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Future Directions Evaluation

Final Reports for the Strategy and Program Evaluations

Social Housing Management Transfer (SHMT) Evaluation

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Future Directions Evaluation: Programs and Strategy

Final Report for the Social Housing Management Transfer (SHMT) Evaluation

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Contents

List of acronyms

ACRONYM	DEFINITION
AH&MRC	Aboriginal Health & Medical Research Council
AMS	Asset Maintenance Services (Contract)
APDC	NSW Admitted Patient Data Collection
BOCSAR	NSW Bureau of Crime Statistics and Research
CALD	Culturally and Linguistically Diverse
BCR	Benefit-Cost Ratio
CEI	Centre for Evidence and Implementation
CFIR	Consolidated Framework for Implementation Research
CH	Community Housing
CHIA	Community Housing Industry Association
CHIMES	Community Housing Information Management System (a DCJ dataset)
CHOSS	Community Housing Outcomes and Satisfaction Survey
CHPs	Community Housing Providers
CIRCA	Cultural and Indigenous Research Centre Australia
CRA	Commonwealth Rent Assistance
DCJ	NSW Department of Communities and Justice
DID	Difference-in-differences
DIT	District Implementation Teams
DOMINO	Data Over Multiple Individual Occurrences (from the Department of Social Services)
EDDC	NSW Emergency Department Data Collection
eMR	Electronic Medical Record
FACS	NSW Department of Family and Community Services (now the NSW Department of Communities and Justice)
FACSIAR	FACS Insights, Analysis and Research
Future Directions	Future Directions for Social Housing in NSW
HOMES	Housing Operations Management and Extended Services (a DCJ dataset)
HOSS	Housing Outcomes and Satisfaction Survey
IS	Income Support
IT	Information Technology
KPI	Key Performance Indicator
LAHC	NSW Land and Housing Corporation (now within the NSW Department of Planning, Industry and Environment)
LAHC FDI	Land and Housing Corporation Future Directions Implementation
LGA	Local Government Area
MBS	Medicare Benefits Schedule
MI	Melbourne Institute: Applied Economic and Social Research
MTT	Management Transfers Teams
NAPLAN	National Assessment Program – Literacy and Numeracy
NCAT	NSW Civil and Administrative Tribunal

ACRONYM	DEFINITION
NPV	Net Present Value
NSW	New South Wales
PBS	Pharmaceutical Benefits Scheme
PH	Public Housing
PHCR	Patient Health Care Record
PPN	Project Person Identification Number
PRN	Property Reference Number
PWI	Personal Wellbeing Index
RMIT	Royal Melbourne Institute of Technology
ROSH	Risk of Significant Harm
SAHF	Social and Affordable Housing Fund
SEIFA	Socio-Economic Indexes for Areas (developed by the Australian Bureau of Statistics)
SHMT	Social Housing Management Transfer
SHS	Specialist Homelessness Services
SII	Service Improvement Initiative
SLK	Statistical Linkage Key
TAFE	Technical and Further Education
VET	Vocational Education and Training

0. Executive summary

Future Directions for Social Housing in New South Wales (Future Directions) is a NSW Government reform which aims to transform the state's social housing system. The Melbourne Institute Consortium was commissioned by the Department of Communities and Justice to undertake a three-year evaluation of Future Directions.

This Final Report evaluates short-term outcomes of the Social Housing Management Transfer (SHMT) Program. SHMT is a twenty-year program. This is an early-stage evaluation which assesses outcomes only in the initial years. Impacts on some outcomes may require a longer observation window to be observed (e.g. outcomes such as sustained increases in employment and reductions in welfare dependence, school completion rates and increased exits from social housing). Further, the Covid-19 pandemic may have affected outcomes at this early stage as it negatively impacted SHMT CHPs' ability to engage with tenants.

This section summarises the SHMT Program, evaluation questions, methodology and findings.

0.1. The SHMT program

The Social Housing Management Transfer (SHMT) program is a major project under the Future Directions reform. Between October 2018 and September 2019, the program transferred the management of around 14,000 public housing properties across entire specific areas in four NSW districts — Shoalhaven, Mid North Coast, Northern Sydney (excluding Ivanhoe Estate) and Hunter-New England (except Newcastle) — from DCJ to nine registered community housing providers (CHPs). The NSW Government retains ownership of the properties but is leasing them for a 20-year period to CHPs who have taken over the management of the tenancies. While tenants in public housing cannot receive Commonwealth Rent Assistance (CRA), households in CHP-managed properties are eligible to receive CRA which is then passed on to the CHPs via higher rents. As a result, the CHP receives the subsidised social housing rent plus the CRA. Tenants should see no changes to their tenancy in terms of their rights, length of tenure, lease conditions or income after rent.

