3	—	—	—	—	0.2	—	0.1
Culturally appropriate support	15.3	3.1	38.3	54.9	5.1	5.1	17.4	40.7	35.1	27.2
Interpreter services	0.2	0.2	0.5	0.5	—	—	—	1.4	—	0.5
Health/medical services	5.0	3.0	12.7	11.8	6.1	3.2	—	9.6	14.1	7.7
Other support	60.5	96.8	61.6	95.4	48.3	38.9	49.7	76.6	65.6	79.7
Meals	47.9	91.4	44.6	93.8	13.7	9.4	30.5	58.5	37.1	68.2
Laundry/shower facilities	43.8	86.2	43.5	90.5	8.7	—	8.5	58.4	32.4	64.9
Recreation	47.7	86.1	33.2	48.3	4.1	3.5	8.8	36.5	32.4	51.6
Transport	26.7	11.4	47.8	60.0	28.8	22.8	18.3	57.6	45.2	37.9
Brokerage services	3.2	0.3	4.3	—	16.6	5.3	4.7	1.5	19.7	2.1
Other	1.8	2.9	4.6	3.1	5.0	8.4	4.7	6.2	—	4.0
Total number	550	1,300	650	850	100	150	50	1,000	50	4,650

Notes

1. Number excluded due to errors (weighted): 18.
2. Number excluded due to omissions (weighted): 65.
3. Clients were able to receive multiple services, so percentages do not total 100.
4. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: SAAP Client Collection

Table 4.6: SAAP support periods with assisted children: support services provided to accompanying children by client group, Northern Territory, 1999–2000 (per cent)

Support services provided to accompanying children	Couple with children	Male with children	Female with children	Other with children	Total	
					%	Number
Counselling	8.3	12.5	13.4	—	12.9	150
Child care, kindergarten/school liaison	—	—	13.7	—	12.3	150
Access arrangements	—	—	0.9	—	0.8	<25
Other	9.5	—	27.1	50.0	25.3	250
Summary totals						
Total support periods (%)	8.3	1.6	89.7	0.4	100.0	..
Total support periods (number)	100	<25	950	<25	..	1,050
Total accompanying child visits (%)	8.4	1.0	90.2	0.4	100.0	..
Total accompanying child visits (number)	150	<25	1,800	<25	..	2,000
Mean number of assisted children per support period with assisted children	2.0	1.2	1.9	1.8	..	1.9

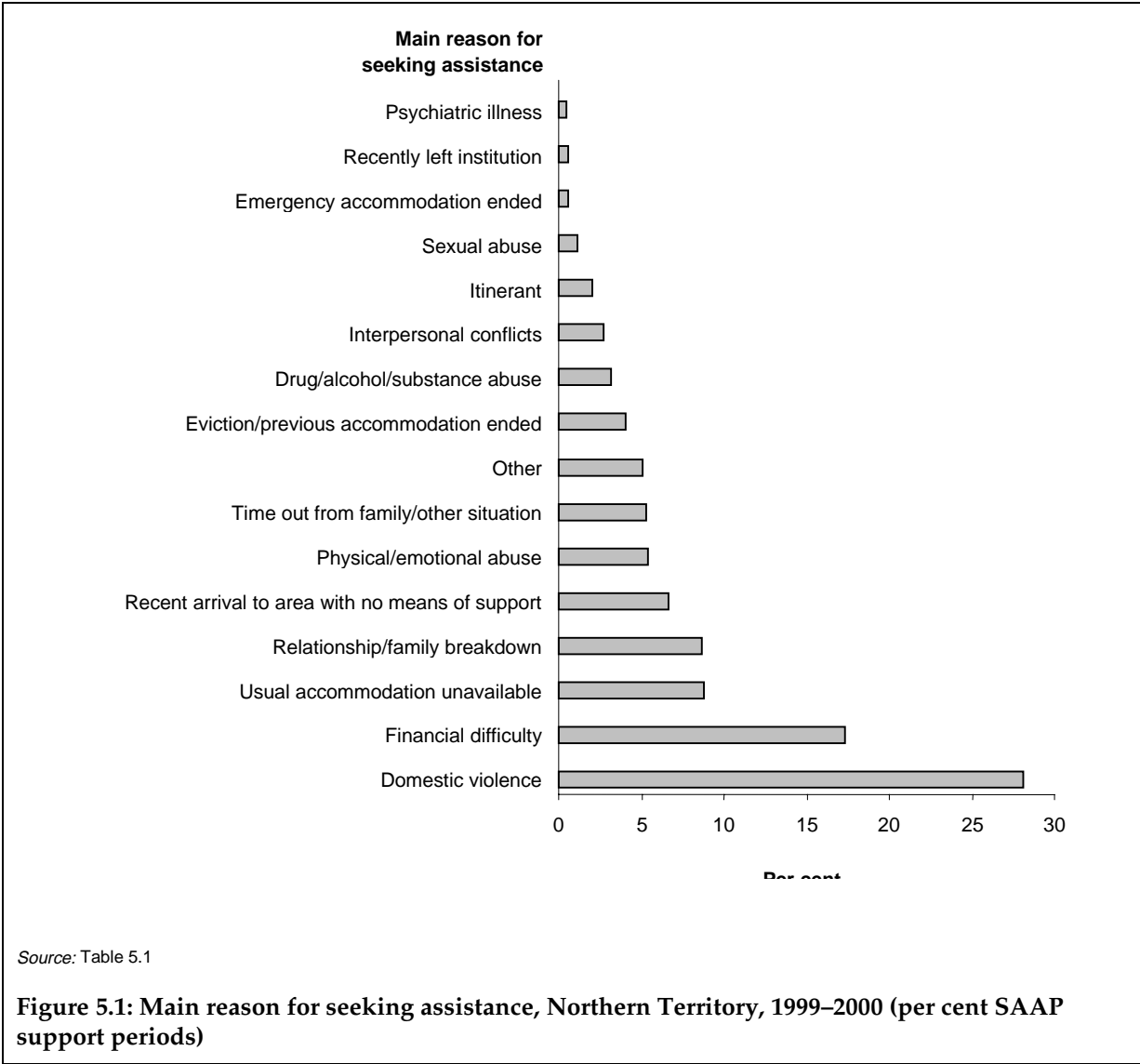
Notes

1. Number excluded due to errors (weighted): 1 (support periods).
2. Number excluded due to omissions (weighted): 10 (support periods).
3. Figures in this table (excluding those on accompanying child visits) exclude high-volume records because not all items were included on the high-volume form.
4. 'Accompanying child visits' includes support periods at high-volume agencies. These accounted for only a very small proportion of such visits.
5. Accompanying children were able to receive multiple services, so percentages do not total 100. Moreover, in addition to the services listed in this table, accompanying children may have been accommodated during a support period.
6. An accompanying child may be counted in more than one support period, so the total number of accompanying child visits does not equal the actual number of accompanying children assisted.
7. Although each member of a couple has an individual support period, in this table a couple presenting with children contributes only one support period. The table is therefore not directly comparable with other tables showing the number of support periods by client group.
8. Figures have been weighted to adjust for agency non-participation.

Source: SAAP Client Collection

5 Reasons for seeking support

In addition to recording the support provided to clients, the SAAP Client Collection collects information on the reasons, including the main reason, clients seek assistance at SAAP agencies. Overall, as Figure 5.1 shows, in 1999–2000 the main reasons most commonly given for seeking assistance were domestic violence (28%) followed by financial difficulties (17%), with relationship or family breakdown and usual accommodation unavailable coming in joint third as the main reason (9% each).



In 56% of support periods for women alone aged 25 and over and in 54% of support periods for women with children, assistance was sought primarily because of domestic violence (Table 5.1). This was also the main reason that females under 25 most commonly gave for seeking assistance (in 28% of support periods), with relationship or family breakdown being given as the main reason in a further 20% of support periods for these younger women. Financial difficulty was most commonly cited as the main reason for seeking assistance by solo males both under 25 and 25 or older (in 28% of their support periods), and for couples

with or without children (in 34% and 41% of support periods, respectively). Males with children sought assistance primarily because their usual accommodation was not available (in 33% of support periods).

Table 5.2 shows the services that clients required and the main reason for seeking assistance. In all six of the broad support categories, the main reason given for seeking assistance was domestic violence—between 31% and 38% of support periods, depending on the support category. In all categories except counselling and specialist services, the next most commonly given main reason for seeking assistance was financial difficulty.

5.1 Tables

Table 5.1: SAAP support periods: main reason for seeking assistance by client group, Northern Territory, 1999–2000 (per cent)

Main reason for seeking assistance	Male alone under 25	Male alone, 25+	Female alone, under 25	Female alone, 25+	Couple, no children	Couple with children	Male with children	Female with children	Other	Total
Usual accommodation unavailable	7.3	21.5	6.6	3.8	4.3	5.0	33.3	2.4	—	8.8
Time out from family/other situation	6.2	2.4	4.7	7.8	1.7	2.0	5.9	6.8	6.5	5.3
Relationship/family breakdown	20.7	3.6	20.3	1.7	11.3	7.1	4.0	6.8	19.8	8.7
Interpersonal conflicts	4.2	2.6	3.2	1.5	5.8	6.6	5.9	2.2	—	2.7
Physical/emotional abuse	1.1	0.7	6.1	11.5	—	—	—	7.7	7.9	5.4
Domestic violence	—	0.5	27.6	55.5	1.4	4.6	4.0	53.6	9.2	28.1
Sexual abuse	0.5	0.1	2.7	2.3	—	1.6	—	0.4	—	1.1
Financial difficulty	27.7	28.0	16.9	3.8	41.2	33.6	24.0	8.6	28.4	17.3
Eviction/previous accommodation ended	8.9	3.9	2.3	1.3	16.8	20.5	8.9	2.0	—	4.1
Drug/alcohol/substance abuse	3.3	6.1	2.1	1.9	7.6	5.1	—	1.0	—	3.1
Emergency accommodation ended	0.3	1.2	0.3	0.1	2.8	—	—	0.4	5.9	0.6
Recently left institution	0.3	1.7	0.4	0.3	—	—	—	0.4	—	0.6
Psychiatric illness	0.4	0.4	—	0.9	—	1.7	—	0.3	—	0.4
Recent arrival to area with no means of support	6.3	16.7	1.8	3.1	2.9	5.1	9.8	3.3	—	6.6
Itinerant	2.8	3.6	0.7	2.1	2.9	1.7	—	0.9	—	2.0
Other	10.1	7.1	4.4	2.3	1.4	5.3	4.0	3.2	22.3	5.0
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (%)	10.8	23.8	15.4	21.3	2.2	3.5	0.7	21.7	0.6	100.0
Total (number)	400	900	600	800	100	150	50	850	<25	3,800

Notes

1. Number excluded due to errors (weighted): 36.
2. Number excluded due to omissions (weighted): 418.
3. Excludes high-volume records because not all items were included on the high-volume form.
4. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: SAAP Client Collection

Table 5.2: SAAP support periods: main reason for seeking assistance by support needed, Northern Territory, 1999–2000 (per cent)

