HOMELESSNESS AUSTRALIA IN THE NORTHERN TERRITORY 
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This publication documents the face to face meeting held in Alice Springs in May 2009. Face to face meetings are a key event for Homelessness Australia. Held every six months, they bring together our various networks to progress our policy and advocacy work. They bring together Board, Councils, Reference Groups and staff. On this occasion more than 50 people working in homelessness services across the country attended.

Homelessness Australia’s Councils are the National Youth Coalition for Housing (NYCH), the Women’s Services Network (WESNET) and the Council to Homeless Persons Australia (CHPA). Reference Groups address the issues of Rural and Remote homelessness, Indigenous homelessness and Non English Speaking Background homelessness. The Alice Springs meeting was an opportunity for reference groups to meet in person.
Foreword
by Minister Malarndirri McCarthy
Member for Arnhem

Message from the Minister

As Minister for Children and Families, Child Protection, Senior Territorians, Young Territorians and for Women’s Policy I have a very strong interest in ensuring that all Territorians have access to homelessness services when needed.

When looking at the data it is alarming to see that the rate of homelessness in the Northern Territory is the highest of any Australian jurisdiction, at 248 per 10,000 of the population compared to the national average of 53 per 10,000 of the population. I am particularly concerned that, as disturbing as this data is, it may in fact be an undercount of the Indigenous homeless population in the Northern Territory.

A number of issues contribute to these high levels of homelessness. The Territory is experiencing high levels of growth. That means more people want more houses. Housing expansion is not matching demand. This is resulting in too few places to buy and rent, and prices getting out of the reach of lower to middle income Territorians. We also have the fastest rate of ageing in the country – by 2050 we expect to triple our number of over 65s.

We know of course that the causes of homelessness are complex and varied. I am particularly passionate about reducing the incidence of domestic and family violence in the Northern Territory, which is a major driver of homelessness. Another major priority for me is improving the child protection system.

Ensuring that our service system – both government and non-government – is well-positioned to provide culturally appropriate services for Indigenous people, and is able to respond to the complex needs of regional and remote areas, is particularly critical.
For example, at the 2006 Census there were 50,323 young adults aged 15-29 years in the Northern Territory, which represented 23.9% of the total Northern Territory’s recorded population. Of these:

- 35.7% (17,967) were Indigenous young adults; and
- 82% of these Indigenous young adults (14,686) lived outside of the Darwin area.

- We therefore need to all work together to ensure referral pathways and information about access points into homelessness services reach out to young people in this group. That is, that we maximise the opportunities for young people and others to find the right entry point into support when they may need it.

Homelessness Australia and your member organisations play a vital role in representing the homelessness service sector, in helping the Australian public to better understand homelessness issues, and in helping to shape government policy through your research and advocacy actions.

I thank you and again acknowledge the difficult job that is done by you and your members. We have some important opportunities at the present time to achieve our goals around the provision of shelter, and I look forward to working with you to ensure we make the most of these opportunities.

It is indeed a pleasure to welcome you to the Northern Territory for your first face to face here.

**The Hon. Malarndirri McCarthy MLA**
Northern Territory Minister for Children and Families
The Creation of Alice Springs

“The Caterpillar ancestors, Yeperenye, Utnerrengatye and Ntyarlke are the major creation forces of the area known as Alice Springs. They came from far and wide, from the north, the south, the east and the west.

They came to Mparntwe, a particularly sacred place in Alice Springs and they had battles with the Irlperenye, the green stink bug. The whole area around Alice Springs is rich in battle grounds and campsites used by the Caterpillar ancestors. These are called stories and song lines.

The Caterpillars ran away as the Irlperenye killed most of the Yeperenye Caterpillars. The ranges around Alice Springs are the bodies of the Yeperenye and the gaps are the heads that were bitten off by their enemies. The insides of the Yeperenye became the rocks around the area. The Yeperenye that survived created the rivers and the trees.

Individual trees, especially those that have the shape of a warrior engaged in battle are sacred objects. The large trees have great spiritual powers and each one has a different name, when they die the powers pass naturally to the closest small tree. This power gets passed on for generations and generations.