CHPs involved in SHMT provide all social housing services formerly provided by DCJ Housing in SHMT locations (FACS, 2017a,b). This includes Tenancy Management Services, Access and Demand Services (which involves dealing with the applications for and entries to social housing), Tenant Support Coordination (providing services to facilitate tenant access to support), Social Housing Service System Coordination (which involves a leadership role in supporting the local implementation of key initiatives such as coordinating social housing engagement plans) and Property Management Services. In the early stages of the program (which coincides with the evaluation period), although SHMT CHPs were responsible for paying for Property Management Services they had very little control over the delivery of these services as the original contractor for maintenance engaged by NSW Land and Housing Corporation (LAHC) was still under contract.

The SHMT program aims to contribute to the Future Directions strategic objectives of providing:

- more opportunities and support to avoid or leave social housing; and
- a better social housing experience through providing better tenancy management and support services.

Additional objectives of the SHMT program focus on changing the social housing system. Those objectives include, but are not limited to, improving the sustainability of the social housing system by harnessing additional CRA funds that were previously unavailable to the social housing sector; sustainably building the capacity and resources of the community housing sector; and bringing the creativity and innovative thinking of the community housing sector into the social housing system.

0.2. The Evaluation

The aims of this evaluation are to:

1) explore the implementation of the transfer of public housing to CHPs from the perspective of key stakeholders who have had substantial experience across a range of sites, and from the perspective of tenants;
2) explore the initial tenant outcomes of the management transfer to date, based on the dwellings that have been transferred;
3) conduct an early-in-program cost-benefit analysis using those initial outcome evaluation results; and
4) provide a framework for future, longer-term evaluation of SHMT outcomes based on future extractions of linked administrative data.

A full exploration of the extent to which the SHMT program has changed the social housing system is outside the scope of this evaluation.

The evaluation of SHMT assesses the program's impacts on tenants and service providers. It seeks to answer the following questions:

- Did SHMT work? For whom, and why?
- Does the impact differ by tenant groups and across communities? What drives the differences?
- What are lessons learned from the SHMT program for future social housing management transfers?

These questions are answered using implementation evaluation, outcome evaluation and cost-benefit analyses in the economic evaluation.

0.2.1. Implementation evaluation methodology

CHP stakeholder interviews

Fifty SHMT staff, representing each of the nine CHPs involved in implementation of the transfer, participated in semi-structured interviews about the acceptability, appropriateness and feasibility of managing additional dwellings and tenants under SHMT, and the specific barriers and enablers experienced in this process. Findings were outlined in relation to the implementation experience and the successes and challenges observed by CHPs when implementing SHMT using the Consolidated Framework for Implementation Research (CFIR) approach described by Gale et al. (2013).

Tenant interviews

Sixty tenant interviews were conducted between November 2020 and August 2021 across three sites. Sites were selected in consultation with DCJ and CHPs to represent a diversity of contexts, i.e. geographic location; demographic composition of tenants; and the phase the CHP took on stock in the management transfer. Tenants from Aboriginal or culturally and linguistically diverse (CALD) backgrounds were interviewed by researchers from these cultural backgrounds and in-language where tenants preferred that option.

0.2.2. Outcome evaluation methodology

The outcome evaluation draws on multiple administrative datasets that were linked to provide a comprehensive view of engagement with government services for social housing tenants and applicants starting from several years before the management transfers. Analysis of tenant satisfaction surveys is also conducted. Findings from qualitative interviews with SHMT tenants are woven into the report to provide narrative examples from people with lived experience to illustrate what positive, negative, or neutral quantitative outcome findings mean in practice for some people.

The quantitative analysis for this evaluation is based on administrative data to 30 June 2021, which is two years and eight months from the start of the transfer period in October 2018 and one year and nine months from when the final transfers were made in September 2019. Tenant satisfaction data comes from the Community Housing Outcomes and Satisfaction Survey (CHOSS) and the Housing Outcomes and Satisfaction Survey (HOSS). Both surveys were conducted from 2019 to 2021.

The evaluation follows the group of tenants in SHMT dwellings from the time of the transfer (or tenancy start date for new tenants) and records their outcomes over a wide range of domains under the NSW Human Services Outcomes Framework:

Home: stability of tenancies, risk of homelessness, market value of the dwelling and (implicit) rental subsidies received by the tenant over time.

Social and community: changes in local neighbourhood characteristics of SHMT areas, including housing values, crime and employment statistics.

Safety: tenant interactions with the justice system and child protection services.

Economic: employment, income and income support.

Education: schooling outcomes, participation in vocational education and training.

Health: various health service usage measures.

Schooling outcomes and employment were not included in the report due to data issues (see limitations section below for a full explanation).

We identify SHMT's impacts using a quasi-experimental methodological approach. A propensity score matching method is used to match tenants in SHMT dwellings (the treatment group) to otherwise similar public housing tenants (comparison group 1) and community housing tenants (comparison group 2) in non-SHMT allocation

zones. The treatment group can then be compared with the comparison groups to determine how tenant outcomes changed across time (pre-SHMT to post-SHMT) for both groups. The underlying assumption is that the outcomes for the two groups were progressing similarly over time and are affected similarly by factors other than the program which may change over time. Under this assumption, the differences in the two groups' trajectories after the transfer of SHMT dwellings can be attributed to the impact of SHMT. We find a valid comparison group by using as rich a set of matching variables as is available, including individual and household characteristics, tenancy records, dwelling characteristics, distance to amenities, area level characteristics and tenants' histories of government service usage.