Main reason for seeking assistance	Support periods with type of service needed						All support periods	
	Housing/ accommodation	Financial/ employment	Counseling	General support/ advocacy	Specialist services	Other support	%	Number
Usual accommodation unavailable	10.0	4.6	4.1	6.5	5.2	9.8	8.8	
Time out from family/other situation	5.8	4.7	6.2	6.0	7.2	5.7	5.2	200
Relationship/family breakdown	7.8	10.7	13.6	10.9	9.4	6.7	8.7	350
Interpersonal conflicts	2.3	2.1	3.3	3.2	2.1	2.3	2.7	100
Physical/emotional abuse	5.7	6.9	8.1	6.3	8.6	5.8	5.3	200
Domestic violence	30.8	33.5	38.4	31.6	37.4	31.6	28.0	1,100
Sexual abuse	1.0	0.9	2.0	1.2	1.4	1.2	1.1	50
Financial difficulty	12.8	20.1	8.4	14.7	9.1	13.4	17.4	700
Eviction/previous accommodation ended	4.5	4.6	4.2	4.2	3.4	3.5	4.1	150
Drug/alcohol/substance abuse	3.4	2.5	3.1	2.6	4.9	3.3	3.1	100
Emergency accommodation ended	0.6	0.6	0.6	0.6	0.3	0.6	0.6	<25
Recently left institution	0.7	0.3	0.3	0.3	0.5	0.8	0.7	50
Psychiatric illness	0.5	0.5	0.4	0.3	0.8	0.4	0.4	<25
Recent arrival to area with no means of support	7.5	3.4	2.1	4.9	3.8	7.5	6.6	250
Itinerant	2.2	1.0	0.7	1.2	1.7	2.4	2.1	100
Other	4.4	3.6	4.6	5.4	4.1	4.9	5.1	200
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>
Total (%)	85.6	53.1	50.3	71.9	45.4	82.2	..	..
Total (number)	3,350	2,050	1,950	2,800	1,750	3,200	..	3,900

Notes

1. Number excluded due to errors (weighted): 18.
2. Number excluded due to omissions (weighted): 363.
3. Excludes high-volume records because not all items were included on the high-volume form.
4. Clients were able to receive multiple services, so percentages across service types do not total 100.
5. Figures have been weighted to adjust for agency non-participation and client non-consent.

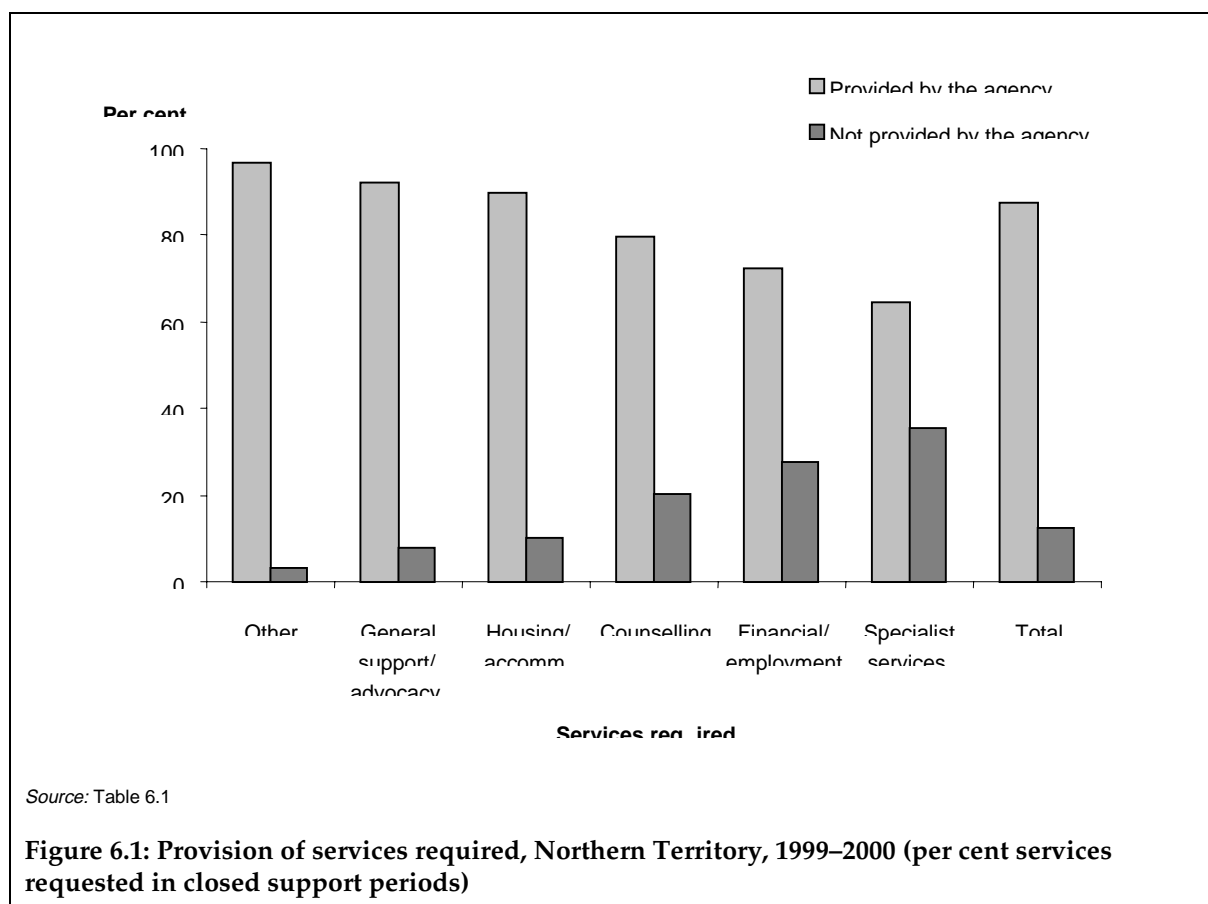
Source: SAAP Client Collection

6 Meeting the needs of clients

The extent of agencies' abilities to meet the needs of their clients can indicate both the success of the SAAP Program and where improvements are needed. This section focuses on the needs of clients who received support and/or accommodation from SAAP agencies. Potential clients who were turned away and so did not receive any services are not included; this topic will be covered in a separate publication to be released later this year.

It is only after a client has stopped receiving support from an agency that we can examine whether their needs were or were not met. It is for this reason that only closed support periods are included when estimating service provision. In the Northern Territory over 1999–2000, there were an estimated 4,350 closed support periods (Table 6.1).

In any one support period a client may request many services. Some of these services may be able to be provided by an agency, and some may not. Of those that cannot be provided some may be referred on, but for some services it may not be possible to either provide the service or to refer the client on. Table 6.1 summarises support periods in which services were required by the client, and how these needs were provided for.



Within the 4,350 closed support periods in 1999–2000, it is estimated that clients identified a need for 30,150 services (Table 6.1).² Eighty-eight per cent of these services were provided by the SAAP agency at least to some extent. In addition to this, agencies were able to refer clients to other services for a further 6% of needs. Consequently, some 94% (or 28,200) of expressed needs were addressed either through direct provision or referral.

As illustrated in Figure 6.1, requests for support were met through direct provision in over 70% of cases for all service groups. In particular, ‘other’ forms of support services such as meals and shower facilities were provided in an overwhelming majority of cases (97% of all such requested services were provided), as was the case too with general support and advocacy services (provided in 92% of cases). Specialist services were in general the most likely not to be provided by agencies (not provided in 36% of instances), with 19% of all requested specialist services being neither provided nor referred on to other organisations (Table 6.1).

Housing and accommodation services were needed in 3,650 (or 84%) of the 4,350 closed support periods. Some clients had more than one housing-related need, resulting in a total of 4,450 requests for services in this area. In 90% of instances, housing or accommodation services were provided when requested within a support period, and a further 5% of housing needs were met through referral. More specifically, with respect to requests for SAAP or CAP accommodation, in 97% of cases accommodation was provided, with an additional 2% of requests being referred on. It appeared somewhat more difficult to provide assistance for clients to obtain short-term accommodation (only 75% of requested services were provided) or independent housing (64% provided) (Table 6.1).

A total of 2,950 services involving financial and employment matters were needed across 2,100 closed support periods. Seventy-two per cent of these services were provided to clients to some extent, and a further 16% were referred on. Although provision of financial assistance or material aid and financial counselling was relatively high (provided in 75% and 78% of support periods in which they were requested, respectively), provision of employment and training assistance occurred in only 43% of the support periods in which it was sought. However, in a further 36% of cases clients were referred on for this type of assistance to other organisations (Table 6.1).

While a high percentage of requested services are met by service providers, an inability to provide any one service can be of significance to clients, so agencies’ abilities to refer clients on assume some importance. Some support services that generally could not be provided directly by agencies had a better chance than others of being referred on. Sexual assault counselling, for example, could not be provided directly in 60% of support periods in which it was needed, but in over three-quarters of these instances the agency was able to refer the client on. Other support services which agencies were frequently unable to provide to clients but for which they were often able to refer clients on included: domestic violence counselling (not provided in 46% of cases when it was needed but referred on in 31%); interpreter services (not provided in 29% of cases but referred on in 18%); and health and medical services (not provided in 45% of cases but referred on in 30%) (Table 6.1).

6.1 Unmet needs

While 94% of expressed needs were met through either direct provision or referral, there were 1,900 requests for services that had neither been provided nor referred on by the end of support (Table 6.2). These unmet needs were spread across 900 closed support periods—that

² The total number of closed support periods in Table 6.1 differs from the number given in Table 4.1 because there are no missing values and the estimate does not rely on client consent (see Appendix A1.2.1).

is, 21% of support periods had at least one need remaining unmet when they ended (Table 6.2). Across all client groups the most common forms of support that could be neither provided nor referred on were specialist services (accounting for 29% of total unmet needs) and financial or employment services (18% of unmet needs).

Of the 2,950 specialist services required, some 19% (550) were neither provided nor referred on (Table 6.1). The most significant need that agencies were unable to either provide for or refer on was in the area of drug and alcohol support or rehabilitation. This service was requested in 400 instances, but for 56% of these it could be neither provided nor referred on. Psychological services were another area of relatively high unmet need, with 150 cases of this support being requested but with agencies unable to either provide for this need or refer on in over 49% of cases.

Couples without children had a proportionally high level of unmet needs. For this relatively small client group (with 100 closed support periods) around 50% of support periods ended with at least one need remaining unmet. Solo males also had relatively high levels of unmet needs, with 25% of their support periods ending with at least one need remaining unmet—that is, 400 support periods out of a total of 1,600 had a remaining unmet need (Table 6.2). Sole females had the next highest level of overall unmet needs—at the end of 21% of their support periods (300 out of 1,450) they had one or more needs remaining unmet.

Among the three large client groups—unaccompanied males, unaccompanied females, and females with children—solo males had the highest concentration of unmet needs, with needs for specialist services accounting for 41% of their unmet needs. For unaccompanied females these needs were also the most common type not met (23% of unmet needs). Among females with children the most common expressed need not met was for counselling services. These accounted for 26% of this group's unmet needs.