The creation stories of the Central Arrernte people abound with drama, beauty, humour and ecological facts. The creation stories reveal the triumph of Indigenous people as sensitive observers of the natural world. Certainly the Yeperenye demonstrates the cross-cultural potential of the creation stories to educate and inspire us all.”

From the Lhere Artepe Aboriginal Corporation (http://www.lhereartepe.org.au/).
**Message from the Chairperson**

This publication is a summary of Homelessness Australia’s face to face meeting in Alice Springs in May 2009.

This is the first time in our 10-year history this gathering has taken place in the Northern Territory (NT). Homelessness in the NT has distinct characteristics. Vast distances separate services. Indigenous Australians are a much higher proportion of people homeless than anywhere else in Australia.

This event enhanced our understanding of homelessness in the Territory. A gathering was convened of Government and community people working in areas related to homelessness. We learnt about the distinctive challenges of their day-to-day work. We talked to communities, met with representatives of the NT Government, and heard first hand from people with experiences of homelessness.

The stories, the struggles of homeless people in the NT, the concern about current developments and ideas for future action were heard by HA participants. Homelessness Australia’s links and partnerships in the NT were enhanced during the gathering. Homelessness Australia’s Councils and Reference Groups share learnings from their time in Alice Springs in this publication.

I was elected as Homelessness Australia’s Chairperson during the gathering. It is a privilege to take on the role again at such a challenging but exciting time, as we work towards the White Paper target to halve homelessness by 2020. The insights gained from at the face to face meeting in Alice Springs will, I’m sure, enhance our advocacy at a National level.

**Narelle Clay AM**
Chairperson, Homelessness Australia
Homelessness in the Northern Territory

For a number of reasons, homelessness in the Northern Territory is unique.

On Census night 2006, 4,785 people were counted as homeless in the Northern Territory. This is the highest rate of homelessness per head of population of any state or territory. Nearly 250 people in every 10,000 are homeless in the Northern Territory. Nationally, the figure is closer to 50.¹

One in three people who were homeless on the night of the Census were sleeping rough in the Northern Territory. By comparison, about one in six people who were homeless nationally on Census night were rough sleeping.

Indigenous Australians are over-represented among the homeless population in the Northern Territory, as is also the case nationally. Significant communities of people are homeless in Town Camps and in improvised dwellings on the outskirts of regional centres.

It is important to note that culturally appropriate definitions of Aboriginal and Torres Strait Islander homelessness emphasise its “multi-dimensional nature... and incorporate the concept of spiritual homelessness”², which refers to separation from traditional land or from family³. For this reason it is important to interpret statistics carefully.

There are some 40 homelessness services in the NT⁴. Around a quarter of services target young people, another quarter target women escaping domestic violence, and a further quarter of services are generalist. This reflects the national breakdown.

Distinctive in the NT is the high level of demand for services by Aboriginal and Torres Strait Islander people. Close to two-thirds of all clients are Indigenous

³ Indigenous Homelessness in Australia, CACH.
⁴ Australian Institute of Health and Welfare SAAP NDCA Data Collection Annual Report 2006-07 Northern Territory
Australians. The proportion is higher for women – three quarters of all women clients in the NT are Indigenous Australians, while one-third of men identify as Indigenous. This is much higher than in other states and territories. In Western Australia, about 40% of clients are Indigenous. In Queensland, the figure is just under 22%.

The reasons why people access SAAP support in the NT are illustrative of the issues that contribute to homelessness in the Territory.

For young men under 25, the main reasons for seeking support are financial difficulty (19.4%), relationship breakdown (15.5%) accommodation ending and interpersonal conflict (both 12.9%). The fourth most common reason for accessing support is that they are recent arrivals to the area with no means of support (11.1%). This last reason is distinctive to the Territory.

Men over 25 reported distinctive issues, quite different to the reasons why men in this age group seek support nationally. The two major reasons for seeking support were emergency/previous accommodation ending (21.1%) and recent arrival to the area without means of support (20.7%).

For women, domestic violence was the most common reason for seeking support. Single women over 25 cited domestic and family violence as the main reason for seeking assistance in 49.8% of cases. Women with accompanying children cited domestic and family violence as the primary reason for seeking assistance in 45.4% of cases\(^5\). This reflects the national situation, where domestic and family violence are the single largest cause of homelessness.