The impacts on the tenants who resided in SHMT dwellings at the time of transfer (existing tenants) is estimated separately from the impacts of SHMT on tenants who moved into SHMT dwellings after the transfer to CHP management (new tenants), as different impacts are expected for the two groups due to existing tenants directly experiencing the lead up to the transfer and the management transfer itself, and due to the tenants in the two groups having different characteristics. Using public housing tenants as the comparison group reveals the total impact of SHMT, is the preferred comparison and produces the main results for this report. The comparison with non-SHMT community housing tenants is designed to reveal the impact of SHMT versus regular community housing provision. These results are presented in the appendix and commented on where relevant.

Limitations

As stated above, this evaluation was designed to explore the initial (close to three-year) period of the Social Housing Management Transfer (SHMT) Program, which is a 20-year program. As a result, these evaluation findings represent the initial implementation experiences and the initial outcomes and experiences of tenants from early in the period of the SHMT program. These findings do not represent the experiences or impact of the whole 20-year program. The results in this initial period may also have been affected by the COVID-19 pandemic which limited the ability of CHPs to engage and establish relationships with tenants. To understand the full impact of the SHMT program and the full picture of the program's implementation it will be necessary to conduct further evaluations in the future. The results of those evaluations should be discussed alongside these initial program findings so that the full arc of the SHMT program can be described and understood.

A few limitations arise from difficulties linking the administrative records. First, a substantial portion of tenants could not be linked to the NSW Housing Register. For that reason, some information on applicants at the time of application (such as priority status) could not be fully accounted for in the final analysis, potentially undermining the suitability of comparison tenants. The difficulties linking with the Housing Register also mean that the evaluation is unable to answer the question of whether the introduction of SHMT has led to changes in the utilisation of the housing stock (e.g. fit of tenants to dwellings) as this requires a comparison of application information from the Housing Register with characteristics of the assigned dwelling.

Second, information on employment in the household and main source of income was missing for many tenants, especially for SHMT tenants. These outcomes are therefore not included in the main text of the evaluation report as the results are not deemed sufficiently reliable. Further, COVID-19 makes interpretation of school

attendance data difficult and NAPLAN data are not available for 2020. Education outcomes of school children are therefore not included in the report.

Third, linkage rates with external (non-DCJ) data were considerably higher for public housing tenants than for community housing tenants. This raises some concerns about the comparability and consistency of the results based on the comparison of new SHMT tenants with new public housing tenants. However, the linkage rate for SHMT tenants is higher than for other community housing tenants, somewhat alleviating this concern.

Finally, the qualitative interviews provide context and important insights but are not indicative of the extent to which a view is held by all tenants. Rather, the findings from the interviews are intended to supplement the quantitative findings by providing insights into the lived experiences and perspectives of tenants in a way that cannot be captured by quantitative data, demonstrating how SHMT has been experienced by some tenants.

0.2.3. Economic evaluation methodology

We use Cost Benefit Analysis (CBA) methods, combined with the quasi-experimental approach adopted for the outcome evaluation, to assess the reform costs versus the monetary value of benefits from SHMT. CBA is the preferred approach to economic evaluation of all government initiatives by the NSW Treasury (2017).

CBA estimates the net social benefit of different government policies or programs. Net social benefit equals total benefits minus total costs to the community (in present value terms). In this report the net social benefit of SHMT is estimated relative to a base case scenario of continuing to provide comparable public housing.

To align the SHMT analysis with other FD initiatives we estimate the reform's benefits and costs over a ten-year timeframe. As the CBA utilises outcome estimates measured over only the first two years of the SHMT program, projections must be made to capture costs and benefits in later years. Thus, a combination of *ex-post* and *ex-ante* methods are used to estimate the net societal benefit of SHMT.

- *Ex-post* methods are used to look back at key measured outcomes and their associated costs and benefits over the short term (1-2 years) after reform implementation.
- *Ex-ante* methods are used to project expected medium- to long-term outcomes which are not yet available (3 to 10 years after reform implementation). These projections extrapolate from earlier outcomes and assume other factors are unchanged.

The CBA is thus limited by only observing actual outcomes of SHMT over a relatively short time frame (1-2 years post reform). Future evaluations should update the CBA when SHMT outcomes in later years have been determined.

Monetised benefits include tenants' potential future earnings increases (e.g. due to better education) and savings from reduced service use (e.g. due to improved health status, reduced contact with the justice system and reduced custodial terms). Monetised benefits also include benefits to children's wellbeing where there are improvements to child protection outcomes.