6.2 Tables

Table 6.1: SAAP services required in closed support periods, by provision, Northern Territory, 1999–2000 (per cent services required)

Type of service required	Not provided			Provided			Total	Number of times service required	Number of closed support periods
	Neither provided nor referred on	Referred on	Subtotal	Provided only	Provided and referred on	Subtotal			
Housing/accommodation	5.4	4.9	10.3	86.5	3.3	89.8	100.0	4,450	3,650
SAAP/CAP accommodation	1.5	1.8	3.3	95.4	1.3	96.7	100.0	3,350	3,350
Assist. to obtain short-term accommodation	15.9	9.4	25.3	65.5	9.2	74.7	100.0	450	450
Assist. to obtain independent housing	18.5	17.7	36.2	53.8	10.1	63.9	100.0	650	650
Financial/employment	11.9	15.8	27.7	66.8	5.5	72.3	100.0	2,950	2,100
Assist. to obtain benefit/pension	12.5	14.6	27.1	49.9	23.1	73.0	100.0	400	400
Employment and training assistance	21.5	35.9	57.4	30.3	12.4	42.7	100.0	250	250
Financial assistance/material aid	9.5	15.5	25.0	73.3	1.7	75.0	100.0	1,850	1,850
Financial counselling	16.1	6.2	22.3	75.8	1.9	77.7	100.0	450	450
Counselling	10.7	9.6	20.3	75.2	4.4	79.6	100.0	3,100	2,100
Incest/sexual assault counselling	14.1	45.7	59.8	27.2	13.0	40.2	100.0	100	100
Domestic violence counselling	14.6	31.0	45.6	40.4	14.0	54.4	100.0	500	500
Family/relationship counselling	20.7	10.4	31.1	64.8	4.1	68.9	100.0	600	600
Other counselling	6.5	2.0	8.5	89.9	1.6	91.5	100.0	1,900	1,900
General support/advocacy	5.0	2.8	7.8	87.3	4.9	92.2	100.0	6,300	3,050
Living skills/personal development	10.7	2.6	13.3	85.5	1.2	86.7	100.0	900	900
Assistance with legal issues	13.4	20.8	34.2	47.4	18.5	65.9	100.0	600	600
Information	2.4	0.4	2.8	93.7	3.4	97.1	100.0	2,600	2,600
Retrieval/storage/removal of belongings	2.0	1.1	3.1	95.7	1.2	96.9	100.0	850	850
Advocacy/liaison on behalf of client	4.5	0.5	5.0	88.2	6.8	95.0	100.0	1,350	1,350
Specialist services	19.1	16.6	35.7	57.1	7.3	64.4	100.0	2,950	1,950
Psychological services	49.4	26.3	75.7	22.4	1.9	24.3	100.0	150	150
Psychiatric services	45.0	38.5	83.5	7.3	9.2	16.5	100.0	100	100
Pregnancy support	6.2	14.8	21.0	48.1	30.9	79.0	100.0	100	100
Family planning support	11.1	7.4	18.5	44.4	37.0	81.4	100.0	50	50
Drug/alcohol support or rehabilitation	55.5	20.3	75.8	20.0	4.3	24.3	100.0	400	400
Physical disability services	19.0	61.9	80.9	14.3	4.8	19.1	100.0	<25	<25
Intellectual disability services	25.0	65.0	90.0	10.0	–	10.0	100.0	<25	<25
Culturally appropriate support	4.6	1.3	5.9	93.2	0.9	94.1	100.0	1,200	1,200
Interpreter services	10.7	17.9	28.6	57.1	14.3	71.4	100.0	50	50
Health/medical services	15.7	29.7	45.4	40.8	13.8	54.6	100.0	850	850
Other	1.4	1.8	3.2	96.2	0.6	96.8	100.0	10,450	3,550
Meals	0.8	1.2	2.0	97.8	0.1	97.9	100.0	3,050	3,050
Laundry/shower facilities	0.9	1.1	2.0	98.0	0.1	98.1	100.0	2,950	2,950
Recreation	1.1	1.3	2.4	97.5	0.1	97.6	100.0	2,400	2,400
Transport	3.3	3.9	7.2	91.4	1.5	92.9	100.0	1,850	1,850
Brokerage services	4.4	–	4.4	92.6	2.9	95.5	100.0	50	50
Other	6.7	9.0	15.7	69.4	14.9	84.3	100.0	150	150
Total (%)	6.5	6.0	12.5	84.1	3.4	87.5	100.0	..	..
Total (number)	1,950	1,800	3,750	25,350	1,050	26,400	..	30,150	4,350

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 0.
3. In groups of service types, a client may require more than one type of service within the grouping. Percentages for broad groupings relate to all needs and not to support periods. For individual types of services, a need can be recorded only once within a support period, so
4. percentages relate to support periods.
5. Figures have been weighted to adjust for agency non-participation.

Source: SAAP Client Collection

Table 6.2: SAAP assistance identified by the client as being needed in closed support periods but that was neither provided nor referred on, by client group, Northern Territory, 1999–2000 (per cent unmet needs)

Broad type of service required	Male alone	Female alone	Couple, no children	Couple with children	Male with children	Female with children	Other	Total	
								%	Number
Housing/accommodation	7.3	15.2	14.6	23.8	50.0	17.6	22.2	12.3	250
Financial/employment	23.6	13.8	22.0	26.2	25.0	8.2	5.6	18.1	350
Counselling	13.6	17.3	19.5	19.0	25.0	26.2	22.2	17.0	350
General support/advocacy	12.2	17.7	28.0	16.7	—	22.5	16.7	16.2	300
Specialist services	40.8	23.3	8.5	11.9	—	13.9	16.7	29.0	550
Other	2.5	12.6	7.3	2.4	—	11.5	16.7	7.4	150
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>1,900</i>
Summary totals									
Total unmet needs (%)	45.6	33.3	4.4	2.3	0.2	13.2	1.0	100.0	..
Total unmet needs (number)	850	650	100	50	<25	250	<25	..	1,900
Total closed support periods with unmet needs (%)	45.0	34.3	3.0	2.1	0.2	14.8	0.6	100.0	..
Total closed support periods with unmet needs (number)	400	300	50	<25	<25	150	<25	..	900
Total closed support periods (%)	37.8	33.7	2.1	3.1	0.4	22.2	0.7	100.0	..
Total closed support periods (number)	1,600	1,450	100	150	<25	950	50	..	4,250

Notes

1. Number excluded due to errors (weighted): 2 (unmet needs).
2. Number excluded due to omissions (weighted): 32 (unmet needs).
3. Number excluded due to omissions (weighted): 104 (closed support periods).
4. A client may require more than one type of service within the broad type of assistance. Percentages for broad groupings relate to all needs and not to support periods.
5. Figures have been weighted to adjust for agency non-participation.

Source: SAAP Client Collection

7 Circumstances of clients before and after support

The *Supported Accommodation Assistance Act 1994* describes SAAP's overall aim as being '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,

Within this aim the goals are:

- a) to resolve crisis;
- b) to re-establish family links where appropriate; and
- c) to re-establish a capacity to live independently of SAAP.

To enable some assessment of the Program's ability to achieve these goals, this section details changes in clients' circumstances following the provision of SAAP services. However, the achievement of such goals does not depend on the intervention of SAAP agencies alone—a complex interplay of policies and programs relating to income security, housing and community services, as well as individuals' personal circumstances, will influence outcomes for SAAP clients. Thus, the data in this section have limitations when attempting to assess SAAP's success or otherwise on the basis of client circumstances before and after support. In addition, there is a significant amount of missing data relating to client circumstances (especially after assistance has ended), and this should be taken into consideration.

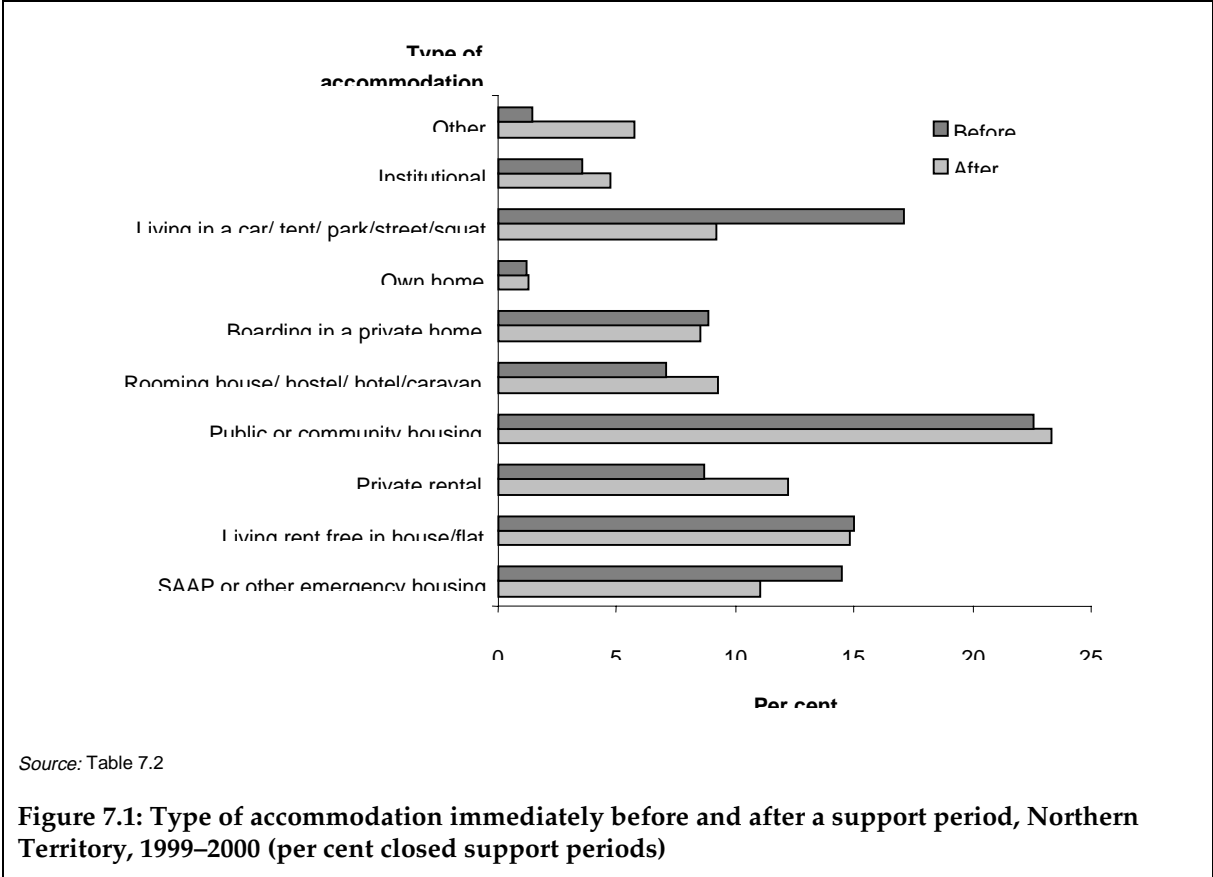
Overall before receiving support, clients were recipients of a government pension or benefit in 82% of support periods. In a further 8% of support periods, clients were reported as having no source of income and not awaiting a government pension or benefit; in 8% as having other sources of income; and in a final 2%, clients had no income but were awaiting receipt of a pension or benefit (Table 7.1). These proportions had changed slightly by the time support had ended. After having received support, clients were on a government pension or benefit in 83% of support periods; the proportion of support periods in which clients had no income and were not awaiting a government pension or benefit had dropped to 6%; and the proportion of support periods in which clients were reported as having other sources of income had risen to 10%.

For those clients, however, who specifically requested assistance with obtaining a government pension or benefit there were more noticeable changes. After support they were accessing a government pension or benefit in 73% of support periods, a sizeable increase on the figure of 59% before support (Table 7.1). Consequently, the proportion of support periods in which clients had no income and were not awaiting a government pension had dropped from 30% before support to 17% by the end of support.