**Simon Smith**  
Executive Officer, Homelessness Australia

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\(^5\) AIHW SAAP NDCA Report 2006-07 Northern Territory
White Paper Roundtable

A feature of the face to face gathering was a policy roundtable to discuss ways of responding to and progressing reforms outlined in the White Paper on Homelessness released in December 2008.

Topics for discussion reflected the outcomes of Homelessness Australia’s recent Members Survey. Members identified five topics for discussion from the thirteen priority areas for action outlined in Homelessness Australia’s White Paper Issues Paper (which can be downloaded from our website). The five topics discussed were:

- Creating housing options;
- Ensuring that new homelessness funding is effectively distributed;
- Ensuring that no-one becomes homeless as a result of exit from institutions;
- Clarifying future arrangements for homelessness services; and
- Joined-up service delivery.

Many thanks are due to our speakers. Kevin Crowe (NYCH) spoke about ways to create housing options across the housing continuum. Sue Cripps (CHPA) addressed the distribution of new homelessness funding. Gary Bennett (CHPA) discussed the importance of ensuring that no-one becomes homeless as a result of exit from institutions. Cat Gander (WESNET) spoke about the need to clarify future arrangements for homelessness services and Jax Roan (Rural and Regional Reference Group) expressed grave doubts about the likelihood that joined-up service delivery will ever be fulfilled.

Following the Roundtable, Homelessness Australia has committed to funding the appointment of Policy Officers in jurisdictions where no funded homelessness peak body exists, to enable national monitoring of the White Papers’ implementation. Other measures arising from the Roundtable are detailed on our website (www.homelessnessaustralia.org.au).

Travis Gilbert
Policy and Research Officer, Homelessness Australia
Indigenous Reference Group Report

On the Monday and Tuesday of our face to face meeting in Alice Springs I had the pleasure and privilege of joining the Indigenous Reference Group as members shared their experiences and knowledge of the challenges and issues they observe in their work with housing and homelessness services. On the morning of the first day, local Lhere Tepe Elder Mrs Betty Pearce decided to join the group and provided valuable insights into some of the issues facing Aboriginal communities in and around Alice Springs.

I was offered an amazing insight into the strength of kinship networks after we began discussions with an ice-breaker. In the process of introducing ourselves and yarning about where we are from and what we do, all of the members of the group determined with the help of Mrs Pearce that they were related to one another.

Members of the group are:

- Dan Laws, Ngwala Willumbong Co-operative, Victoria;
- Ceceline (Ceno) Biles, Indigenous Tenants at Risk worker, Mildura Aboriginal Corporation, Victoria;
- Janene Luttrell, Margaret Tucker Hostel, Indigenous Youth Worker, Victoria;
- Dorothea Philip, RAATSICC Homelessness Worker, Queensland;
- Michelle Merrick, Nunga MiMinar Inc Senior Case Manager, South Australia; and
- Geoff King, Noongar Mia Mia Pty Ltd, Western Australia.

The group identified a number of key issues requiring action.
Lack of housing

Not surprisingly, one of the biggest issues was the shortage of available accommodation, including crisis, transitional or longer term housing. It was noted that in some communities there is no crisis or transitional accommodation at all, meaning that women and children escaping violence have nowhere to go. The limited accommodation that is available is often not culturally appropriate. Available houses often have insufficient bedrooms for the number of children in the household and no capacity to accommodate extended family.

Overcrowding

Another major issue of concern raised by all members of the group was overcrowding. Large numbers of people in Aboriginal and Torres Strait Islander Communities live in 'overcrowded' households. It was noted that people in this situation often do not recognise that they are homeless because they are staying with extended family or kin. It was noted that people in this situation need to acknowledge that they are in fact homeless if they do not have a place of their own and are in some cases jeopardising the tenancy of the person who is accommodating them.

Getting to and from Country

Another cause of homelessness that was discussed was travelling long distances from Aboriginal and Torres Strait Islander communities (Country) to regional centres and capital cities and having no means of returning to Country. Reasons for travel could include accompanying family members needing to travel for medical reasons or travelling to attend to ‘sorry business’ (funerals).