In future evaluations, consideration should be made as to whether the injection of CRA into the social housing sector in NSW has increased sector capacity, improved

housing quality (e.g. the lengthening of the life of assets) and led to better outcomes for tenants.

0.3. What types of dwellings are part of the SHMT program and who is affected by SHMT?

While the characteristics of SHMT dwellings may vary across different locations, overall SHMT dwellings are a similar age as public housing dwellings with half of all dwellings being just under 40 years old, but they are older than community housing dwellings where half of all dwellings are just under 20 years old. Older SHMT dwellings are slightly more likely to become vacant than newer SHMT dwellings, making new tenants slightly more likely to be assigned to an older SHMT dwelling.

Location characteristics are not unambiguously better or worse for SHMT dwellings compared to other social housing dwellings, but new tenants are slightly more likely to be assigned to a less favourably located SHMT dwelling as these SHMT dwellings are slightly more likely to become vacant and thus available for new tenants.

In terms of tenant characteristics, 55% of existing SHMT tenants are women and this proportion is only slightly lower for new tenants (51%). A large proportion of existing SHMT tenants and new SHMT tenants are Aboriginal people (21% and 31%, respectively). Existing SHMT tenants are 44 years of age on average while new tenants are over 10 years younger on average, at 32 years. SHMT tenants are highly likely to have English as their main language: only 6% of existing tenants and 4% of new tenants have a CALD background. Average household size is 1.8 persons for new and existing SHMT tenants, while nearly 80% of existing SHMT tenants and 60% of new SHMT tenants are a single man or woman.

SHMT tenants are similar to public and other community housing tenants in non-SHMT allocation zones in terms of gender, age and household size (see Table 3.3 in Section 3.2). However, the proportion of Aboriginal tenants is substantially higher in SHMT than in public housing (21% versus 12% for existing tenants; and 31% versus 24% for new tenants) and community housing more generally (9% for existing and 18% for new community housing tenants). The proportion of tenants from a CALD background is lower though under SHMT – compared to both public housing tenants (6% versus 18% for existing tenants and 4% versus 13% for new tenants,) and community housing tenants (18% and 8%).[1] Household composition varies by type of tenant but there are fewer single men and women among existing public housing and other community housing tenants than among SHMT tenants (see Table 3.3 in Section 3.2).

Existing SHMT tenants are similar to public and community housing tenants in terms of their outcomes at baseline, but new SHMT tenants had experienced poorer economic and justice outcomes than other new tenants prior to starting their tenancy.

To give a few examples, 90% of new SHMT tenants versus 86% of public and 88% of community housing tenants depended on income support. New SHMT tenants were also more disadvantaged in terms of homelessness - 14% were homeless in the preceding year versus 9% of tenants in public housing and 11% of tenants in community housing. Children in new SHMT households were also more likely to

[1] However, information on main language is much more likely to be missing than information on age or gender.

have been reported to child protection services than children in public housing or other community housing households.

New SHMT tenants used more of nearly all health services than other new tenants: e.g. 18% used ambulatory mental health services versus 14% and 13% for public and community housing tenants respectively. It is unclear whether this reflects better (more health service access) or worse (worse health) outcomes. As discussed above, the outcome evaluation methodology controls for these differences in tenant characteristics by comparing SHMT tenants to non-SHMT tenants with similar demographic, dwelling and location characteristics.

0.4. Did SHMT implementation work for CHPs?

The management transfer and initial period of the SHMT program worked for CHP stakeholders – it was acceptable and appropriate, and on the whole, was feasible for them to implement. In general, CHPs identified more enablers to implementation than barriers.

CHPs believe they are a good fit for implementing management transfers, as they are already established in the sector and delivering asset management, support coordination and service delivery. In effect, the design of SHMT as a transfer of property management allowed CHPs to continue to 'do more of what they were already doing', but at a greater scale. Stakeholders also perceived features afforded to CHPs like resourcing (e.g. staffing and case management allocation) may contribute to a more dedicated, targeted and, where necessary, specialised support to tenants than their government counterparts had capacity to offer. In turn, with housing and tenancy management as their 'bread and butter', CHPs may be considered an appropriate alternative to government-managed housing in terms of providing a better housing experience for tenants and supporting the achievement of tenant outcomes. However, importantly, the early stages of SHMT implementation from the tenant perspective (from tenant interviews and quantitative results) suggest that this has not wholly been the experience so far.

A key factor in the feasibility of SHMT, for government and CHPs alike, was the staggered approach to sites 'going live'. It appears this approach brings with it a trade-off between being an earlier or later site, with pros and cons for each in terms of implementation challenges. Some of these challenges related to where providers sat chronologically in the staggered go-live process; for the first sites, CHPs primarily faced a greater proportion of technical challenges such as data migration and IT system faults; however, they indicated they had a greater level of support from DCJ in the transfer process. Sites that went live later were less likely to experience these same issues as they had generally been rectified; however, they indicated they received less support from DCJ, and tended to seek support from other already-live SHMT teams. This later group also faced challenges such as employing staff, in particular, via the SHMT DCJ-CHP staff transfer expression of interest (EOI) process (a voluntary redundancy option that enabled DCJ staff to seek a role in a SHMT CHP as part of the transfer). Many staff who moved from government had already secured work within early transferring SHMT CHPs, meaning later go-live providers faced difficulties in recruitment through this option.