As Figure 7.1 illustrates, the most common forms of client accommodation before support were public or community housing (in 23% of support periods), followed by living in a car, tent, park, street or squat (in 17%) (Table 7.2). A further 15% of clients were living rent-free in a house or flat. After support, public or community housing and living rent-free in a house or flat were the most common forms of accommodation; the percentages for these had changed very little from before support. Changes were seen, however, in the proportion of clients in some other types of accommodation.

Before and after figures show that clients reported living in private rental in 9% of support periods before support and in 12% after (Table 7.2). An increase was also seen in clients living in a rooming house, hostel, hotel or caravan—in 7% of support periods before support and 9% after; and in ‘other’ types of accommodation—from 1% of support periods before support to 6% after. One of the factors contributing to these shifts appears to be the housing of clients who had been living in a car or other inadequate accommodation: prior to assistance clients were living in a car, tent, park, street or squat in 17% of support periods, while after support this had dropped to 9%. There was also a decrease in clients living in SAAP or other emergency accommodation—from 15% before support to 11% after.

For those clients who specifically requested assistance to obtain independent housing, the changes in accommodation before and after support were more marked. Accommodation in public or community housing had roughly doubled, from 12% of support periods before support to 25% after; while accommodation in private rental had increased from 11% to 22% (Table 7.2). There were large shifts away from boarding in a private home—from 20% of support periods before support to 10% after. These clients were also far less likely to be living rent-free in a house or flat after support than before support (down from 17% of support periods before support to 9% after), or to be living in a squat or other inadequate housing after support (down from 16% before support to 6% after).



Before receiving SAAP support, clients were most commonly living with their spouse or partner either with or without children (in 31% of support periods), alone (in 21%) or short-term with relatives or friends (in 19%) (Table 7.3). The greatest differences in clients’ living situations before and after support seemed to be caused by clients not returning to live with their spouse or partner: clients were reported to be living alone with children in 6% of support periods before support but in 13% after, while clients were reported living alone in 21% of support periods before support but in 25% after. At the same time, cases where

clients were living with a spouse or partner (with or without children) dropped from 31% of support periods before assistance to 18% after (Table 7.3).

In general, clients' employment status (that is, employed full-time, part-time, casual, unemployed or not in the labour force) differed very little before and after a support period (Table 7.4). However, for those clients who specifically requested assistance in the area of employment and training during their support period, some significant increases in the proportion of clients in paid work can be seen. For these clients, the proportion of support periods in which clients were in full-time, part-time or casual work after support had risen to 20%, up from 11%.

In the vast majority of support periods (92%) clients were not students before support (Table 7.5). In around 5% of support periods, clients were school students before support and in the remainder, clients were doing post-secondary schooling or employment training. This profile remained virtually unchanged after support had finished. When only younger clients are considered (under 25 years), the number of support periods in which clients were not students was, as expected, smaller (85%), with a corresponding increase in the proportion of clients who were either school or post-secondary students or in employment training. Again, however, the before and after figures are very similar.

7.1 Tables

Table 7.1: SAAP closed support periods: source of income immediately before and after a support period, Northern Territory, 1999–2000 (per cent)

Source of income	Closed support periods in which clients needed assistance to obtain a pension or benefit		All closed support periods	
	Before	After	Before	After
No income	29.5	16.9	8.2	6.1
No income, awaiting pension/benefit	4.6	5.7	1.6	1.3
Government pension/benefit	58.8	72.7	82.3	83.1
Other	7.1	4.8	7.9	9.5
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (with valid data)	450	400	3,700	3,500
Number with missing data	<25	50	200	450
Total (number)	450	450	3,900	3,900

Notes

1. Table excludes high-volume records because not all items were included on the high-volume form.
2. Figures have been weighted to adjust for agency non-participation and client non-consent.
3. See example 2 in Appendix 1 (Section A1.3.1) for information about interpreting this type of table.

Source: SAAP Client Collection

Table 7.2: SAAP closed support periods: type of accommodation immediately before and after a support period, Northern Territory, 1999–2000 (per cent)

Type of accommodation	Closed support periods in which clients needed assistance to obtain independent housing		All closed support periods	
	Before	After	Before	After
SAAP or other emergency housing	14.3	14.6	14.5	11.0
Living rent-free in house/flat	17.2	8.6	15.0	14.8
Private rental	10.8	21.8	8.7	12.2
Public or community housing	11.5	25.0	22.6	23.3
Rooming house/hostel/hotel/caravan	5.4	9.7	7.1	9.3
Boarding in a private home	19.8	10.2	8.8	8.5
Own home	2.2	0.8	1.2	1.3
Living in a car/tent/park/street/squat	16.1	6.4	17.1	9.2
Institutional	2.0	1.5	3.5	4.7
Other	0.8	1.5	1.4	5.7
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (with valid data)	650	550	3,700	2,600
Number with missing data	<25	150	200	1,300
Total (number)	700	700	3,900	3,900

Notes

1. Table excludes high-volume records because not all items were included on the high-volume form.
2. Figures have been weighted to adjust for agency non-participation and client non-consent.
3. See example 2 in Appendix 1 (Section A1.3.1) for information about interpreting this type of table.

Source: SAAP Client Collection

Table 7.3: SAAP closed support periods: living situation immediately before and after a support period, Northern Territory, 1999–2000 (per cent)

Living situation	Before	After
With parent(s)	7.7	5.9
With foster family	0.1	—
With relatives/friends short-term	19.2	18.1
With relatives/friends long-term	5.6	7.7
With spouse/partner with(out) children	30.6	18.1
Alone with children	6.4	12.7
Alone	21.0	25.0
With other unrelated persons	8.2	10.9
Other	1.2	1.5
<i>Total</i>	<i>100.0</i>	<i>100.0</i>
Total (with valid data)	3,700	2,800
Number with missing data	250	1,100
Total (number)	3,900	3,900

Notes

1. Table excludes high-volume records because not all items were included on the high-volume form.
2. Figures have been weighted to adjust for agency non-participation and client non-consent.
3. See example 2 in Appendix 1 (Section A1.3.1) for information about interpreting this type of table.

Source: SAAP Client Collection

Table 7.4: SAAP closed support periods: employment status immediately before and after a support period, Northern Territory, 1999–2000 (per cent)

Employment status	Closed support periods in which clients needed assistance in employment and training		All closed support periods	
	Before	After	Before	After
Employed full-time	1.7	4.5	4.6	5.8
Employed part-time/casual	9.6	15.1	6.9	7.7
Unemployed (looking for work)	73.2	69.1	44.9	43.4
Not in labour force	15.5	11.3	43.5	43.2
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (with valid data)	250	250	3,700	3,450
Number with missing data	<25	<25	200	450
Total (number)	250	250	3,900	3,900

Notes

1. Table excludes high-volume records because not all items were included on the high-volume form.
2. Figures have been weighted to adjust for agency non-participation and client non-consent.
3. See example 2 in Appendix 1 (Section A1.3.1) for information about interpreting this type of table.

Source: SAAP Client Collection

Table 7.5: SAAP closed support periods: student status immediately before and after a support period, Northern Territory, 1999–2000 (per cent)

Student status	Closed support periods for clients aged under 25 years		All closed support periods	
	Before	After	Before	After
Not a student	85.0	84.8	92.0	92.1
Primary/secondary school student	11.0	10.4	4.5	4.0
Post-secondary student/employment training	4.0	4.8	3.5	3.9
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (with valid data)	1,400	1,250	3,700	3,500
Number with missing data	150	250	250	450
Total (number)	1,500	1,500	3,900	3,900

Notes

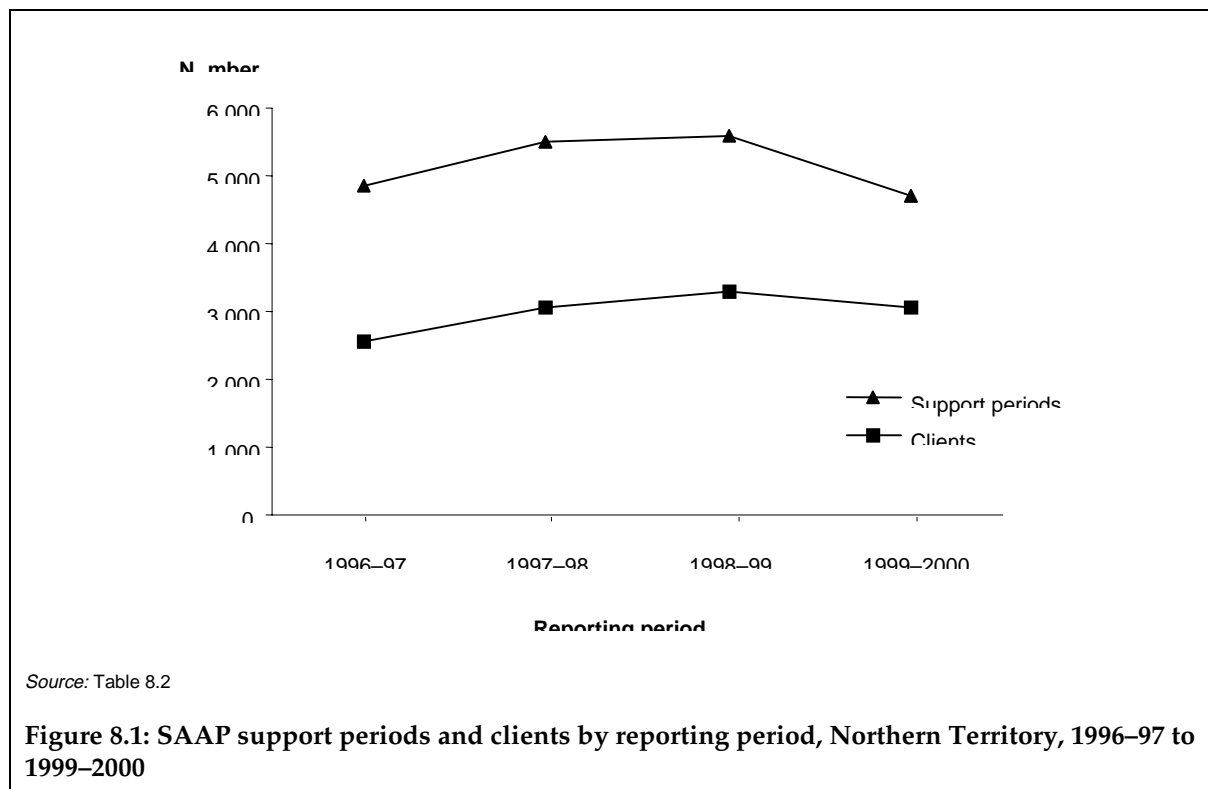
1. Table excludes high-volume records because not all items were included on the high-volume form.
2. Figures have been weighted to adjust for agency non-participation and client non-consent.
3. See example 2 in Appendix 1 (Section A1.3.1) for information about interpreting this type of table.

Source: SAAP Client Collection

8 Support from 1996–97 to 1999–2000

Between 1996–97 and 1999–2000, recurrent funding for the SAAP program in the Northern Territory rose from \$4.9m to \$6.1m, or from \$5.2m to \$6.1m in real terms. In real terms, funding levels remained almost static between 1996–97 and 1998–99, then increased by around 18% between 1998–99 and 1999–2000 (Table 8.1).