Domestic, family and random violence

Domestic, family and random violence were notable issues of great concern to all members of the group as they lead to homelessness, particularly for women and children, and have a devastating impact on Aboriginal community and family life. It was noted that there is typically nowhere for women and children to go when they attempt to escape violence and even in communities where there may be a safe space, it is too easy for perpetrators to find women and children who have left. While much of this violence is related to alcohol or intoxication the impact of government policies of ‘protection’ and assimilation cannot be ignored.
Discrimination by housing managers

One factor resulting in prolonged homelessness, particularly for Indigenous families is discrimination by housing managers in both private rental and social housing. Despite workers knowing there are vacancies in their area, they find themselves unable to secure these for Indigenous clients.

Accommodation is unaffordable

Even when a small number of vacant properties or beds are available it was noted that they are typically not affordable. This was true of Aboriginal Hostel vacancies as well as private rental as most clients experiencing homelessness are reliant entirely on income support and find balancing the costs of food, utilities, transport and rent too difficult.

The Northern Territory Intervention

Mrs Pearce and representatives from the Northern Territory also informed the group about the impact of the Northern Territory Intervention on housing and homelessness. We learned that the ‘grog bans’ were in fact causing homelessness as people moved out of their ‘designated communities’ to major regional centres and Darwin where alcohol is still available.

The face to face was a welcome opportunity to share and learn from a network of Indigenous workers from across the country.

This report has been prepared with the advice and support of the indigenous reference group members. I would like to thank Dan Laws from bringing together the group and for giving me the opportunity to learn from them.

Travis Gilbert
Policy and Research Officer, Homelessness Australia
People experiencing homelessness in rural and remote locations receive less assistance than people who are homeless in cities. This is due to a shortage of social services, but also to geographical isolation.

Rural and remote services have a reduced capacity to meet client needs, because service models are tailored to accommodate agency constraints around travel and other location issues. Physical distance means that people who want to access medical, housing or counselling services bear a disproportionate financial burden. Staff and clients may need to travel long distances to meet, and outreach models currently lack the flexibility to respond when clients cannot attend planned meetings.

Remoteness also has implications for staff. Workers are often required to travel more than six hours per day, frequently on poor roads. There is less capacity for debriefing - this may take place by phone when staff are in mobile range. The real costs of travel - such as vehicle maintenance and fluctuating fuel prices - are not reflected in agency budgets.

These constraints mean that rural services cannot always achieve the outcomes they wish to. The fragmentation of rural community services also poses challenges for services seeking to develop integrated service models.

Few of these issues are addressed in the White Paper, and this highlights the real need for rural and remote services to continue to talk together and to advocate strongly for change.

The Rural and Remote Reference Group represents homeless service providers and clients across non-urban Australia.

Jax Roan
Regional and Rural Reference Group Coordinator
Non English Speaking Background Reference Group Report

At our face to face meeting the Non English Speaking Background (NESB) Reference Group identified that the high and complex needs of migrant people from NESB, who are homeless or at risk, are not addressed in the Homelessness White Paper released in December 2008. The inadequate attention to and coverage of these issues in the national strategy is disappointing.

The Reference Group made recommendations designed to ensure this neglect is reversed, and that the specific needs of people from NESB are adequately addressed in the White Paper implementation process.

The key issues identified are:

Access to interpreting services should be a guiding principle to ensure equity, access and culturally appropriate delivery of homeless services.

Policy and program changes are required to support the high and complex needs of temporary visa holders experiencing homelessness in Australia. Among other changes, the Department of Immigration and Citizenship’s Community Care Pilot for temporary visa holders should be expanded nationally.

In recognition of the acute housing crisis, the Integrated Humanitarian Settlement Strategy needs to be reviewed to enable longer term housing.

In relation to domestic/family violence, safety assessments for NESB women in relation to the Safe at Home model must involve specialist migrant women’s support services.

Specialist supportive housing facilities should target people from NESB with housing models that address specific housing disadvantage.

Data collection and research must better capture NESB persons’ use of homelessness services.

The full report can be downloaded from Homelessness Australia’s website.

Stephanie Anne
NESB Reference Group Interim Coordinator
Nowhere Else to Go – Town Camps and Homelessness in Alice Springs

Homelessness in Alice Springs takes a number of forms.

