NATIONAL AGREEMENT ON SOCIAL HOUSING AND HOMELESSNESS

An agreement between:

- the **Commonwealth of Australia;** and
- the **States and Territories of**
  - New South Wales
  - Victoria
  - Queensland
  - Western Australia
  - South Australia
  - Tasmania
  - the Australian Capital Territory, and
  - the Northern Territory.

This Agreement will help people who are experiencing, or at risk of, homelessness and support the effective operation of Australia's social housing and homelessness services sectors.

National Agreement on Social Housing and Homelessness

OVERVIEW

1. The National Agreement on Social Housing and Homelessness (the Agreement) is created subject to the provisions of the *Federal Financial Relations Act 2009* (Cth) (the FFR Act) and the Intergovernmental Agreement on Federal Financial Relations (IGA FFR). It should be read in conjunction with the FFR Act, the IGA FFR and its Schedules, which provide information in relation to conditions for the States and Territories' (the States) receipt of Commonwealth financial assistance, monitoring and reporting, and payment arrangements.

Purpose

2. This Agreement will help people who are experiencing, or at risk of, homelessness and support the effective operation of Australia's social housing and homelessness services sectors.

3. In entering this Agreement, the Commonwealth and the States acknowledge they have a mutual interest in preventing homelessness and improving social housing, with particular regard to those experiencing disproportionate housing inequality and disadvantage.

4. This Agreement forms part of, and complements, a broader set of Commonwealth and State housing initiatives and joint Agreements.

5. This Agreement reinforces the Commonwealth and States' collective commitment to the National Agreement on Closing the Gap, including the Priority Reforms.

6. The Parties acknowledge that there are a range of factors outside the scope of this Agreement that impact the need for social housing and homelessness services.

Reporting Arrangements

7. This Agreement aims to improve transparency, data and reporting. The States will deliver a number of outputs, as set out in Part 2 – Objective, Principles and Outputs. These include annual reporting against the National Outcomes Framework and Statements of Assurance, as set out in Part 4 – Monitoring and Reporting.

Financial Arrangements

8. As set out in Part 5 – Financial Arrangements, in 2024-25, the Commonwealth will provide an estimated financial contribution to the States of $1,779.0 million (GST exclusive) in respect of this Agreement, and the Commonwealth's financial contribution will be indexed annually.

PRELIMINARIES

9. This Agreement is a primary housing agreement for the purposes of Section 15C of the FFR Act. Bilateral schedules are supplementary housing agreements for the purposes of Section 15C of the FFR Act.

10. This Agreement is intended to provide financial assistance to support the delivery of social housing and homelessness services, and projects, the impact of which is to be monitored in line with the outcomes of this Agreement, as set out in the National Outcomes Framework (Schedule A).

    (a) This Agreement continues the long history of cooperation between the Commonwealth and States to improve housing outcomes dating back to 1945. These joint efforts have generally been directed to those most in need through social housing and homelessness services, and recognise the significant economic and social benefits of secure housing.

PART 1 – FORMALITIES

Parties to this Agreement

11. This Agreement is between the Commonwealth of Australia (the Commonwealth) and the States and Territories (the States).

Term of the Agreement

12. This Agreement will commence on 1 July 2024, or when the Commonwealth and one other Party sign it, whichever is later. This Agreement may be reviewed, varied or terminated as set out in Part 3 – Governance Arrangements.

13. The Parties' ongoing commitment to funding social housing and homelessness services is not limited by the term of this Agreement.

14. Any bilateral schedules will commence once the Commonwealth and the relevant Party sign them.

15. Unless terminated earlier as agreed in writing by the relevant Parties, bilateral schedules will expire no later than 30 June 2029.

PART 2 – OBJECTIVE, PRINCIPLES AND OUTPUTS

Objective

16. The overarching objective of this Agreement is to help people who are experiencing, or at risk of, homelessness and support the effective operation of Australia's social housing and homelessness services sectors.

Principles

17. In implementing the Agreement, the Parties agree to uphold a joint stewardship model where:

    (a) transparency and accountability of public spending is to the Australian people

    (b) data and evidence are shared to help drive reflection, continuous improvement and lessons that can be applied around the country

    (c) there is sufficient flexibility for governments to deliver services that best meet the needs of communities and respond to emerging challenges and opportunities

    (d) government investments and actions are, where appropriate and possible, coordinated to maximise impact and address acute housing needs.

Outputs

18. Consistent with Section 15C of the FFR Act, each State will deliver the following outputs to be eligible for financial assistance under this Agreement:

    (a) A publicly available housing and homelessness strategy that:

        i. details State homelessness and social housing priority policy areas

        ii. sets out reforms and initiatives that will contribute to reducing homelessness

        iii. includes Aboriginal and Torres Strait Islander people as a national priority homelessness cohort (see subsection 15C(6) of the FFR Act)

        iv. addresses any other target groups with disproportionate disadvantage that states have identified in their bilateral schedules

        v. indicates the level of housing supply needed to respond to projected housing demand, and outlines the reforms and initiatives that will contribute to meeting this need, as required by subsection 15C(5)(a)(i) of the FFR Act

        vi. is available on a publicly accessible website for the whole of the financial year, but for any period where it is not reasonably practicable that the strategy is available.

    (b) Annual reporting against the National Outcomes Framework (Schedule A) and Statement of Assurance (Schedule B) to the relevant Commonwealth Minister (or a relevant Commonwealth official) in the manner set out in Part 4 – Monitoring and Reporting.

    (c) Homelessness and social housing related data and data improvements, as set out in Schedules C and D.

19. For the purposes of sub-clause 18(a) and for the avoidance of doubt:

    (a) it is immaterial whether State housing and homelessness strategies are contained in a single document or multiple documents

    (b) the Commonwealth's financial contribution to the State will not be reduced because the reforms and initiatives set out in the State's housing or homelessness strategies do not achieve their stated or intended aim

    (c) the Commonwealth's financial contribution to the State will not be reduced if specific outcomes or targets in the Outcomes Framework are not achieved.