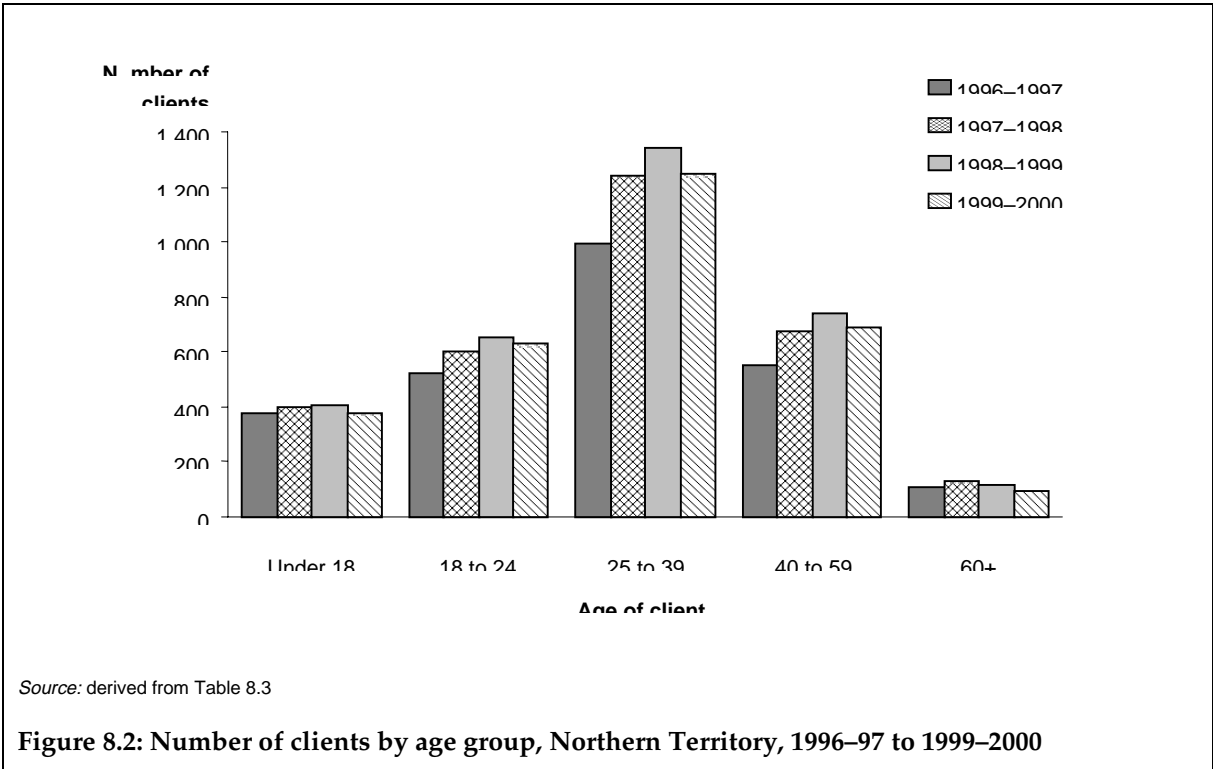
Recurrent funding to agencies had a similar pattern. From 1996–97 to 1999–2000 recurrent funding to SAAP agencies increased from \$4.8m in 1996–97 to \$5.7m in 1999–2000 (Table 8.1). In real terms this represented an increase of 13%, most of which occurred in 1999–2000, when agencies experienced a 12% increase in funds over the previous year. Some of this rise was due to additional funding needed to cover wage increases due to the introduction of the Social and Community Services Award in the sector.



There would seem to be a clear relationship between funds available to agencies and the amount of support they can provide for homeless people and people at risk of becoming homeless. Nevertheless, an increase in funding to agencies does not automatically translate either into more resources being spent on each support period or client or into more clients being supported on more occasions. The actual funding outcome per client or support period depends on a number of factors, among them the demand for assistance, the types of services that clients need, the ability of agencies to meet those needs, and the costs agencies incur in providing services.

Overall, as illustrated in Figure 8.1, it is estimated that there were 4,850 support periods in 1996–97. This increased to 5,500 in 1997–98, rose again slightly to 5,600 the next year, then dropped to a 4-year low of 4,700 in 1999–2000. The number of clients provided with SAAP services showed a slightly different pattern over the 4 years, rising from 2,550 in 1996–97 to 3,050 in 1997–98; another increase in 1998–99 to 3,300 was followed by a small drop to 3,050 in 1999–2000. The average number of support periods per client showed a downward trend from a high in 1996–97 of 2.2 to the 1999–2000 rate of 1.9 (Table 8.2).

Just as client numbers have fluctuated since 1996–97, so too has the prevalence of SAAP use in the community. Prevalence was highest in 1998–99, with 211 people becoming SAAP clients for every 10,000 people aged 10 or older in that year (Table 8.2). The lowest rate over the 4 years was in 1996–97, when 172 people used SAAP services at some time during the year for every 10,000 people aged 10 and over in the population. As noted earlier in Chapter 3, these rates were considerably higher than in any other State (AIHW2000b:10).

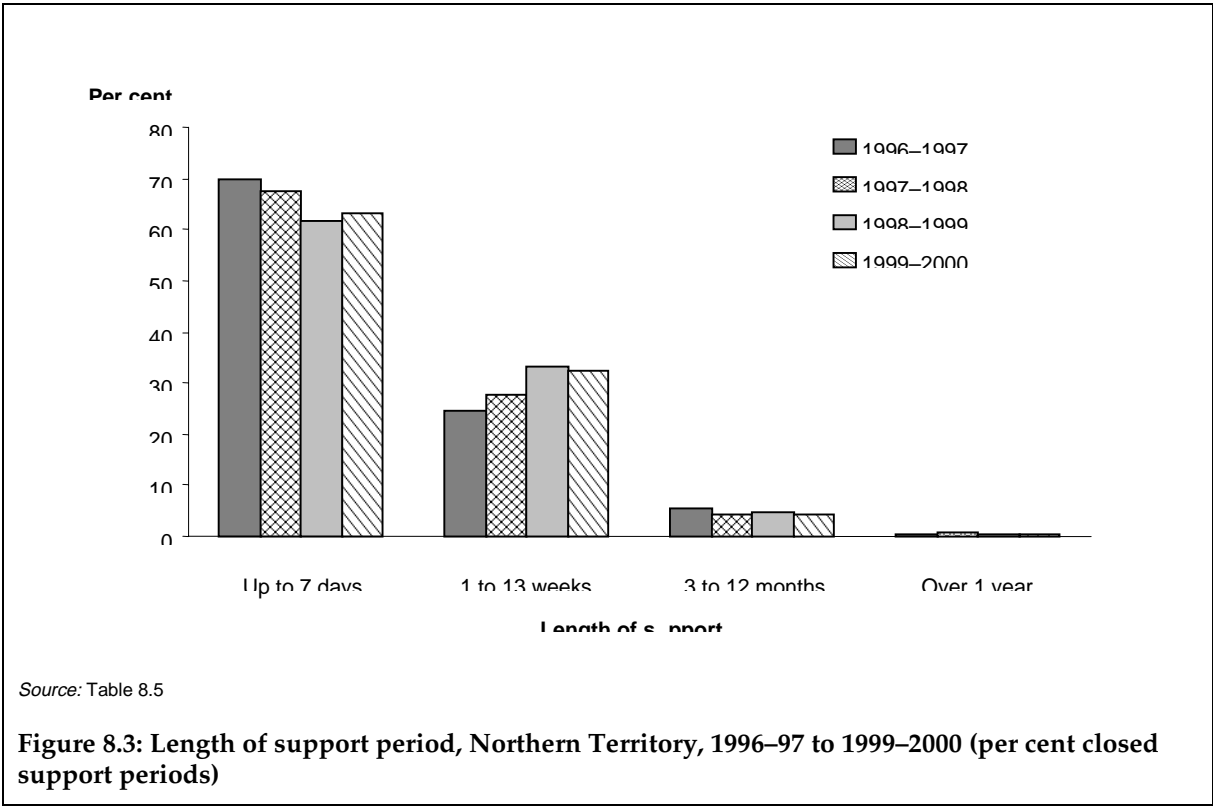


Although the number of clients and support periods has not been steadily increasing, it would be erroneous to infer that the amount of support being provided by SAAP agencies has been decreasing. There is some evidence that the profile both of clients and of the support being provided has been changing over time.

The average age of clients has shown little variation over the 4 years of the National Data Collection, hovering between 30 and 31 years (Table 8.3). There were, however, some falls over the last year in the proportion of clients aged under 25 and a rise in the proportion of clients aged 25–29 years. In absolute terms (as illustrated in Figure 8.2), over the first three years there was a steady increase in the number of clients in the under 60 age groups. Then in 1999–2000, numbers dropped back to around the 1997–98 levels.

There are indications that the way support is being delivered has changed over the years. Since 1996–97, for example, there has been a large increase in the proportion of support periods in which support plans have been used (Table 8.4): from being used in 26% of support periods in 1996–97 to being used in 63% of support periods in 1999–2000. Over the same period, the proportion of support periods in which support plans were not thought to

be appropriate dropped from 50% to 24%. By 1999–2000 support plans were being used in 83% of support periods for which they were thought to be appropriate—that is, not counting those support periods in which case plans were considered inappropriate. This compares with 52% in 1996–97 (derived from Table 8.4).



As the use of support plans has increased so too has the duration of support. The nature and direction of any causal relationship is not known at this stage, but there has been a small but fairly steady shift from support periods lasting 1 week or less towards longer periods. In 1996–97, 70% of support periods that finished in that year lasted 1 week or less; by 1999–2000 this proportion had fallen to 63% (Figure 8.3). The major influence on the decline was a reduction in the proportion of support periods lasting 1 day or less—37% in 1996–97 compared with 28% in 1999–2000 (Table 8.5). There has been little change, however, in either the mean or median length of support over this time. In 1996–97 the median length of support was 3 days, and in 1999–2000 it was 4 days, while the mean length has remained at 21 days for the last 3 years.

8.1 Tables

Table 8.1: SAAP funding to agencies and mean funding per support period and client: current and constant 1999–2000 dollars, by reporting period, Northern Territory, 1996–97 to 1999–2000

Reporting period	Total recurrent funding	Funding to agencies	Current \$	
			Funding per support period	Funding per client
1996–97	4,873,000	4,751,000	980	1,870
1997–98	4,961,000	4,834,000	880	1,580
1998–99	5,082,000	4,955,000	880	1,510

1999–2000	6,129,000	5,677,000	1,200	1,850
		Constant 1999–2000 \$		
1996–97	5,166,000	5,037,000	1,040	1,980
1997–98	5,184,000	5,052,000	920	1,650
1998–99	5,189,000	5,059,000	900	1,540
1999–2000	6,129,000	5,677,000	1,200	1,850

Notes

1. Funding per support period and client are based on recurrent allocations to agencies.
2. Support period figures have been weighted to adjust for agency non-participation.
3. Client figures have been weighted to adjust for agency non-participation and client non-consent.
4. Total recurrent funds for 1999–2000 include \$294,000 provided through the Partnerships Against Domestic Violence Program.