There is primary homelessness, which often means people, mostly Indigenous people, sleeping in the Todd river bed. There are also people in emergency or short term accommodation, who are mostly but not always, Indigenous people. Less frequently recognised are those people, often from remote communities, who stay with family in Town Camp communities or in public housing because there is nowhere else to go.

Even less recognised is homelessness resulting from chronic overcrowding in Town Camp communities for long term residents who are members of the Town Camp housing associations.

The 19 Town Camp communities in Alice Springs are home to approximately 1,900 residents, with the turnover of visitors from remote communities resulting in an overall service population as high as 3,300. They have 204 houses and 70 tin sheds - overcrowding is chronic. Tangentyere Council is the major service provider for these communities, with their Housing Associations forming the membership of the Council.

People living on remote communities need to come to town to access health and other services, shop, and visit family. Many of these visitors end up staying in Town Camps as short term accommodation in Alice Springs is almost always full, or unaffordable. The situation is especially critical for the growing number of people needing renal dialysis. Approximately 40 renal dialysis patients live on Town Camp communities, often with inadequate accommodation and support. Most are originally from remote communities.

Tangentyere Council is not resourced adequately to service the level of need that exists just amongst current Housing Associations’ members. Visitors stretch resources even further. This makes peoples’ lives less safe and healthy.

There are no short term solutions. There has been long term underfunding of Town Camp housing stock and infrastructure. There is insufficient short term affordable housing. Public housing stock has decreased, with current waiting times of one to four years for a three bedroom house. The current proposal for NT Housing to run Town Camp housing concerns a lot of people on Town Camp communities, who wonder where people will go who do not meet NT Housing requirements.

Not only is there a daunting need for a substantial increase in permanent accommodation, more public housing and more short term accommodation, there is also a need for more services in remote communities. For instance, the Western Desert Dialysis Program has a house in Alice Springs that provides dialysis and a dialysis machine in Kintore community so that people on dialysis can return to country for planned visits home. This means an improvement in their wellbeing and less dislocation of families in remote communities.

The cost of proper resourcing may be high, but the long term personal and financial cost of homelessness, poor health, unemployment, poor levels of education, domestic violence and incarceration is much higher.

William Tilmouth
Executive Director, Tangentyere Council
The Gathering

The Gathering was a chance to meet with, listen to and learn from the Northern Territory’s homelessness sector. More than 70 people attended, among them community agency staff, bureaucrats and parliamentarians. Homelessness Australia’s Board members, Councils and Reference Groups were also present.

Two feature presentations presented at this session gave a more detailed perspective on issues involved in working to reduce homelessness in the Northern Territory. Mike Klerck from Tangentyere Council discussed the work of the Indigenous Case Management Service (ICMS). Jayne Weepers from the Central Land Council shared information about housing and land tenure challenges in remote communities.

Attendees also viewed a short excerpt from Tangentyere Council’s documentary on the Federal Government’s Northern Territory Intervention. The documentary presents interviews with residents of Town Camps in Alice Springs, who talk about the impact of income management, alcohol bans and other measures on their day-to-day lives.

Representatives of Northern Territory services shared a taste of their work in a panel discussion with the audience. Our thanks to the panellists:

- Dale Wakefield, Alice Springs Women’s Shelter;
- Bill Groom, YWCA of Darwin Youth Housing Programs;
- Marilyn Roberts, Somerville Community Services; and
- Sue Moore, Centrelink Social Work Services.

The following pages present some of the learnings from presentations and discussion at this gathering.
Issues for Northern Territory Services

In a panel discussion, Northern Territory service representatives showed that many of the issues faced by services in the Territory are similar to the challenges for homeless services in other parts of Australia.

It is difficult for people to access homeless services. One Northern Territory service has had to turn away almost as many people as they’ve been to help so far this year. This reflects the national trend that one in two people who seek assistance are turned away each day.

Staff workloads are high. One panellist told of a worker supporting several hundred families in the last 12 months. Some of this support is likely to have been minimal, but only because so many people needed help, not because their need for assistance was slight.

Finding housing for clients is a challenge. Northern Territory services have as much, if not more, difficulty referring their clients to public housing as services in any other part of Australia. While additional housing is desperately needed, encouraging tradespeople to come to the Territory to build extra housing with new stimulus funds is a challenge. The Northern Territory has the added challenge of having no community housing sector.