20. For the purposes of sub-clause 18(a), and for subsections 15C(5) and (6) of the FFR Act, the period for which a State must have a housing strategy or a homelessness strategy and make them available on a publicly accessible website is the whole of the financial year, but for any period where it is not reasonably practicable that the strategy is available, which may include a period:

    (a) during which the State is in caretaker

    (b) during which the State is developing, reviewing or updating its strategies, so long as the sum of all such periods do not exceed eighteen months in any five year period

    (c) during which there is a website outage; or

    (d) set out in the relevant State's bilateral schedule for this purpose, as agreed between the Commonwealth and the relevant State.

PART 3 – GOVERNANCE ARRANGEMENTS

21. The Housing and Homelessness Ministerial Council (the Council), chaired by the Commonwealth Minister for Housing and Homelessness, and including all State housing ministers, provides joint ministerial oversight of housing and homelessness policy. The Council has an important role in improving collaboration, coordination, innovation and outcomes across the whole housing and homelessness system. The Council will:

    (a) steward the Agreement to ensure its strategic relevance as policy settings and the housing market evolve

    (b) oversee the implementation and ongoing operation of the Agreement

    (c) support evidence-informed decision making.

Roles

22. Parties to the Agreement acknowledge they have a joint role in supporting the effective functioning of the social housing and homelessness service sectors, while recognising that responsibility for the delivery of social housing and homelessness services, projects, reforms or initiatives rests with the States. Continued cooperation and collaboration

between all levels of government will be integral to achieving the Agreement's objective. Commonwealth and State policy responsibilities are listed in Schedule E.

23. Parties acknowledge the importance of their role in developing appropriate national data sets and data sharing arrangements.

Responsibilities

24. Under this Agreement, it is the responsibility of the Commonwealth to:

    (a) confirm the delivery of outputs as set out in Part 2

    (b) monitor and assess progress towards meeting the objective of this Agreement based on the National Outcomes Framework (Schedule A)

    (c) agree bilateral schedules with the States to support achieving this Agreement's objective and delivering outputs, while accounting for the specific needs and circumstances of each jurisdiction

    (d) provide financial assistance to the States in accordance with this Agreement.

25. Under this Agreement, it is the responsibility of the States to:

    (a) work towards achieving the objectives and outcomes detailed in the National Outcomes Framework (Schedule A). This includes:

        i. delivering social housing services in partnership with relevant government and non-government entities

        ii. implementing state-level reforms to improve the management of social housing stock and increase efficiency of stock allocation and utilisation

        iii. delivering specialist homelessness services, in partnership with relevant non-government service providers, including crisis homelessness services, early intervention and prevention programs, and other support services for those experiencing or at risk of homelessness.

    (b) deliver the outputs consistent with Section 15C of the FFR Act and as set out in Part 2

    (c) ensure relevant social housing providers and agencies that provide homelessness services supply data for national data sets

    (d) agree a bilateral schedule with the Commonwealth that accounts for the specific needs and circumstances of each State

    (e) deliver on relevant outputs and outcomes agreed with the Commonwealth under relevant bilateral schedules

(f) ensure that financial assistance provided under this Agreement is:

i. spent for the purposes of the Agreement; that is, on homelessness services and social housing

ii. spent in a way that delivers the greatest net benefit to the community or, alternatively, a pathway is established to improve the quality of spending (for example, effective evaluations).

26. All Parties have a responsibility to improve the national housing and homelessness evidence base. This includes but is not limited to a responsibility to:

(a) collect, compile and supply data to develop nationally consistent data sets (Schedule C)

(b) share data for the purposes of monitoring and reporting, and delivering improved outcomes under this Agreement. This includes providing Parties to the Agreement with reasonable access to relevant data sets for the purpose of research and policy development, including but not limited to purposes outlined in Schedule C.

27. All Parties will ensure that prior agreement is reached on the nature and content of any events, announcements, promotional material or publicity relating to activities under this Agreement, and that the roles of both Parties will be acknowledged and recognised appropriately.

Aboriginal and Torres Strait Islander people

28. The Agreement recognises the need to address the disproportionate housing inequality that affects Aboriginal and Torres Strait Islander people. This Agreement recognises that progress must be achieved through alignment with the Priority Reforms committed to in the National Agreement on Closing the Gap, which are:

(a) Priority Reform One: Formal Partnerships and Shared Decision Making

(b) Priority Reform Two: Building the Community-Controlled Sector

(c) Priority Reform Three: Transforming Government Organisations

(d) Priority Reform Four: Shared Access to Data and Information at a Regional Level.

29. All parties have responsibility to ensure their commitment under the National Agreement on Closing the Gap are met including implementing these Priority Reforms.

30. In line with all governments' commitments to these Priority Reforms, decisions that predominantly affect Aboriginal and Torres Strait Islander people will be decided by Partnership Bodies for each jurisdiction, made up of appropriate representation from Aboriginal and Torres Strait Islander communities, housing peak bodies (where available in the jurisdiction), and the State government. Existing structures, such as Closing the Gap

governance structures, may act as the Partnership Body for a jurisdiction where the existing structures are fit for this purpose. The Partnership Body will be responsible for:

(a) ensuring the Principles of Genuine Partnership are undertaken on all funding decisions related to this Agreement which affect Aboriginal and Torres Strait Islander people, and

(b) monitoring and reporting on programs focused on Aboriginal and Torres Strait Islander people funded through this Agreement.

31. The Housing Policy Partnership (HPP) will provide oversight and assurance functions of arrangements relating specifically to Aboriginal and Torres Strait Islander people.

32. The Partnership Bodies will agree and implement for their jurisdictions:

(a) outcomes frameworks focussed on Aboriginal and Torres Strait Islander people to supplement the National Outcomes Framework (Schedule A)

(b) a statement of assurance reporting framework focussed on Aboriginal and Torres Strait Islander people to supplement the broader framework as detailed in Schedule B.

33. Achieving improved housing and homelessness outcomes for Aboriginal and Torres Strait Islander people (including National Agreement on Closing the Gap targets) and implementing Priority Reforms will be the subject of a formal evaluation during this Agreement. The evaluation will be agreed through the relevant Partnership Body and the HPP.