Sources: SAAP Administrative Data and Client Collections; AIHW 1997, 1999, 2000a; FaCS unpublished data; ABS 2000b

Table 8.2: SAAP support periods and clients by reporting period, Northern Territory, 1996–97 to 1999–2000

	1996–97	1997–98	1998–99	1999–2000
Support periods	4,850	5,500	5,600	4,700
Clients	2,550	3,050	3,300	3,050
Support periods per client	2.24	2.04	2.14	1.92
Clients per 10,000 population 10+	172	201	211	193

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 0.
3. Numbers of clients in this table relate to clients that *ever* received assistance from a SAAP agency in the Northern Territory. In the national report (AIHW 2000b:10, 51, 52), however, numbers of clients relate to clients that *first* received assistance in the Northern Territory, and so these numbers will be different. Numbers of support periods per client and clients per 10,000 population are also affected by this difference.
4. Some of the support periods for clients may have been at agencies in another State or Territory. Consequently, the number of clients multiplied by the average number of support periods for these clients is greater than the number of support periods provided within the Northern Territory.
5. 'Clients per 10,000 population 10+' shows how many people out of every 10,000 aged 10 and over in the general population become clients of SAAP. The rate is estimated by comparing the number of SAAP clients aged 10 and over with the estimated resident population aged 10 and over at 30 June just prior to the reporting period.
6. Support period figures have been weighted to adjust for agency non-participation.
7. Client figures have been weighted to adjust for agency non-participation and client non-consent.

Sources: SAAP Administrative Data and Client Collections; ABS 2000a

Table 8.3: SAAP clients: age of client by reporting period, Northern Territory, 1996–97 to 1999–2000 (per cent)

Age of client	1996–97	1997–98	1998–99	1999–2000
Under 15 years	1.5	1.7	2.4	1.4
15–17 years	8.8	11.4	11.0	9.9
18–19 years	9.5	9.5	9.3	7.0
20–24 years	18.1	17.1	16.2	16.5
25–29 years	14.5	14.3	14.4	16.0
30–34 years	14.3	13.3	14.2	14.6
35–39 years	13.0	11.0	11.3	11.7
40–44 years	7.2	9.0	8.6	8.6
45–49 years	5.9	5.1	5.2	6.3
50–54 years	3.1	3.3	3.8	3.5
55–59 years	1.3	1.6	2.0	1.8
60–64 years	1.2	1.1	0.8	1.3
65 years and over	1.5	1.5	0.8	1.4
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total number	2,550	3,050	3,250	3,050
Mean age (years)	30.5	30.3	30.1	31.1

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 30.
3. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: SAAP Client Collection

Table 8.4: SAAP closed support periods: existence of a support plan by reporting period, Northern Territory, 1996–97 to 1999–2000 (per cent)

Existence of support plan	1996–97	1997–98	1998–99	1999–2000
Support plan	26.1	49.5	68.1	63.0
No support plan	23.9	20.3	10.6	13.4
Not appropriate	50.0	30.3	21.4	23.7
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (number)	3,100	4,250	4,450	3,650

Notes

1. Number excluded due to errors (weighted): 47.
2. Number excluded due to omissions (weighted): 1,056.
3. Excludes high-volume records because not all items were included on the high-volume form.
4. Figures have been weighted to adjust for agency non-participation.

Source: SAAP Client Collection

Table 8.5: SAAP closed support periods: length of support by reporting period, Northern Territory, 1996–97 to 1999–2000 (per cent)

Length of support	1996–97	1997–98	1998–99	1999–2000
Less than 1 day	16.8	20.1	14.8	10.7
1 day	19.9	17.8	15.8	17.4
2 days	10.7	8.4	9.8	11.4
3 days	9.0	8.1	7.4	8.3
4 days	4.9	4.4	4.8	5.6
5 days	3.2	3.6	3.6	4.0
6 days	2.8	2.7	3.0	3.0
7 days	2.4	2.5	2.5	2.7
>1–2 weeks	7.5	8.8	10.3	10.3
>2–4 weeks	6.6	7.9	11.3	9.7
>4–13 weeks	10.3	11.0	11.6	12.2
>13–26 weeks	4.3	2.8	3.1	3.1
>26–52 weeks	1.3	1.3	1.4	1.1
>52 weeks	0.4	0.9	0.5	0.5
<i>Total (%)</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (number)	4,450	5,200	5,400	4,350
Mean length (days)	20	21	21	21
Median length (days)	3	3	4	4

Notes

1. Number excluded due to errors (weighted): 0.
2. Number excluded due to omissions (weighted): 384.
3. Figures have been weighted to adjust for agency non-participation.

Source: SAAP Client Collection

Appendix 1: The data

A1.1 The National Data Collection

The National Data Collection has been providing annual information on the provision of assistance through the Supported Accommodation Assistance Program (SAAP) since 1996–97. The Australian Institute of Health and Welfare has had the role of National Data Collection Agency (NDCA) since the collection's inception.

The National Data Collection consists of distinct components, each of which can be thought of as a separate collection. Currently, four collections are run annually: the Client Collection, the Administrative Data Collection, the Unmet Demand Collection and the Casual Client Collection.

- The Client Collection is the main component. It collects information about all clients receiving support under SAAP of more than 1 hour's duration. Data are recorded by service providers during, or immediately following, contact with clients and are then forwarded to the NDCA after clients' support periods have ended or, for ongoing clients, at the end of the reporting period (31 December and 30 June). Data collected include basic socio-demographic information and information on the services required by, and provided to, each client. Information about each client's situation before and after receiving SAAP services is also collected. A full-scale trial of the Client Collection, involving all agencies across Australia, began in March 1996 and the collection proper began on 1 July 1996. The collection has continued, with some refinements to the data items introduced in July each year.
- The Administrative Data Collection consists of general information about the agencies providing accommodation and support services to people who are homeless or in crisis. Details about these agencies are forwarded to the NDCA by the community service departments that administer SAAP in each State and Territory. The information provided for the Administrative Data Collection includes the client target group of each agency and its principal activity, together with details of funding and staffing capacity where these are available.
- The Unmet Demand Collection is conducted annually over a two-week period. It measures the level of unmet demand for SAAP services by collecting information about the number of requests for support or accommodation from SAAP agencies that are not met, for whatever reason.
- The two-week Casual Client Collection is conducted annually in May–June to elicit information about short-term or one-off assistance provided to homeless people.

There is also provision in the National Data Collection for a limited number of special issues surveys. A collection on SAAP clients with no income or very low income was conducted in May–June 2000 and is the subject of a separate report to be released later in 2001.

This current report covers only accommodated clients and clients who received support lasting longer than 1 hour. Consequently, it uses only information collected in the Client and Administrative Data Collections. A further report examining demand for SAAP services,

including data from the 1999–2000 Casual Client and Unmet Demand Collections, will be released later in 2001.

A1.2 The Client Collection

As noted, the Client Collection obtains information about all clients receiving SAAP support lasting more than 1 hour. To ensure that the data collected accurately reflect the work done under the auspices of the program, it is important that there is a high level of participation among SAAP-funded agencies. Overall, the participation rate for the Client Collection has been very satisfactory. In 1999–2000 in the Northern Territory, 97% of SAAP agencies providing support and/or accommodation to SAAP clients participated in the collection (Table A1.1). This is down slightly from the 100% participation rate obtained for 1998–99 (AIHW 2000a:8).

In assessing the quality of data in any collection, it is important to consider not only overall participation rates but also the degree to which data collection forms returned are complete. All data collections and surveys invariably have some missing data—this does not necessarily undermine the validity or reliability of information obtained. However, high levels of non-response to particular questions mean that some caution should be exercised when interpreting the data because the results may not fully reflect the entire population of interest.

In this context it should be noted that the protocols established for the National Data Collection require that ‘SAAP clients provide information in a climate of informed consent’ (SAAP 1996). If clients’ consent is not obtained, only a limited number of questions can be completed on data collection forms, and an ‘alpha code’ is not recorded. Alpha codes are used to create a linkage key, which allows data collected on separate occasions from the same client to be combined without identifying the client. Thus alpha codes allow enumeration of actual *clients* in addition to occasions of support.

Across the Northern Territory, consent and valid alpha codes with consent (termed ‘valid consent’) were obtained from clients in 85% and 75% of support periods, respectively (Table A1.1). These rates were similar to those obtained the previous year (AIHW 2000a:8). Valid consent was obtained for 60% of support periods in the South region and for 80% in the North. Valid consent rates also varied considerably with primary target group, from a low of 47% for agencies targeting women escaping domestic violence to a high of 97% for agencies targeting single men.

It should also be noted that some participating SAAP agencies are classified as ‘high-volume’ agencies. These agencies, characterised by having a high client turnover, complete high-volume data collection forms which collect only a subset of Client Collection data items. Information from these forms therefore appears only in tables using data from this subset of items—other tables are restricted to information from general agencies. There were 432 high-volume forms returned (9% of the total) during the reporting period (Table A1.1). Appendix 2 contains copies of the general client form and high-volume client form.

Table A1.1: SAAP Client Collection: agency participation rates and forms returned with informed consent and valid consent, by region and primary target group, Northern Territory, 1999–2000

	Agencies		Forms returned		
	Total	Participation rate	Total	Consent	Valid consent
Region	Number	%	Number	%	%
South	7	100.0	1,280	90.1	59.8
North	23	95.7	3,279	83.1	80.2
Total	30	96.7	4,559	85.1	74.5
Primary target group					
Young people	9	100.0	995	76.7	75.0
Single men only	6	100.0	1,392	97.8	96.6
Women escaping domestic violence	5	100.0	1,392	76.3	46.6
Other	10	90.0	780	88.8	84.2
Total	30	96.7	4,559	85.1	74.5

Notes

1. Based on forms returned from agencies 'in scope' for the Client Collection during the reference period. Not all agencies funded under SAAP are required to participate in the Client Collection. For example, agencies which only provide support to other agencies or which only provide casual assistance lasting less than 1 hour are not required to participate in the collection. Consequently, some agencies funded under SAAP (see Chapter 2) are not included in this table.
2. 'Agencies' refers to the number of agencies that should have been participating in the reference period.
3. 'Valid consent' here refers to all forms with a valid alpha code that were answered with consent (see 'alpha code' in glossary).
4. Of the 4,599 forms returned, 432 were high-volume forms.
5. Primary target group 'other' includes 'single women only', 'families' and 'cross-target, multiple, or general target' agencies

Sources: SAAP Administrative Data and Client Collections

A1.2.1 Adjusting for agency non-participation and client non-consent in the Client Collection

As noted, the 1999–2000 Client Collection achieved an agency participation rate of 97% and a valid consent rate of 75% in the Northern Territory. This means that no forms were obtained from clients presenting at the 3% of SAAP agencies that did not participate in the Client Collection. In addition, valid consent was not obtained for 25% of support periods at participating SAAP agencies, so that either personal information about these clients was not recorded on the forms for these support periods or the data could not be used because a valid alpha code was not provided. In order to provide accurate data about all clients presenting at SAAP agencies, the data collected in the Client Collection must be adjusted for agency non-participation, if necessary, and client non-consent.

The simplest way of adjusting for non-participation and non-consent is to scale up estimates at the total level. This assumes that, on average, the demographic characteristics and circumstances of people are the same regardless of whether or not data about them were reported to the NDCA. There may, however, be some differences between the profiles of support periods with and without consent. Consequently, distributions based only on support periods with consent may differ from those that would have been obtained had consent been provided in all cases. The varying valid consent rates by region and primary target group (see Table A1.1) suggest that there are differences between support periods with and without consent. The Australian Institute of Health and Welfare has therefore developed an adjustment scheme that allows for differences between support periods with consent and those without. The scheme also adjusts estimates to allow for agency non-participation (if this occurs), for clients who give valid consent for some support periods but

not for others (referred to as 'mixed consent'), and for clients who do not give consent in any of their periods of support. The scheme is outlined below.