The biggest barrier to implementing SHMT, mentioned by all CHPs regardless of go-live timeline, related to the lag between receiving the transferred property and having the ability to directly maintain it. Specifically, the contracts between LAHC and

maintenance providers continued until June 2021. It is important to stress that ultimately, maintenance delays and inconveniences that occurred during that period when the LAHC-contracted provider was still in place were felt most by tenants. CHPs were acutely aware of this, as it impacted their ability to create a positive first impression and build trust and rapport with tenants. The challenges due to maintenance contracts negatively affected (initial) tenant experience and the ability of CHPs to achieve some of the positive outcomes intended by the program in this early stage of the SHMT program.

The scale of business growth offered by SHMT, in combination with the support from government during this process, meant that CHPs viewed SHMT as an opportunity that could not be missed. There was an element of strategy in their approach to expansion – some preferred to go for sites that were already in their area of work, while others saw SHMT as an opportunity to expand their geographical network. Many providers also felt a sense of obligation to bid for SHMT, for fear of missing out to other providers in the sector and/or if package sites were in their current area of work (i.e., CHPs were driven by a sense of protecting their patch).

CHP stakeholders also had reflections on the SHMT objective of sustainably building the capacity and resources of the community housing sector. Regarding the shaping of the sector, stakeholders perceived that SHMT has changed the landscape (e.g. CHPs now manage a greater proportion of the NSW housing stock and there has been a transfer of experienced DCJ housing staff to CHPs). However, in this early stage of implementing a long-term project, they are less convinced that it has ensured diversity and appropriate competitive tension (e.g. there is a perception that large providers have become even larger, and with it, potentially more influential).

Future evaluation and/or iterations of management transfers should more clearly state the parameters and context for measuring success in these objectives (e.g., what constitutes ‘appropriate competitive tension’ or ‘opportunity’). Without this context, it is not possible to evaluate the extent to which the program met these objectives - for example, the implications of only one of the nine packages being awarded to a partnership between CHPs, and that some packages awarded were much larger than others.

0.5. Did SHMT implementation work for tenants?

Interviews with SHMT tenants suggest that SHMT was perceived to work best when dwellings met their needs prior to transfer and when they were able to make any necessary changes or repairs to the dwelling, either themselves or through their housing manager. When they felt these conditions were not met, SHMT tenants voiced disappointment with the transfer. It is important to bear in mind, that the transfer process initially involved only a change in tenancy manager. CHPs could not reallocate dwellings to tenants and CHPs were not in control of maintenance at the time of the interviews. Almost all interviews for this evaluation were conducted before the contract for maintenance was transferred to the CHPs at the end of June 2021. As a result, these tenant interviews provide insight into some of the possibly temporary, but significant, problems that can arise when tenants experience a management transfer under these conditions.

Interviews with SHMT tenants also suggest that SHMT worked best for them when they had clear communication channels with their housing manager. Where communication was less clear, SHMT tenants felt the transfer did not work so well.

Some of the interviewed non-English speaking tenants experienced difficulties communicating with their housing manager which subsequently led them to having challenges understanding what the housing manager could offer and how to seek help. In addition, the interviews demonstrated gaps in tenants' understanding of the transfer process, of Commonwealth Rent Assistance and rent payments, and of management arrangements. These knowledge gaps point to areas where communication with tenants by CHPs and DCJ could be strengthened to reduce misunderstanding, confusion and stress for tenants.

These findings highlight that there are limitations to what a management transfer can achieve for tenants if the quality of the dwellings being transferred are poor, and if tenants have not been appropriately allocated prior to the transfer. For future transfers a better management transfer process should be developed that gives CHPs more immediate control over the maintenance of dwellings and gives CHPs more information about the maintenance needs of dwellings well before the transfer itself. In addition, for future transfers it will be important to have more robust communication systems in place that DCJ and CHPs use to meet the diverse needs and abilities of the full tenant cohort.

0.6. Did SHMT affect tenant and community outcomes?

Except for creating uncertainty for some tenants in the short term, the process of transferring management from DCJ to CHPs is not expected to have an immediate impact on tenants' dwellings and their surrounding environment. Rather, impacts are expected to originate through the interactions between the CHP and the tenant.

0.6.1. What is the impact of SHMT on tenants?

Satisfaction survey results: Results from tenant surveys show that SHMT tenants were more satisfied with services provided by CHPs, communication by CHPs and how CHPs listen to tenants' views and acts on them than public housing tenants were with corresponding DCJ performance. On average, in both 2020 and 2021, tenants rated CHPs between 3.7 and 3.9 (out of a maximum of 5) which was 0.42 to 0.59 higher than for public housing tenants.