Enforceability of the Agreement

34. The provisions of this Agreement as they relate to the FFR Act are legally enforceable. All other provisions are not intended to be legally enforceable. However, this does not lessen the Parties' commitment to this Agreement.

Review of the Agreement

35. As part of the shared commitment to improving homelessness and social housing outcomes, the Commonwealth, in consultation with the States, will commission an independent review of this Agreement. This review will be completed by no later than 1 July 2028.

36. The terms of reference of this review will be developed by the Commonwealth, in consultation with States. With respect to clause 35, all Parties commit to engaging and meaningfully considering any recommendations made by the reviewing body in the interests of continuous improvement.

Variation of the Agreement

37. The Agreement may be amended at any time by agreement in writing by all the Parties.

38. Bilateral schedules under this Agreement that have no impact on other Parties may be amended at any time by agreement in writing between the relevant Parties; that is, between the Commonwealth and the relevant State.

39. A Party to the Agreement may terminate their participation in the Agreement at any time by giving 12 months' notice of intention to do so, in writing, to all the other Parties.

Delegations

40. The Commonwealth Minister with portfolio responsibility for housing and homelessness is authorised to agree and amend the Agreement and schedules under this Agreement and to certify that outputs under this Agreement have been delivered.

41. Respective State Ministers with portfolio responsibility for housing and homelessness are authorised to agree and amend schedules to this Agreement.

42. The Council may delegate its responsibilities as they pertain to this Agreement to relevant officials reporting to the Council at their discretion (such as working groups made up of state officials).

Dispute resolution

43. Any Party may give notice to other Parties of a dispute under this Agreement.

44. Officials of relevant Parties will attempt to resolve any dispute in the first instance.

45. If a dispute cannot be resolved by officials, the matter may be escalated to the relevant Ministers.

PART 4 – MONITORING AND REPORTING

46. Progress towards achieving the objective of this Agreement will be monitored and reported annually against the National Outcomes Framework (Schedule A) as detailed in Schedule B. This includes:

    (a) reporting against measures as agreed in the bilateral schedules

    (b) reporting on relevant State government expenditure and relevant State government programs, reforms and initiatives.

47. From the second year of the Agreement onwards, annual reporting shared with the Council will provide an opportunity for Ministers to collectively review the Agreement's ongoing strategic relevance.

    (a) Discussions pursuant to this clause will be held with regard to both the Agreement's objective and the broader housing policy context.

National Outcomes Framework

48. Progress against the Agreement's objective will be assessed against the National Outcomes Framework (Schedule A) and measured using the measures specified in bilateral schedules. These will comprise, at a minimum, the compulsory measures in the

National Outcomes Framework. State-specific measures will be agreed between relevant Parties and set out in the bilateral schedules.

49. The Parties recognise the National Outcomes Framework indicators and measures may require data improvements where necessary to improve data quality and reporting.

Statement of assurance

50. Each State will provide to the relevant Commonwealth Minister (or a relevant Commonwealth official) an annual statement of assurance. The statement will take the form as detailed in Schedule B and with reference to the bilateral schedules.

51. The Commonwealth will publish statements on a public website where details of this Agreement are also published. States may also choose to publish the statements on their websites.

52. Parties will work together to improve the quality and utility of the information provided in the statements of assurance.

National reporting and analysis

53. Where appropriate, reporting and analysis will draw on existing data collections and reports, for example the Specialist Homelessness Services Collection and the Report on Government Services, recognising that adjustments to existing data may be required.

54. The Parties may undertake additional reporting and analysis relevant to the objective and outcomes contributed to by the Agreement. This may take the form of a summary of statements received or other analysis report. The Parties will provide each other the opportunity to comment on any report prior to publishing.

PART 5 – FINANCIAL ARRANGEMENTS

55. In 2024-25, the Commonwealth will provide an estimated total financial contribution to the States of $1.8 billion in respect of this Agreement. All payments are GST exclusive.

56. For the remainder of the Agreement, the Commonwealth's total financial contribution will be indexed annually to Wage Cost Index 1. The actual financial assistance is subject to change based on updates to Wage Cost Index 1 as part of the Commonwealth Budget processes.

57. The Commonwealth's contribution will not be reduced where the States secure funding from other activity partners.

58. The Commonwealth's estimated financial contribution to the operation of this Agreement and the allocation across the States are shown in Tables 1 and 2.

59. Consistent with Section 17 of the FFR Act, Commonwealth contributions will be paid monthly in advance providing that the relevant terms and conditions set out in this Agreement are met (see Part 2). The Commonwealth Treasurer will make a final determination on the distribution of financial assistance to the States after the end of the financial year.

Funding allocations

60. Financial assistance will be split into specified homelessness funding for the purposes of subsection 15C(7) of the FFR Act; and remaining funding (referred to as 'General Funding'; Appendix A – Glossary refers).

61. General Funding can be spent on initiatives that address the objective or outcomes in the National Outcomes Framework (Schedule A), including homelessness initiatives. In addition, General Funding can be spent on projects that involve mixed models of social and affordable housing.

    (a) However, for the avoidance of doubt, any General Funding spent on projects with mixed models of social and affordable housing must be solely allocated to the social housing component of the project.

62. The States agree to:

    (a) spend specified homelessness funding on the homelessness services sector, and

    (b) match this amount each year in funding to the homelessness services sector.

Table 1: Estimated Commonwealth financial contributions (a)

($ million)	2024-25	2025-26	2026-27	2027-28	2028-29	**Total**
General Funding	1,379.0	1,410.7	1,441.7	1,470.6	1,500.0	**7,202.0**
Specified Homelessness Funding	400.0	409.2	418.2	426.6	435.1	**2,089.1**
Total Commonwealth contribution	1,779.0	1,819.9	1,859.9	1,897.1	1,935.1	**9291.1**

(a) Based on 2024-25 Budget estimates and subject to adjustment in accordance with Part 5 of this Agreement.