There is no strictly objective method that can be applied to the data from the Client Collection to adjust estimates for incomplete response. Karmel (1999:23, 26) describes the statistical assumptions underlying the adjustment scheme developed by the Institute; it has the following features:

- The collection is divided into specified groups, or strata. Within the strata it is assumed that support periods with valid consent (that is, with consent and a valid alpha code) represent support periods without valid consent. This means that the characteristics of support periods within each stratum are assumed not to depend on whether valid consent was obtained. The strata are defined in terms of characteristics available for all support periods in participating agencies.
- If there are any non-participating agencies within a State or Territory it is assumed that, on average, participating and non-participating agencies provide a similar volume and profile of support.
- Some clients have mixed consent. Assumptions about the extent and nature of mixed consent are made to estimate the number of clients and the average number of support periods per client. Adjustments made for clients with mixed consent within subgroups are derived using simulation techniques and by-product data from the Client Collection.
- For support periods, two weights for adjusting estimates are derived:
 - *a non-participation weight*—a range of information is available for all support periods in participating agencies, and estimates using these data are adjusted only for agency non-participation;
 - *a full non-participation non-consent weight*—for estimates using data that require consent, weights that adjust for both agency non-participation and client non-consent are used.

It is possible for these two weighting schemes to give slightly different estimates for the same item. Since estimates derived using the non-participation weights are based on a much larger sample of support periods than those using the full non-participation non-consent weights, the former (where available) are preferred because of their greater accuracy.

- For clients, only one weight is derived since valid consent is required to derive these estimates.
- A non-participation weight is derived for each support period in participating agencies, and a full non-participation, non-consent weight is derived for each support period with valid consent. A client weight is derived for each client with at least one support period with valid consent. Estimates of totals are then found by summing the relevant weights for each support period or client with the characteristics of interest.
- In estimates of numbers of clients, inaccuracies caused by identical linkage keys for a small number of clients and changing linkage key information for the same client are not considered in the adjustment scheme.

In this report nearly all estimates obtained using data from the Client Collection have been adjusted for agency non-participation and, where applicable, client non-consent using the scheme just outlined. However, unadjusted estimates are presented at the regional level because the above scheme was developed for national and state-level estimates and is not appropriate for regional estimates. No other adjustments have been made for errors or omissions or for data not obtained as a result of question exclusions on the high-volume form.

A1.3 Interpretation of tables

When interpreting the tables in this report, a number of points should be noted.

- The main unit used in the table (for example, percentages, numbers or dollars) is shown at the end of the table title. If no unit is given there, the units used are given in the body of the table. Numbers of support periods and clients are generally rounded to the nearest 50.
- Figures have been weighted to adjust for agency non-participation and, where necessary, for client non-consent (see A1.2.1).
- Numbers of clients include all clients that ever visited SAAP agencies in the Northern Territory. Some of the support periods for these clients may have been at agencies in another State or Territory. These are included in figures relating to support periods per client.
- Records with missing data (due to either errors or omissions) are not included in the percentages or numbers in a table. Care should be taken when interpreting and using figures in a table if the numbers of errors and omissions are relatively high (as a rule of thumb, more than one-third as big as the number of records included in the table—see the ‘Total (number)’ row).
- Tables that exclude high-volume returns may not reflect patterns of SAAP use among all support periods because high-volume agencies may provide different services and have a different clientele when compared with general agencies.
- Components may not add to totals due to rounding.
- In a number of tables clients may have more than one response, so percentages will not total 100%. A note to the table will indicate whether this is the case.
- Where percentages sum to 100%, the rows above the ‘Total’ row sum to 100%. In the ‘Total (%)’ row, the figures to the left of ‘100.0’ sum to 100%.
- A number of tables have Northern Territory population data included. This is to allow comparisons between SAAP clients and the general population.

In general, numbered notes at the bottom of the tables indicate:

- the number of records excluded from the table because of errors in the data;
- the number of records excluded from the table because of omissions in the data;
- whether or not the relevant data were available from high-volume agencies;
- which weights have been used—that is, whether non-participation weights or full non-participation, non-consent weights were used; and
- any additional information needed to interpret the table.

A1.3.1 Examples

Two examples of how to interpret tables follow. The reference letters in the statements below correspond with bracketed letters in the relevant table, to show which number is being discussed. The figures have been rounded in the discussion, as they have been in the body of the report.

Example 1

The first example (Table A1.2) presents information on clients’ ethnicity and gender. The numbers in Table A1.2 can be interpreted as follows.

- There were 3,000 **(e)** clients in 1999–2000. (Note that this figure excludes those with missing data on gender or ethnicity. The total client number (3,050) is obtained by adding in the 77 clients excluded due to errors and omissions (see table notes 1 and 2) or by looking at tables with zero errors and omissions—for example, Table 3.1.)
- Forty-eight per cent of all clients were male **(d)**.
- Twenty-one per cent of male clients were Indigenous Australians **(a)**.
- On average, clients had 1.9 **(h)** support periods each.
- Male clients averaged 2.2 **(g)** support periods each.
- Male clients who were Indigenous Australians averaged 1.8 **(f)** support periods each.
- Male clients accounted for just under 43% **(i)** of all support periods.
- Indigenous Australians made up just under 29% **(c)** of all Territorians. This is considerably lower than the 43% **(b)** observed among SAAP clients, suggesting that Indigenous Australians are much more likely than people of other backgrounds in the Northern Territory to use SAAP services.

Table A1.2: Example 1 illustrating table interpretation

SAAP clients: clients and support periods per client, by ethnicity of client and gender, Northern Territory, 1999–2000

Ethnicity	Male	Female	Total		Northern Territory population 1996	
	%	%	%	Number	%	Number
Indigenous Australian	(a) 20.6	63.1	(b) 42.8	1,300	(c) 28.5	51,900
Non-English-speaking background	6.2	4.0	5.1	150	9.0	16,400
Other	73.2	32.9	52.1	1,550	62.5	113,600
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>..</i>	<i>100.0</i>	<i>..</i>
Total (%)	(d) 47.8	52.2	100.0	..	..	..
Total (number)	1,450	1,550	..	(e) 3,000	..	181,850
Support periods per client						
Indigenous Australian	(f) 1.75	1.76	1.76	2,250	..	..
Non-English-speaking background	1.94	1.34	1.69	200	..	..
Other	2.29	1.64	2.08	2,200	..	..
<i>Total</i>	<i>(g) 2.16</i>	<i>1.71</i>	<i>(h) 1.92</i>	<i>..</i>	<i>..</i>	<i>..</i>
Total support periods (%)	(i) 42.6	57.4	100.0	..	..	..
Total support periods (number)	1,950	2,650	..	4,600	..	..

Notes

1. Number excluded due to errors (weighted): 0 (clients).
2. Number excluded due to omissions (weighted): 77 (clients).
3. Non-English-speaking background is based on country of birth. Using ABS practice, people born in Australia, New Zealand, the United Kingdom, Ireland, Canada, the United States and South Africa are said to have an English-speaking background.
4. 'Northern Territory population 1996' refers to the estimated resident population at 30 June 1996. The figures for Indigenous Australians are from experimental estimates based on the 1996 Census. 'Other' is derived as total population minus the number of people of non-English-speaking background minus the projected number of Indigenous Australians.
5. Numbers of clients include all clients that ever visited Northern Territory SAAP agencies. Some of the support periods for these clients may have been at agencies in another State or Territory. Support periods per client include these additional support periods. However, total numbers of support periods relate only to those provided within the Northern Territory.
6. Figures have been weighted to adjust for agency non-participation and client non-consent.

Sources: SAAP Client Collection, ABS 1999, ABS 1998.

Example 2

The second example demonstrates how to interpret tables that present data on the circumstances of clients before and immediately after support. Chapter 7 contains this type of table. The discussion relates to Table A1.3, which contains data on the source of clients' income before and immediately after a support period.

- The table presents data on closed support periods for the period of 1999–2000 in the Northern Territory. The first section of the table (a) singles out those closed support periods in which clients said they needed assistance to obtain a government pension or benefit. This section shows the income status of this subset of clients before (c) and immediately after (d) support, thus indicating whether SAAP services assisted clients in obtaining the benefits or pensions they said they required.
- The second section of the table (b) deals with all closed support periods with a view to showing the income status of all clients before (e), and immediately after (f), support.
- A large number of support periods had missing data for main source of income either before—200 (m)—and/or immediately after—450 (n)—support.
- In addition, support periods with data reported using the high-volume form did not have all the required information recorded and thus were excluded from the table (q)

(see note 4, Table A1.1). Consequently, the percentages in the table may not reflect the income status of all clients before and after support and may be considered indicative only. In particular, the number of support periods given in the table in the 'Total (number)' row is lower than the actual total number of closed support periods (see Table 6.1).

- Among all closed support periods, 3,700 **(k)** had complete income data before support while 3,500 **(l)** had complete income data after support.
- There was a total of 3,900 **(p)** closed support periods (excluding support periods at high-volume agencies); clients requested assistance to obtain a pension or benefit in 450 **(o)** of these.
- Among all closed support periods, 8% **(i)** were for clients who had no income and were not awaiting a pension or benefit before a support period.
- In comparison, immediately after support clients had no income and were not awaiting a pension or benefit in 6% **(j)** of all closed support periods.
- Of the closed support periods where clients said they needed assistance to obtain a pension or benefit, 30% **(g)** had no income and were not awaiting a pension or benefit before support. This can be compared with 8% **(i)** for all closed support periods.
- Of the closed support periods where clients said they needed assistance to obtain a pension or benefit, 17% **(h)** had no income and were not awaiting a pension or benefit immediately after support. This can be compared with 30% **(g)** before support and with 6% **(j)** of all closed support periods after support.

Table A1.3: Example 2 illustrating table interpretation

SAAP closed support periods: source of income immediately before and after a support period, Northern Territory, 1999–2000 (per cent)

Source of income	(a) Closed support periods in which clients needed assistance to obtain a pension or benefit		(b) All closed support periods	
	(c) Before	(d) After	(e) Before	(f) After
No income	(g) 29.5	(h) 16.9	(i) 8.2	(j) 6.1
No income, awaiting pension/benefit	4.6	5.7	1.6	1.3
Government pension/benefit	58.8	72.7	82.3	83.1
Other	7.1	4.8	7.9	9.5
<i>Total</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>	<i>100.0</i>
Total (with valid data)	450	400	(k) 3,700	(l) 3,500
Number with missing data	<25	50	(m) 200	(n) 450
Total (number)	(o) 450	450	(p) 3,900	3,900

Notes

1. Table excludes high-volume records because not all items were included on the high-volume form **(q)**.
2. Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: SAAP Client Collection

A1.4 Counting rules used in the analysis

In the tables in this report the following rules have been used when counting clients or support periods in particular groups.