Positive impacts of SHMT, compared to public housing tenants, were observed for various measures of life satisfaction as reported by tenants in 2020, but not in 2021. In 2020, SHMT tenants on average rated their satisfaction between 6.4 and 7.1 out of a maximum of 10 for 'life as a whole', 'standard of living', 'achieving in life', 'personal relationships', 'how safe they feel', 'their community' and 'future security', which was between 0.33 and 0.77 higher than for public housing tenants. In 2021, however, only one life satisfaction domain was significantly different from similar public housing tenants in similar types of dwellings located in areas with similar location characteristics: SHMT tenants were less satisfied than public housing tenants with how safe they felt (scoring 6.8 out of 10, 0.93 lower than for public housing tenants).

Outcome evaluation results from linked administrative data are reported separately for existing and new SHMT tenants, with directions of the strongest and most consistent effects summarised in the table below. Impacts are often different for existing and new SHMT tenants due to differences in their characteristics and due to the additional disruption of the transfer for existing tenants. Although existing tenants

are currently the larger group, the impacts on new tenants are an indicator of impacts that may dominate in the future as, through natural turnover, new tenants will constitute an increasing proportion of the SHMT tenant population.

Summary of Main Outcome Evaluation Results

	Impact of SHMT on		
	Existing Tenants		New Tenants
	Year 1	Year 2	Year 1
Tenancy exit rates	Decrease	Decrease	
In social housing	Less likely	Less likely	Less likely
Positive exits	Decrease		Increase
Negative exits		Increase	Increase
Total CRA received per week ($)	Increase	Increase	Increase
Risk of homelessness	Decrease	Decrease	Decrease
Total days in custody			Decrease
Use of ambulatory mental health services for mental health issues	Increase	Increase	Increase
Number of days on income support	Increase		
Enrolment in vocational education			Decrease
Notes: Green indicates a positive impact; red indicates a negative impact; grey indicates an impact which may be positive or negative; and white indicates no impact. Impact of SHMT compared to Public Housing tenants			

Housing outcomes. Examining tenancy exits shows that, in the initial period, existing SHMT tenants had greater housing stability: they were 3.6 percentage points less likely to transfer to other social housing and 2.4 percentage points less likely to exit their tenancy overall than existing public housing tenants. Positive exits (to private housing) decreased slightly (0.3 percentage points) in the first year, with no effect after two years. These decreases in exits could reflect tenants' greater satisfaction with the housing services provided. Existing SHMT tenants were however also 0.3 percentage points more likely to have a negative exit (due to a tenancy breach).[2]

Like existing SHMT tenants, new SHMT tenants are less likely to transfer to another social housing property (3.1 percentage points) and more likely to have a negative exit (1 percentage point) than public housing tenants. However, unlike existing SHMT tenants, new SHMT tenants are also more likely to have a positive exit than public housing tenants (1.6 percentage points). So overall, impacts on exit rates reflect a more positive impact for new tenants than for existing tenants.

Housing security (as observed through the risk of homelessness, use of homelessness services etc.) under SHMT was slightly better than for public housing tenants in this initial period of the SHMT program: existing SHMT tenants used less specialist homelessness services and were up to 0.4 percentage points less likely to be homeless or at risk of homelessness. New SHMT tenants also used slightly less specialist homelessness services and were less likely to be at risk of homelessness than new public housing tenants (by 3 percentage points).

[2] Note that for a relatively large proportion of tenants who exit the reason and/or destination are unknown.

Tenant satisfaction surveys show that in 2020 SHMT tenants were more satisfied with their personal relationships (and with their community) than public housing tenants. In 2021 SHMT tenants were equally satisfied.

Safety and empowerment domains: The administrative justice and child protection data do not show any persistent impacts from SHMT in the safety domain, except the positive finding that new SHMT tenants spend on average two days less in adult custody than new public housing tenants. Tenant interviews demonstrate that CHPs can have an impact on tenants' feelings of safety in their dwellings. When tenants perceived that CHPs are proactive about monitoring for safety and acting on issues that jeopardise safety, they reported an increase in feelings of safety. Conversely, when tenants felt like CHPs were not responsive to their reports on safety concerns or proactive in managing security issues, they feel less secure in their homes.

The finding from the tenant satisfaction surveys that SHMT tenants scored higher than public housing tenants on satisfaction with how their tenancy manager listens to tenants' views and acts on them, indicates that SHMT tenants may have felt more empowered than public housing tenants. Tenant interviews indicate that tenants' sense of empowerment was in some cases undermined by the mandatory nature of the transfer process; poor communication with DCJ or CHPs; financial stress related to managing or understanding payments for their dwelling; and/or feeling like CHPs were not addressing safety issues.