Table 2: Estimated State allocations (a)

($ million)	2024-25	2025-26	2026-27	2027-28	2028-29	**Total**
General Funding						
New South Wales	425.3	435.0	444.6	453.5	462.6	**2,221.0**
Victoria	350.9	359.0	366.9	374.2	381.7	**1,832.7**
Queensland	282.2	288.6	295.0	300.9	306.9	**1,473.6**
Western Australia	158.4	162.0	165.6	168.9	172.3	**827.2**
South Australia	95.4	97.6	99.8	101.8	103.8	**498.4**
Tasmania	29.7	30.4	31.1	31.7	32.3	**155.2**
Australian Capital Territory	24.3	24.9	25.4	26.0	26.5	**127.1**
Northern Territory	12.8	13.1	13.4	13.6	13.9	**66.7**
Specified Homelessness Funding						
New South Wales	114.3	117.0	119.5	121.9	124.4	**597.1**
Victoria	100.1	102.4	104.7	106.8	108.9	**522.9**
Queensland	73.2	74.9	76.6	78.1	79.7	**382.5**
Western Australia	31.8	32.5	33.2	33.9	34.6	**165.9**
South Australia	24.3	24.8	25.4	25.9	26.4	**126.7**
Tasmania	7.7	7.9	8.0	8.2	8.3	**40.1**
Australian Capital Territory	5.8	5.9	6.1	6.2	6.3	**30.3**
Northern Territory	42.8	43.8	44.7	45.6	46.5	**223.5**

(a) Estimated financial contributions are based on 2024-25 Budget estimates and are subject to adjustment in accordance with Part 5 of this Agreement.

The Parties have confirmed their commitment to this Agreement as follows:

Signed *for and on behalf of the Commonwealth of Australia by*

The Honourable Julie Collins MP
Minister for Housing
Minister for Homelessness

[Day] [Month] [Year]

Signed *for and on behalf of the State of New South Wales by*

The Honourable Rose Jackson MLC
Minister for Housing
Minister for Homelessness

[Day] [Month] [Year]

Signed *for and on behalf of the State of Victoria by*

The Honourable Harriet Shing MP
Minister for Housing

[Day] [Month] [Year]

Signed *for and on behalf of the State of Queensland by*

The Honourable Meaghan Scanlon MP
Minister for Housing, Local Government and Planning

[Day] [Month] [Year]

Signed *for and on behalf of the State of Western Australia by*

The Honourable John Carey MLA
Minister for Planning; Lands; Housing; Homelessness

[Day] [Month] [Year]

Signed *for and on behalf of the State of South Australia by*

The Honourable Nick Champion MP
Minister for Housing and Urban Development, Minister for Housing Infrastructure, Minister for Planning

30 May 2024

Signed *for and on behalf of the State of Tasmania by*

The Honourable Felix Ellis MP
Minister for Housing and Planning

[Day] [Month] [Year]

Signed *for and on behalf of the Australian Capital Territory by*

Yvette Berry MLA
Minister for Housing and Suburban Development

[Day] [Month] [Year]

Signed *for and on behalf of the Northern Territory by*

The Honourable Ngaree Ah Kit MLA
Minister for Urban Housing

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Yvette Berry MLA
Minister for Housing and Suburban Development

[Day] [Month] [Year]
31/05/24

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Minister for Urban Housing

[Day] [Month] [Year]

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Minister for Housing, Local Government and Planning

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The Honourable John Carey MLA
Minister for Planning; Lands; Housing; Homelessness

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Minister for Housing and Planning

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Minister for Housing and Suburban Development

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Signed *for and on behalf of the Northern Territory by*

The Honourable Ngaree Ah Kit MLA
Minister for Urban Housing

[Day] [Month] [Year]
30 MAY 2024

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Minister for Homelessness

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Minister for Housing, Local Government and Planning

[Day] [Month] [Year]

Signed *for and on behalf of the State of Western Australia by*

The Honourable John Carey MLA
Minister for Planning; Lands; Housing; Homelessness

[Day] [Month] [Year]

31/05/2024

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Minister for Housing and Urban Development, Minister for Housing Infrastructure, Minister for Planning

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Minister for Housing, Local Government and Planning

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The Honourable John Carey MLA
Minister for Planning; Lands; Housing; Homelessness

[Day] [Month] [Year]

Signed *for and on behalf of the State of South Australia by*

The Honourable Nick Champion MP
Minister for Housing and Urban Development, Minister for Housing Infrastructure, Minister for Planning

[Day] [Month] [Year]

Signed *for and on behalf of the State of Tasmania by*

The Honourable Felix Ellis MP
Minister for Housing and Planning

[Day] [Month] [Year]

Signed *for and on behalf of the Australian Capital Territory by*

Yvette Berry MLA
Minister for Housing and Suburban Development

[Day] [Month] [Year]

Signed *for and on behalf of the Northern Territory by*

The Honourable Ngaree Ah Kit MLA
Minister for Urban Housing

[Day] [Month] [Year]

The Parties have confirmed their commitment to this Agreement as follows:

Signed *for and on behalf of the Commonwealth of Australia by*

The Honourable Julie Collins MP
Minister for Housing
Minister for Homelessness

[Day] [Month] [Year]

Signed *for and on behalf of the State of New South Wales by*

The Honourable Rose Jackson MLC
Minister for Housing
Minister for Homelessness

[Day] [Month] [Year]

Signed *for and on behalf of the State of Victoria by*

The Honourable Harriet Shing MP
Minister for Housing

31 May 2024

Signed *for and on behalf of the State of Queensland by*

The Honourable Meaghan Scanlon MP
Minister for Housing, Local Government and Planning

[Day] [Month] [Year]

Signed *for and on behalf of the State of Western Australia by*

The Honourable John Carey MLA
Minister for Planning; Lands; Housing; Homelessness

[Day] [Month] [Year]

Signed *for and on behalf of the State of South Australia by*

The Honourable Nick Champion MP
Minister for Housing and Urban Development, Minister for Housing Infrastructure, Minister for Planning

[Day] [Month] [Year]

Signed *for and on behalf of the State of Tasmania by*

The Honourable Felix Ellis MP
Minister for Housing and Planning

[Day] [Month] [Year]

Signed *for and on behalf of the Australian Capital Territory by*

Yvette Berry MLA
Minister for Housing and Suburban Development

[Day] [Month] [Year]