There are also some examples of services working effectively in partnership with Government. For instance Centrelink in Darwin has developed an urban Indigenous initiative in collaboration with community sector agencies.

Members of the panel of Northern Territory service representatives also reflected on what inspires them to work in the homelessness sector. Panellists agreed that the opportunity to make a difference for their clients was one of the main things that inspires their work.
Creating a Framework for Ending Homelessness

Indigenous Case Management Service

The Indigenous Case Management Service (ICMS) is provided by Tangentyere Council to address homelessness and financial exclusion among Indigenous people in the Alice Springs area.

One innovative service of ICMS is to provide photo identification. Without identification, people are at increased risk of financial exclusion, but obtaining documentation is difficult for many individuals. The service has issued 3,582 people with Tangentyere Cards proving their identity, the majority from remote communities. The card is accepted by major banks, police, public transport providers, shops and Centrelink.

One issue for the service is that rough sleepers are increasingly described as ‘illegal campers’. However a majority of ‘illegal campers’ have applied for Territory Housing, and are awaiting allocation. Visitors periodically swell numbers, because short-term accommodation services in Alice Springs are generally at or near capacity.

The White Paper sets out a vision in which “people who become homeless will move quickly through the crisis system to stable housing with the support they need so that homelessness does not recur”.

In contrast to this, demand for ICMS services exceeds capacity, the homeless struggle to access short term accommodation, and individuals don’t readily acquire stable accommodation. Many return to homelessness. Some necessary changes include:

- Alice Springs needs to be seen as the service centre for Central Australia;
- Research should be ‘Action Research’ as accommodation is needed now;
- Remote communities require greater resourcing; and
- Models should be explored for appropriate short, medium and longer term housing options.

Mike Klerck
Coordinator, ICMS
Reflections from Alice Springs

Simon Smith
Executive Officer, Homelessness Australia

“Spending time in Alice has deepened our understanding of homelessness in Australia. We gained an insight into Indigenous understandings and experiences of homelessness. We also saw how incredibly challenging it is to work in remote areas. Homelessness services in Alice Springs are often 1,500kms away from other agencies. Joining up services in a place like Alice has a whole other meaning when you work in such isolation. Putting the White Paper into practice means we need to think about how to translate a high level policy document into solutions that work in very different parts of Australia”

Stephanie Anne
Interim Convenor of the NESB Reference Group

“The NESB Reference Group provides specialist knowledge in representing the specific interests and experiences of people from Non English speaking backgrounds (NESB) in Australia. We now have representatives from each state and territory who provide direct services to clients from NESB and undertake community engagement with culturally and linguistically diverse communities. The face to face meeting in Alice Springs enabled all members to meet for the first time and address our concerns relating to the White Paper. As specialist services we are quite isolated and significantly under-resourced to respond to the complexity and increasing demand for culturally appropriate quality services. I would like to take this opportunity to commend Homelessness Australia for taking proactive measures to ensure the needs of people from NESB are appropriately represented”.
Pauline Woodbridge
Chair, Women’s Services Network (WESNET)

“In May, WESNET made the most of the face to face opportunity afforded us in the week of meetings held in Alice Springs. Organised and auspiced by Homelessness Australia (HA) staff we shared this experience with the members of the two other councils and the three Reference groups who provide policy advice to HA. For WESNET members’, being hosted by our NT representative, Dale Wakefield, was a fantastic experience and she played a big role in bringing forward the issues affecting women in the NT. Meeting together enabled WESNET to move our business forward, and at the same time connecting with the other HA members and organisations from the Alice Springs community. We were proud to officially launch the new National WESNET Website in the presence of workers from the local Alice Springs sector and the participants of the councils who came from all over Australia. Like the other councils WESNET found that meeting in Alice Springs gave us a unique insight that will continue to inform our work”

www.wesnet.org.au

Lynne Evans
Council to Homeless Persons Australia

With representatives from nearly all states, we were able to compare progress on the implementation plans for the White Paper. CHPA invited NT Shelter and NTCOSS to update members on the Intervention and housing initiatives in the Territory. CHPA discussed a number of issues that were affecting their members in all states and is developing some research proposals to gain further information especially around a lack of accommodation for older single women.