Health domain: Slight increases were observed in service use for existing and new SHMT tenants. The use of ambulatory mental health services increased by 0.9 to 2.3 percentage points for existing and new SHMT tenants (relative to public housing tenants) and there were small increases in the probability of being admitted to hospital (psychiatric unit) and in the number of emergency room visits and PBS scripts for existing SHMT tenants in the second year. Access to (and additional use of) these services is not necessarily a negative impact, especially when it concerns preventive health services. The fact SHMT tenants were able to access these services and were potentially assisted in doing so by the CHP is a positive.

Some of the 60 tenants interviewed reported an improvement to their health since the transfer as a result of improved property management, feeling they have a safer and better-quality dwelling for family and friends to visit, and assistance by their CHP to access health supports. Others reported worsening health, including worsening mental health, which they attributed to difficulties obtaining maintenance support for their poor-quality dwellings from the LAHC-contracted maintenance provider and inadequate responsiveness from their CHP to safety concerns.

Education domain: No persistent changes in education outcomes were observed for existing SHMT tenants, however new SHMT tenants were 4 percentage points less likely to have enrolled in a VET course than new public housing tenants. Among the interviewed tenants, most were not undertaking or considering educational pursuits. Broader human services outcomes such as education and employment take longer to eventuate and require funding to actively encourage tenants to pursue education or employment experience activities or programs.

Economic domain: An increase in the amount of income support (by $108 per year) and an increase in the number of days on income support by two days in the first year was observed for existing SHMT tenants compared to existing public housing tenants. This could potentially be due to additional information on eligibility provided

by CHPs through tenant support coordination. There was no impact on the receipt of income support for new SHMT tenants.

The administrative data and tenant interviews point to one clear unintended negative consequence of SHMT. Although SHMT resulted in increases in CRA flowing to tenants, and through them, to CHPs, the process of applying for CRA has created difficulties for tenants. The administrative data show that at the time of transfer 28% of tenant households did not receive CRA, while 15% were still not receiving CRA one year later. CRA legislation does not allow CHPs to receive CRA directly from Centrelink. The financial stress and confusion amongst SHMT tenants in relation to having to apply for CRA and pay the CRA amount received to CHPs (who are now charging a higher rent, factoring in the CRA component as per DCJ Rent policy, than before the transfer) is evident from the tenant interviews. These results are also consistent with findings from other reports on the experiences of tenants during the SHMT transfer (Tenants' Union of NSW, 2020). Although this was a known potential issue prior to the transfer, with resources being directed at facilitating CRA access and CHPs putting in place rent relief measures and payment plans while issues were sorted out with Centrelink, some SHMT tenant nevertheless remained confused and experienced financial stress as a result of this element of the program.

0.6.2. What is the impact of SHMT for the communities in which it operates?

One year after the transfer, outcomes at the community level were unchanged. Outcomes examined include the number of crimes, drug offences, domestic violence reports, homelessness services used and homeless people (all per 100,000 population). One year is, however, likely too short a time in which to expect any impact so this analysis should be repeated as more years of data become available.

New SHMT tenants are different from existing SHMT tenants (see Chapter 3), but they currently only make up a small proportion of all SHMT tenants and so have had limited impact on the overall tenant composition. In future years this is likely to change. New tenants are likely to be more vulnerable due to the increasing vulnerability of social housing tenants over time.

0.6.3. Did the benefits of SHMT outweigh the cost?

Unit costs of delivering SHMT housing relative to continuing with traditional public housing delivery are determined by comparing cost data received from DCJ with that obtained directly from CHPs involved in delivering SHMT housing. Using these data sources, SHMT is estimated to cost an additional $350 per dwelling per year (or $0.96 per dwelling night) in delivering tenancy management and access and demand services annually. There was also an additional $6.8 million in one-off transitory costs.

Assessing these costs relative to the quantified benefits of the reform over a ten-year period, the cost-benefit analysis (CBA) finds that SHMT leads to a negative net present value (or net present cost) of $30,787,102 in June 2021 prices. This translates to a BCR of 0.04[3]. While SHMT appears to deliver net benefits to new tenants over ten years as a result of the reduction in adult days in custody, these

[3] Assuming that benefits (and disbenefits) continue over the entirety of the SHMT 20-year contract period this would translate to a net present cost of almost $25.9 million (or BCR of 0.32) over the full contract period. We however caution against using results over the full 20-year contract period as projected future benefits are estimated quite crudely.

benefits are not sufficient to outweigh the additional costs of SHMT delivery combined with other disbenefits of SHMT (particularly for existing tenants who appear to have experienced an increase in evictions and are using more health services). With 35,686 individuals predicted to live in SHMT housing at some time over the first ten years (23,084 existing tenants plus 12,612 new tenants), this results in a net present cost of $862 per person.

There is also the additional expenditure by the Australian Government on Centrelink payments (excluding CRA) and on CRA which add up to a net present cost of $7,151,741 and $278,995,257 respectively. As these are considered transfers, to tenants and CHPs respectively, the marginal costs equal marginal benefits and thus cancel each other out in the CBA. To date the increase in CRA appears to have been used to provide additional tenancy management services to tenants and to pay for maintenance. Future evaluations should examine whether the injection of CRA into the social housing sector leads to improvements in social housing and/or better outcomes for social housing tenants.