Signed *for and on behalf of the Northern Territory by*

The Honourable Ngaree Ah Kit MLA
Minister for Urban Housing

[Day] [Month] [Year]

APPENDIXES

A – Glossary of Key Terms

SCHEDULES TO THE AGREEMENT

A – National Outcomes Framework

B – Statement of Assurance Reporting

C – Data collection and governance of data improvements

D – Initial Data Improvement Work Plan

E – Policy responsibilities of the Parties

APPENDIX A – GLOSSARY OF KEY TERMS

Principles of Genuine Partnership	i. **Shared Decision-Making**: Government and the Partnership Body engage in meaningful dialogue and decision-making processes where both parties have an equal say in the design and delivery of policies and programs related to this Agreement that predominantly affect Aboriginal and Torres Strait Islander people. ii. **Capacity Building**: Government supports the capacity-building efforts of the Aboriginal and Torres Strait Islander Housing Sector to ensure it meets the needs of Aboriginal and Torres Strait Islander people by empowering them to be an equal partner in decision-making processes. iii. **Cultural Competence and Sensitivity**: Governments and the Partnership Body demonstrate cultural competence and sensitivity in their interactions with Aboriginal and Torres Strait Islander people, understanding and respecting cultural protocols, practices, and values. iv. **Long-Term Commitment**: True partnership and co-design require a long-term commitment from both governments and Aboriginal and Torres Strait Islander stakeholders. This involves sustained engagement, investment, and collaboration to address systemic housing and homelessness issues in a culturally sensitive manner and achieve meaningful outcomes. v. **Accountability and Evaluation**: Both parties agree on mechanisms for accountability and evaluation to ensure that agreed-upon initiatives are effectively implemented and deliver positive outcomes for Aboriginal and Torres Strait Islander communities. This may involve regular reviews, reporting mechanisms, and feedback loops. vi. **Holistic Approach**: Partnership and co-design efforts should take a holistic approach, addressing the interconnected social, economic, cultural, and environmental factors that impact Aboriginal and Torres Strait Islander communities' well-being and prosperity. vii. **Reconciliation and Healing**: True partnership involves a commitment to reconciliation, healing, and truth telling.
General Funding	For the purposes of this Agreement, a Commonwealth financial contribution to a State other than that which is designated specified homelessness funding for the purposes of subsection 15C(7) of the FFR Act.
Social Housing	Social housing is subsidised rental housing provided by not-for-profit, non-government or government organisations. Programs in scope include public housing, State Owned and Managed Indigenous Housing (SOMIH), community housing and Indigenous community housing. Programs out-of-scope include affordable housing, home purchase assistance, specialist homelessness services and crisis accommodation programs.
Homelessness services	Government and non-government specialist homelessness services deliver a range of services to people who are homeless or at risk of homelessness – including supported accommodation, counselling, advocacy, links to housing, health, education and employment services, outreach support, brokerage and meals services, and financial and employment assistance. The focus of the Agreement is on specialist homelessness services.

SCHEDULE A – NATIONAL OUTCOMES FRAMEWORK

SOCIAL HOUSING

*** Compulsory measures**. They must be included in states' reporting.

All social housing measures will be disaggregated by program type: public housing, SOMIH, community housing and Indigenous community housing.

Objective	Outcomes	Indicators	Measures	Possible Data Source
To support people who are experiencing, or at risk of, long-term homelessness or are otherwise unable to sustain housing in the private rental market to obtain and sustain social housing	People in need of social housing are able to obtain a tenancy	Stock of social housing dwellings	**Number of social housing dwellings at 30 June*** **Change in the number of social housing dwellings from previous year***	RoGS Table 18A.3 Housing Assistance in Australia, AIHW, Table DWELLINGS.2
		Efficient use of social housing stock	Proportion of underutilised social housing households	Housing Assistance in Australia, AIHW, Table SUITABILITY.1 RoGS Table 18A.37
		Priority access to those in greatest need	Percentage of greatest need allocations as a proportion of all new allocations	RoGS Table 18A.16-18

	People in social housing live in quality homes appropriate to their needs	Match of dwelling to household size	**Proportion of overcrowded households***	RoGS Table 18A.30-33 Housing Assistance in Australia, AIHW, Table SUITABILITY.1
		Dwelling condition	Number of upgrades to social housing dwellings (capital expenditure only) **Proportion of households with at least four working facilities and not more than two major structural problems*** Proportion of tenants satisfied or very satisfied with day-to-day maintenance services provided by their housing organisation	Not currently publicly available RoGS Table 18A.41-44 National Social Housing Survey (NSHS), AIHW, Table S5.1
		Customer satisfaction	Proportion of tenants satisfied or very satisfied with overall services provided by the housing organisation	National Social Housing Survey (NSHS), AIHW, Table S1.1 RoGS Table 18A.45-47

HOMELESSNESS

*** Compulsory measures**. They must be included in states' reporting.

Objective	Outcomes	Indicators	Measures	Possible Data Source
Effective support services contribute to preventing and reducing homelessness	People at risk of or experiencing homelessness receive effective support	Unmet demand for homelessness services	**Number of unassisted requests for services, split by accommodation and other services*** **Number and proportion of clients with an identified need for services who were not provided or referred to those services, split by accommodation and other services***	Specialist Homelessness Services Collection (SHSC), AIHW, Table UNASSISTED.2 RoGS 19A.8 Specialist Homelessness Services Collection (SHSC), AIHW, Table CLIENTS.24 RoGS, Table 19A.7
		Supported requests for services	Number and proportion of clients who were homeless at the first presentation who are in stable housing at the end of support **Number and proportion of clients at risk of homelessness who receive assistance and avoid homelessness***	SHSC, AIHW, table CLIENTS.31 NHHA Indicator (i) SHSC, AIHW, Table I_CLIENT_1
		Satisfaction with homelessness services	Number and proportion of clients who are satisfied with the service they receive from homelessness service providers	Data currently unavailable for this measure
		Rental stress	Proportion of renting households in the bottom two income quintiles paying more than 30% of income on rent	RoGS Table GA.2 Survey of Income and Housing, ABS