Accommodation type	<p>The SAAP Client Collection specifies 22 distinct categories of clients' accommodation. In this report, the categories are combined into 10 groups as follows:</p> <ul style="list-style-type: none">• SAAP or other emergency housing, for those in any SAAP- or CAP-funded accommodation and non-SAAP emergency accommodation;• living rent-free in house or flat;• private rental, for those renting independently in the private rental market;• public or community housing;• rooming house/hostel/hotel/caravan;• boarding in a private home;• own home, for those purchasing or living in own home;• living in a car/tent/park/street/squat;• institutional, for those residing at a hospital, psychiatric institution, prison, youth training centre, detoxification unit or rehabilitation centre, and any other government residential arrangement or other institutional setting not already specified; and• other, for those living in non-SAAP housing or accommodation not already specified.
Accompanying child visit	<p>The number of accompanying child visits is calculated by adding the number of accompanying children reported for each support period. Responses are reported as missing where an assisted group of either a person or a couple with a child or children gave no response for the number of accompanying children in any age group.</p>
Age of client	<p>The age of the client (for the Client Collection) relates to the client's age at the start of the support period; it is estimated from the client's year of birth and is either their age at the beginning of the support period or their age on the first day of the reporting period (1 July), whichever is the later.</p>
Agency	<p>A SAAP agency is included in the analyses in Chapter 2 if information about recurrent allocations was provided for 1999–2000 and the agency operated for some part of the period 1 July 1999 to 30 June 2000. Agencies that were operational only in June 2000 are not considered 'in scope' for the Client Collection, so do not contribute to the analyses in Chapters 3 to 8.</p> <p>The number and profile of agencies change each year as a result of the amalgamation or splitting of agencies, the opening of new agencies, or the reclassification of service delivery models or target</p>

groups. These changes are determined by State and Territory government departments.

Client

Client forms from operational SAAP agencies are included in the analyses presented in this report if:

- the client's support period ended in the reporting period; or
- the client's support period started on or before the end of the reporting period and was either ongoing at the end of the reporting period (30 June), or the end date of the support period was unknown and the record was entered by the NDCA before the data entry close-off date for the reporting period.

Tables detailing the characteristics of individual clients generally present data collected during the client's first support period in the Northern Territory.

Ethnicity

A client's ethnicity is determined on the basis of responses to two data items: country of birth, and Aboriginal or Torres Strait Islander identification.

The three categories reported—Indigenous Australians, people from non-English-speaking backgrounds, and people from other English-speaking backgrounds—are derived as follows:

- Indigenous Australians are considered to be those who identify as an Aboriginal person or a Torres Strait Islander.
- People from non-English-speaking backgrounds are considered to be those born in overseas countries that are not predominantly English speaking (*see non-English-speaking background*).
- All clients not classified in the above two categories are considered to be people from other English-speaking backgrounds.

If a person is considered to come from a non-English-speaking background and is also a person who identifies as an Indigenous Australian, she or he is classified as an Indigenous Australian.

Income source

The SAAP Client Collection specifies 26 distinct categories for the primary income source of clients. In this report, the categories are combined into four groups:

- no income;
- no income, registered/awaiting benefit;
- government pension/benefit including: Newstart Allowance; Youth Allowance according to whether or not the person was at home and whether or not the person was dependent; Austudy for students aged 25 years and over; Community Development Employment Program; Austudy or ABSTUDY at the standard, independent or homeless rate; Disability Support Pension; Age Pension; Parenting Payment; Special Benefit; Sickness Allowance; Partner Allowance; Department of Veterans' Affairs Support or Disability Pensions; and any other benefit or pension; and
- other income—including Workcover or compensation,

maintenance or child support, wages or salary or income from a client's own business, spouse or partner's income, and any other income source not specified above.

Living situation

The SAAP Client Collection specifies 14 distinct categories for the living situation of clients. In this report, the categories are combined into eight groups:

- with parents (for those living with both parents), with one parent and a parent's spouse or partner, or with one parent;
- with foster family;
- with relatives/friends short-term;
- with relatives/friends long-term;
- with spouse/partner, with or without child(ren);
- alone with child(ren);
- with other unrelated persons; and
- other, being any other living situation not already specified.

Mean

For non-funding support period or client level items, the mean value of an item is the weighted arithmetic average of the item using relevant records with valid values.

For funding items, the mean is the total funding as reported, divided by the relevant number of units. For funding per support period or per client, weighted estimates of support periods or clients are used in this division.

Median

The median is the fiftieth percentile of a distribution. This is the value of an item such that half (using weights) of relevant records with valid values are below this value, and half are above it.

Missing values

Records or forms that are not available for analysis are indicated in table notes. The number of such records for each table is calculated in the following order of precedence:

- records not available because client data were collected on high-volume forms (specific numbers not presented);
- records not available because of errors; and
- records not available because of omissions.

In tables involving subpopulations of support periods or clients, it is impossible to determine whether a given record should be included or excluded if data are missing for the variable(s) defining the subpopulation in the analysis. Such records are not included in the missing count for these tables.

Non-English-speaking background	<p>A person is considered to come from a non-English-speaking background if they were born in a country other than Australia or other than the following countries:</p> <ul style="list-style-type: none"> • Canada; • the Republic of Ireland; • New Zealand; • South Africa; • the United Kingdom, comprising England, Scotland, Wales and Northern Ireland; or • the United States of America. <p>People who migrate to Australia from these countries are considered likely to speak English.</p>
Ongoing support period	<p>A support period is considered ongoing at the end of the reporting period if each of the following conditions is true:</p> <ul style="list-style-type: none"> • No support end-date is provided. • No after-support information is provided. • The corresponding client form was received in the month following the end of the reporting period. <p>Ongoing support periods are not included in tables relating to duration of support or accommodation, or to the circumstances of clients before and after support.</p>
Percentages	<p>Percentages presented in the report are based on valid values only; that is, records without values for the relevant data item are excluded from the denominator before percentages are calculated.</p>
Region	<p>Administrative regional classifications developed by Territory Health Services are used in this report. The classification consists of two groups:</p> <ul style="list-style-type: none"> • North, and • South.
SAAP accommodation	<p>The SAAP Client Collection specifies six distinct types of SAAP accommodation that may be provided to clients. In this report, the six types are combined into three groups:</p> <ul style="list-style-type: none"> • crisis or short-term accommodation; • medium- to long-term accommodation; and • other SAAP-funded accommodation, which comprises accommodation in hostels, motels, hotels and caravans, community placements and other SAAP-funded arrangements.
Support	<p>The Client Collection specifies 31 distinct types of support and allows agencies to record other types of support not listed on the data form. This report presents individual support types and includes a subtotal for six distinct groupings.</p> <p>The major classifications are:</p> <ul style="list-style-type: none"> • housing or accommodation services—SAAP or CAP

accommodation, assistance to obtain short-term accommodation, and assistance to obtain independent housing;

- financial or employment assistance—assistance to obtain a benefit or pension or other government allowance, employment and training assistance, financial assistance or material aid, and financial counselling;
- counselling—incest or sexual abuse counselling, domestic violence counselling, family or relationship counselling and support, emotional support and other counselling;
- general support and advocacy—living skills and personal development assistance; assistance with legal issues or court support; advice or information; retrieval, storage or removal of personal belongings; and advocacy or liaison on behalf of clients;
- specialist services—psychological services, psychiatric services, pregnancy or family planning support, drug or alcohol support or rehabilitation, physical disability services, intellectual disability services, culturally appropriate support, interpreter services, and health or medical services; and
- other support—meals, laundry or shower facilities, recreation, transport, brokerage services, and other support not elsewhere specified.

Support periods on the 15th of the month

Support periods on the 15th of the month include those support periods that:

- started on the 15th of the month;
- ended on the 15th of the month; or
- included the 15th of the month within the period of support.

Information on the status of a support period on the 15th of the month is missing if the end date of support is not known, the support period was not ongoing (see *ongoing support period*) and the support period did not start on the 15th of the month. Support periods that started on or before the 15th of the month, but which were ongoing at the end of the financial year, are included in the count.

Support to accompanying children

The SAAP Client Collection specifies six distinct types of support to accompanying children and allows agencies to record other types of support not listed on the data form. The different types of support have been combined into four groups for this report:

- counselling—including help with behavioural problems, sexual or physical abuse counselling, and counselling and support for children;
- child care or kindergarten/school liaison;
- access arrangements; and
- other support not elsewhere specified.

Support for accompanying children is recorded on only one parent's form when a couple presents to an agency.

Target group

The SAAP Administrative Data Collection specifies six distinct target groups for SAAP agencies:

- agencies targeted at young people—those that predominantly provide support for young people who are independent, are above the school-leaving age for the State or Territory concerned, and present to agencies unaccompanied by a parent or guardian;
- agencies targeted at single men only—those that predominantly provide support for males who present without a partner or children;
- agencies targeted at single women only—those that predominantly provide support for females who present without a partner or children;
- agencies targeted at families—those that predominantly provide support to people who present as a family (defined as a group of two or more persons who usually live in the same household and who are related to each other by blood, *de facto* or *de jure* marriage or adoption);
- agencies targeted at women and women with children escaping domestic violence—those that predominantly provide support for women and women accompanied by their children, who are homeless or at risk of becoming homeless as a result of violence and/or abuse; and
- cross-target, multiple target and general target agencies—those that target more than one client group.

Agencies may also have a secondary target group: for example, people who are of Aboriginal or Torres Strait Island descent, people from non-English-speaking backgrounds or people with some other special characteristic.

Appendix 2: SAAP NDCA Client Collection forms

General client and high-volume forms here

References

- Australian Bureau of Statistics (ABS) 1998. Experimental projections, Aboriginal and Torres Strait Islander population, June 1991–June 2001. ABS Cat. No. 3231.0. Canberra: ABS.
- Australian Bureau of Statistics (ABS) 1999. Migration, Australia 1997–98. ABS Cat. No. 3412.0. Canberra: ABS.
- Australian Bureau of Statistics (ABS) 2000a. Australian demographic statistics. ABS Cat. No. 3101.0. Canberra: ABS.
- Australian Bureau of Statistics (ABS) 2000b. National income, expenditure and product: Australian national accounts, June quarter 2000. ABS Cat. No. 5206.0. Canberra: ABS.
- Australian Institute of Health and Welfare (AIHW) 1997. SAAP National Data Collection annual report 1996–97 Northern Territory. AIHW Cat. No. HOU 38. Canberra: AIHW (SAAP NDCA report. Series 2).
- Australian Institute of Health and Welfare (AIHW) 1998. SAAP National Data Collection collectors manual. Canberra: AIHW.
- Australian Institute of Health and Welfare (AIHW) 1999. SAAP National Data Collection annual report 1997–98 Northern Territory. AIHW Cat. No. HOU 38. Canberra: AIHW (SAAP NDCA report. Series 3).
- Australian Institute of Health and Welfare (AIHW) 2000a. SAAP National Data Collection annual report 1998–99 Northern Territory. AIHW Cat. No. HOU 38. Canberra: AIHW (SAAP NDCA report. Series 4).
- Australian Institute of Health and Welfare (AIHW) 2000b. SAAP National Data Collection annual report 1999–2000 Australia. AIHW Cat. No. HOU 38. Canberra: AIHW (SAAP NDCA report. Series 5).
- Department of Human Services and Health and Department of Primary Industries and Energy 1994. Rural, Remote and Metropolitan Areas Classification 1991 census edition. Canberra: AGPS.
- Karmel R 1999. SAAP National Data Collection: adjustment methods for incomplete coverage. Canberra: AIHW.
- Supported Accommodation Assistance Program (SAAP) 1996. SAAP data and research resource folder. Canberra: AGPS.