	People rarely experience or enter into homelessness and when they do it is brief and non-recurring	Return to homelessness	**Number and proportion of clients who return to homelessness after achieving housing***	NHHA Indicator (h) SHSC, AIHW, Table H_RETURN RoGS 19A.38 (includes disaggregation for Aboriginal and Torres Strait Islander people) This is currently measured over 24-months
		Prevalence of homelessness	Number of people experiencing homelessness who present to homelessness services	SHSC, AIHW, CLIENTS.11
			Number of people experiencing homelessness per 10,000 people in the population	Census of Population and Housing, ABS (5-yearly) RoGS Table 19A.2

SCHEDULE B – STATEMENT OF ASSURANCE REPORTING

B1. Statements of assurance for a financial year will include evidence that the State:

(a) has a publicly available housing and homelessness strategy as set out in sub-clause 18(a)

(b) has satisfied the requirements of this Agreement to allocate specified homelessness funding to the homelessness services sector (clause 62) and matched that funding with its own funds

(c) has satisfied the requirement of this Agreement to spend General Funding on initiatives as specified in clause 61

(d) has updated data for National Outcomes Framework measures (Schedule A) and State specific measures agreed in bilateral schedules. States can provide additional information to give context to their results.

B2. Statements for a financial year are required by 31 December of the following financial year, or a later date as agreed by the Commonwealth and the relevant State.

B3. A template has been developed to support quality and consistent reporting (Table B1). In addition to the main statement of assurance at Table B1, there will be a dedicated Aboriginal and Torres Strait Islander Statement of Assurance template, as set out in Table B2.

Table B1 – Statement of Assurance Template

Statement of Assurance

[jurisdiction]
[year]
Statement of Assurance (SoA) reporting provides accountability and transparency about public spending associated with the Agreement (clause 50). Schedule B of the Agreement sets out the requirements for the SoAs. This template formalises and specifies the reporting requirements.

Counting rules
Counting methodologies should be consistent with the Report on Government Services (RoGS) counting rules for social housing and homelessness services.

Table 1A – Funding

	Funding estimated in NASHH	Actual funding received	Additional context e.g. key changes/reasons for variation between estimated and actual funding
	2024-25	2024-25	
	$m	$m	
Funding			
NASHH Commonwealth General Funding (1)			
NASHH Commonwealth Specified Homelessness Funding (2)			
NASHH State matched specified homelessness funding (3)			

Table 1B – Expenditure

	Baseline (year prior to NASHH commencement**)	Forecast/allocated (current year)	Actual (current year)	Additional context e.g. key changes/reasons for variation between baseline and current year; and allocated and actual expenditure in 2024-25
	2023-24	**2024-25**	**2024-25**	
	$m	**$m**	**$m**	
Expenditure overview				
Total expenditure on homelessness services (4)	**Sum of 2 boxes below**			
Expenditure on Specialist Homelessness Services (SHS)				
Other homelessness expenditure				
State-funded expenditure on SHS (excluding NASHH funding) (5)				(5)=(4)-(2); if (5)>(3) then assured that requirements of NASHH are met for Specified Homelessness Funding matching contributions
Total expenditure on all social housing (including NASHH funding) (6)				
public housing				
SOMIH				
community housing				
Indigenous community housing				
Total state-funded expenditure on social housing (excluding NASHH funding) (7)				(7)=(6)-(1); if (7)>(1) then assured that requirements of Agreement are met for General Funding. If not [State] needs to demonstrate how General Funding has met the requirement of the NASHH.

Detailed Homelessness Services expenditure				
Funding to SHS providers				
SHS administrative costs				
Capital expenditure [please specify]				
Expenditure on non-SHS homelessness services				
Total homelessness expenditure				
Detailed social housing expenditure (scope of services includes PH, SOMIH, CH, ICH)				
Net recurrent expenditure				
Employee expenses – other than payroll tax				
Repairs and maintenance				
Leasing costs (including headleasing)				
Rates				
Cost of disposals				
Depreciation and amortisation				
Borrowing costs				
Insurance				
Other expenses not listed above [please specify]				
Total net recurrent expenditure				
Capital expenditure				
Upgrades to existing properties				
Renewals (replacing old with new homes)				
Capital grants and subsidies*				
Acquisition costs [please specify]				
Total capital expenditure				
Other expenditure not included elsewhere e.g. other programs, cross program costs unable to be apportioned [please specify]				
Total social housing expenditure				

* includes capital grants to non-government service providers for the delivery of social housing services and grants to non-government providers for capital works required for the delivery of social housing services.
** only reported in first SoA, 2024-25.

Table 1C – Alternative housing assistance services

These are substitutes for social housing and homelessness services. Therefor entries in this table should not be included in expenditure reporting at Table 1A or 1B.

	Baseline (previous year)	**Forecast/allocated (current year)**	**Actual (current year)**	**Additional context e.g. key changes/reasons for variation between baseline and current year; and allocated and actual expenditure in 2024-25**
	2023-24	**2024-25**	**2024-25**	
	$m	**$m**	**$m**	
e.g. state rent assistance services				
e.g. tenancy management services not included above				
e.g. affordable housing				
e.g. Headleasing services not included above				
Total expenditure on alternative housing assistance				

Table 2 – Social Housing and homelessness program information (activities and outputs)

		Actual (current year) 2024-25		Forecast (Total)		Outcome Reference and Progress
		Expenditure	Outputs	Expenditure	Outputs	
Program/Project Name	**Description**					
e.g. Housing First Pilot Program	*The Housing First Pilot program aims to provide safe and secure housing for people with high and complex needs experiencing persistent homelessness.*	*$x,xxx,xxx*	*Permanent homes for 20 rough sleepers with complex needs*	*$xx,xxx,xxx over 5 years*	*Permanent homes for 100 rough sleepers with complex needs*	
e.g. Public Housing repairs and maintenance program	*The program aims to extend the life of public housing assets by providing responsive repairs and maintenance*	*$xx,xxx,xxx for planned works* *$xx,xxx,xxx for responsive works*	*50,000 work orders completed: 10,000 were for planned works; 40,000 for responsive.*	*$xxx,xxx,xxx Over the forward estimates to 2027-28*	*Approx. 50,000 work orders per year*	

Table 3 – Reporting against the National Outcomes Framework

In reporting against the National Outcomes Framework, states may reference RoGS or other national publications for details of relevant measures.

Outcome	***Indicator***	***Measure(s)***	***Data source***	***Baseline (previous year)***	***Current year***
				2023-24	**2024-25**
People at risk of or experiencing homelessness receive effective support	Unmet demand for homelessness services	Number of unassisted requests for services, split by accommodation and other services	RoGS 19A.8		
		Number and proportion of clients with an identified need for services who were not provided or referred to those services, split by accommodation and other services	RoGS 19A.7		
	Supported request for services	Number and proportion of clients at risk of homelessness who receive assistance and avoid homelessness	AIHW SHSC, I_CLIENT_1		
People rarely experience or enter into homelessness and when they do it is brief and non-recurring	Return to homelessness	Number and proportion of clients who return to homelessness after achieving housing	RoGS 19A.38		
People in need of social housing are able to obtain a tenancy	Stock of social housing dwellings	Number of social housing dwellings at 30 June: public housing, SOMIH, community housing and Indigenous community housing, all programs	RoGS 18A.3		
People in social housing live in quality homes appropriate to their needs	Match of dwelling to household size	Proportion of overcrowded households: public housing, SOMIH, community housing and Indigenous community housing, all programs	RoGS 18A.30-33		
	Dwelling condition	Proportion of households with at least four working facilities and not more than two major structural problems: public housing, SOMIH, community housing and Indigenous community housing, all programs	RoGS 18A.41-44		

* Overcrowding is defined and measured using the Canadian National Occupancy Standard (CNOS), with households deemed to be overcrowded if one or more additional bedrooms are required to meet the standard.

Table B2 – Aboriginal and Torres Strait Islander Statement of Assurance Template

Table B2.1A – Outcomes and Expenditure

			Baseline (previous year)	Current year
		Measure/Indicator	2023-24	2024-25
Outcome Reference	***Outcome***			
1	Increase the proportion of Aboriginal and Torres Strait Islander people living in appropriately sized (not overcrowded) housing (CTG Target 9a)	Proportion of Aboriginal and Torres Strait Islander households requiring no additional bedrooms	XX,XXX	X,XXX

Table B2.1B – Program information

		Actual (current year) 2024-25		Forecast (Total)		Outcome Reference and Progress
		Expenditure	Outputs	Expenditure	Outputs	
Program/Project Name	**Description**					
e.g. Social Housing Uplift (South Katherine)						

SCHEDULE C – DATA COLLECTION AND GOVERNANCE OF DATA IMPROVEMENTS

PRELIMINARIES

C1. This schedule outlines how the Parties will contribute to the development and implementation of an improved, nationally consistent housing and homelessness data set.

C2. This improved and nationally consistent data will serve three purposes:

(a) facilitate comprehensive monitoring and analysis of national and State housing and homelessness outcomes;

(b) contribute to publicly available national data on housing and homelessness; and

(c) support future housing and homelessness research, policy development and policy evaluation.

NATIONAL DATA COLLECTIONS

Homelessness Data

C3. Parties to the Agreement will continue to facilitate, collect, compile and supply homelessness agency, client and support period data to the relevant Commonwealth Minister by giving this data to the agency nominated by the Minister, Australian Institute of Health and Welfare (AIHW) consistent with nationally agreed standards and specifications.

C4. Client outcomes will be reported using data from the Specialist Homelessness Services Collection (SHSC) held by the AIHW.

C5. All funded specialist homelessness services must participate in the SHSC unless an exemption is provided by the Commonwealth.

C6. The States and the Commonwealth agree to share SHSC data for the purposes of monitoring and analysis, policy development, and delivering improved housing and homelessness outcomes.

(a) The AIHW will provide the States and Commonwealth with access to SHSC data holdings consistent with legislative and privacy arrangements.

(b) States agree for the Commonwealth to be provided access to de-identified unit record homelessness related data held by AIHW, including but not limited to the SHSC.

(c) For the avoidance of doubt, and for the purposes of fulfilling AIHW's data governance requirements, this paragraph constitutes explicit data supplier and State agreement to share unit record SHSC data with Parties to the Agreement .

Social Housing Data

C7. Parties to the Agreement will continue to facilitate, collect, compile and supply social housing (public and community housing) dwelling, waitlist and client data to a Commonwealth statistical agency consistent with nationally agreed standards and specifications.

C8. Client outcomes will be reported using data compiled into a national social housing data set held by the Commonwealth statistical agency.

C9. All government funded social housing providers must supply data in accordance with the data improvement plan unless an exemption is provided by the Commonwealth.

C10. The States and the Commonwealth agree to share social housing data for the purposes of monitoring and analysis, policy development, and delivering improved outcomes.

(a) The Commonwealth agency holding the data will provide the States and Commonwealth with access to social housing data holdings consistent with legislative and privacy arrangements.

(b) States agree for the Commonwealth to be provided access to de-identified unit record social housing related data held by the Commonwealth statistical agency.

(c) For the avoidance of doubt, and for the purposes of fulfilling the Commonwealth statistical agency's data governance requirements, this paragraph constitutes explicit data supplier and State agreement to share unit record social housing data with Parties to the Agreement.

GOVERNANCE OF DATA IMPROVEMENTS

C11. Data improvements will be pursued in line with the principles for performance indicators outlined in Schedule C of the IGA FFR. These include:

(a) Comparable – data must be comparable across jurisdictions and over time;

(b) Accurate – data published will be of sufficient accuracy so that the community has confidence in the information; and

(c) Administratively simple and cost effective.

The Data Improvement Work Plan

C12. The purpose of the Data Improvement Work Plan is to improve and develop the evidence base and data to inform future policy, research and evaluation. An initial Work Plan is at Schedule D.

C13. The Work Plan will provide for new data resources, improvements to existing data sets, linkages between datasets, as well as additional or improved indicators and measures.

C14. The Work Plan will be a living document, updated over the life of the Agreement as opportunities arise.

Governance Arrangements

C15. The Housing and Homelessness Ministerial Council will endorse the Work Plan, with funding and project selection agreed by the Housing and Homelessness Senior Official Meeting (SOM).

C16. The Housing Coordination Group (HCG) will oversee the development and implementation of the Work Plan. The Commonwealth will chair the HCG and provide secretariat support.

(a) The HCG will identify, recommend and support implementation of data improvements that contribute to appropriate, nationally consistent and comparable data to support the Agreement and inform future housing and homelessness policy and research.

(b) Working groups may be established by the HCG to pursue data improvements over the life of the Agreement and with consideration of the housing and homelessness evidence base as a whole.

(c) The HCG will be the advisory body responsible for ensuring working groups are appropriately scoped and resourced. The scope of the working groups' activities, deliverables, governance, costs, and timelines for the completion of its work program will be determined by HCG on a project-by-project basis.

(d) Expert advisors may be requested to provide expert advice to the HCG or working groups undertaking specific data activities. Expert advisors may include the Productivity Commission, Australian Bureau of Statistics, Australian Institute of Health and Welfare, Australian Housing and Urban Research Institute or related groups, agencies, organisations or individuals, as required.

Reporting

C17. The HCG will be responsible for monitoring and reporting annually to the SOM on the progress towards implementing data improvement activities specified in the Work Plan.

C18. Reporting on the Work Plan will cover:

(a) data improvements

(b) practical timelines for completing the data improvement activities

(c) expected costs of improvement and implementation

(d) the Parties or agencies that will carry out the work, and

(e) implementation progress.

Funding

C19. Parties to this Agreement agree to carry forward any unspent funding remaining from the pooled fund committed to activities under the National Housing and Homelessness Agreement (NHHA) Data Improvement Plan 2019-2023 (**Schedule E** of the NHHA refers), in order to undertake data improvement activities set out in the relevant parts of this Agreement.

Roles and responsibilities

C20. The States agree to be responsible for:

(a) supplying social housing data

(b) ensuring all homelessness and social housing data is consistent with national standards

(c) advising the Commonwealth of potential exemptions to participate in the supply of data for the SHSC and social housing database

(d) ensuring funded homelessness services and initiatives that are in-scope for the SHSC participate in the SHSC, or have an exemption from participation agreed by the Commonwealth

(e) ensuring funded social housing services and initiatives that are in-scope for the social housing database participate in supplying data, or have an exemption from participation agreed by the Commonwealth.

C21. The Commonwealth agrees to be responsible for:

(a) compiling national data sets in line with national standards

(b) chairing and providing the secretariat for the HCG.

C22. The Commonwealth and the States agree to be jointly responsible for:

(a) coordinating homelessness services data collection from SHS providers in collaboration with the AIHW

(b) negotiating exemptions for services to participate in the SHSC if necessary

(c) negotiating exemptions for providers to participate in the social housing data set, if necessary

(d) identifying, recommending and supporting implementation of data improvements

(e) funding data improvements.

SCHEDULE D – INITIAL DATA IMPROVEMENT WORK PLAN

D1. This schedule outlines a summary of the initial Data Improvement Work Plan (the Work Plan) as prescribed in Schedule C of the Agreement. The agreed data improvements are summarised at Table 1.

Table 1: Agreed data improvements

Data Improvement	Summary
Establish a research data set for the Social Housing sector, similar to the SHSC.	Unlike with the SHSC, there are no national minimum data specifications for social housing (public and community housing). This results in lower quality data and means national reporting and analysis of data, community housing data in particular, is of limited use. This project will explore options to improve the quality and comparability of social housing data, particularly community housing data, by establishing a national dataset for social housing. The work will build on work commissioned under the NHHA DIP to improve reporting and reduce burden on community housing providers.
Service-based housing and homelessness datasets are able to be linked to produce a person-centred view.	The ability to link data would improve understanding of the pathways people take when they access housing and homelessness services. AIHW to work with all jurisdictions to ensure there are nationally consistent Statistical Linkage Keys (SLKs) for the SHSC and social housing data collections.

Investigate the suitability of the Canadian National Occupancy Standard (CNOS) in the Australian context.	Housing overcrowding and underutilisation is currently based on the CNOS. There are questions about the validity of using CNOS as a measure of overcrowding. This is because (a) needs/suitability is broader than number of bedrooms; and (b) because of cultural appropriateness of the definition of overcrowding in the context of Aboriginal and Torres Strait Islander culture. This work would build on research undertaken by the Australian Housing and Urban Research Institute (AHURI) on overcrowding measures commissioned under the NHHA DIP (Dockery et al. 2022).
Improve measurement of people experiencing homelessness.	Estimates of the number of people experiencing homelessness are currently only available every 5 years from the ABS Census of Population and Housing. Investigate the feasibility of producing more frequent estimates of homelessness based on administrative data.
Investigate feasibility of collecting information on social housing dwelling stock condition.	Satisfaction with maintenance services as a standalone measure does not tell the full story about whether social housing stock is being maintained to an acceptable standard. Some jurisdictions have previously undertaken stock condition surveys to assess the condition of their stock. This work would investigate the feasibility of a national survey of social housing stock condition.

SCHEDULE E – POLICY RESPONSIBILITIES OF THE PARTIES

E1. Policy responsibilities of the Commonwealth relevant to the housing sector and to this Agreement include:

(a) income support and Commonwealth Rent Assistance

(b) provision of Commonwealth own-purpose housing and homelessness related programs and services, including home ownership support

(c) immigration and settlement policy and programs

(d) financial sector regulations and Commonwealth taxation settings that influence housing supply and affordability

(e) building regulation

(f) population and migration settings

(g) financing for community and affordable housing

(h) major infrastructure funding

(i) aged care.

E2. Relevant policy responsibilities of the States include:

(a) public housing provision

(b) community housing support and legislation to support the operation of the national regulatory system for community housing

(c) providing crisis accommodation and support services for people experiencing or at risk of homelessness

(d) land use, supply, and urban planning and development policy

(e) rental tenancy legislation and regulation

(f) homeowner support

(g) planning regulation

(h) taxes and duties that influence housing affordability

(i) infrastructure funding and policy associated with residential development.