It is important to note that certain benefits of social housing (and in this case also disbenefits associated with the disruption due to the transition) are not easily monetised. Although some of these are likely to be small given that SHMT does not involve any changes to the quality of tenants' housing, there is also broader evidence of improved satisfaction from tenant satisfaction surveys. Monetising increased tenant satisfaction would, however, be unlikely to change the overall conclusion based on the CBA as the measured disbenefits are quite large. Note also that the tenant satisfaction results are not necessarily representative of tenant outcomes as the response rates to the tenant surveys are low. The requirement for tenants to share their data with DCJ for evaluation purposes may have reduced the sample size of satisfaction data as a considerable proportion of tenants withheld consent for this sharing. In addition, one CHP failed to include the consent question so their tenants' satisfaction data could not be used.

Another challenge for the CBA is that we only have relatively crude proxies for tenants' welfare. While utilisation of health services is captured, actual health and wellbeing are not (at least not in the administrative data). By taking increases in the utilisation of these services as a cost we are implicitly assuming the former but this may not be accurate. The increase in acute health services that are most affected by SHMT, such as increases in emergency department presentations, seem to suggest that the health of tenants has been negatively affected by SHMT. However, the increase in the use of mental health services that is also observed may lead to potential reductions in service usage (and health costs) in future years, after the initial increase in costs. Similarly, there may be further costs to SHMT that are not currently monetised. For example, the increase in evictions from SHMT dwellings for new tenants may have led to homelessness that has remained unobserved because homelessness services were not utilised. Such homelessness would thus not be identified through the administrative data. Thus, a longer-term assessment of outcomes is required, with the use of other (complementary) measures where possible.

In terms of community-wide impacts, it is still too early to expect significant changes in communities that contain a substantial number of SHMT dwellings, and in which we may expect to see community impacts over the longer term.

0.7. For whom did the SHMT program work?

Outcomes were examined by gender; Aboriginal status; main language (English-speaking versus CALD); age (above and below 55); and location (major cities versus regional/remote areas).[4]

Some impacts appear to be universal across subgroups. Housing security is one such example. Housing security improved across all subgroups relative to public housing tenants with the largest increases for new tenants, but with existing tenants also experiencing slight increases. Positive exits also almost uniformly increased for new tenants, except those over 55 years of age.

Differences in impacts between subpopulations are generally stronger for new SHMT tenants than for existing SHMT tenants. Many differences across subgroups are mixed and it is difficult to discern clear patterns. Given the early stage of SHMT implementation, re-assessing impacts in one or two years will be important to check the persistence of observed impacts.

0.7.1. Male versus Female Tenants

Overall, there were few gender differences. New female tenants however experienced greater improvements in housing security, as measured by a decrease in the probability of being at risk of homelessness (by 4.8 versus 2.3 percentage points for men). Positive exits also increased by more for new female tenants than for new male tenants (1.7 versus 0.8 percentage points).

0.7.2. Aboriginal versus non-Aboriginal tenants

Overall, more positive impacts on some outcomes and more negative impacts on other outcomes seem to balance each other out for both new and existing Aboriginal SHMT tenants.

One notable finding, however, is that new Aboriginal SHMT tenants seem to benefit substantially more than other SHMT tenants in terms of improved housing security, including a reduction in the probability of being at risk of homelessness (5.9 versus 2.7 percentage points for new non-Aboriginal SHMT tenants).

New Aboriginal tenants also appear to benefit from SHMT (where existing Aboriginal SHMT tenants do not) in terms of greater decreases in contacts with child protection (4.6 versus 0.4 percentage points for non-Aboriginal new SHMT tenants) and in court appearances (2.9 percentage point decrease versus a 0.2 percentage point increase). New Aboriginal SHMT tenants also experienced a large increase in income support ($707.50 versus $15.10 per year). This increase was the largest amongst all subgroups.

0.7.3. CALD versus English-speaking tenants

Overall, outcomes for CALD SHMT tenants are slightly poorer than for other subgroups. Most notable among the impacts on CALD tenants are new CALD SHMT tenants experiencing the largest increase in negative exit rates of any subgroup (an

[4] Note that the variables Aboriginal status and whether English is the main language are missing for a substantial proportion of social housing tenants. As a result, the sample of analysis that can be used for the outcome comparisons for these groups is smaller, and the population of Aboriginal tenants combined with the population of non-Aboriginal tenants does not add up to the full population of tenants. The same is true for the population of CALD and English-speaking tenants.

increase of 1.1 percentage points versus a decrease of 0.2 percentage points for non-CALD new SHMT tenants) and a smaller increase in positive exits than other subpopulations (1.1 versus 2.5 percentage points). Nevertheless, SHMT improved new CALD tenants' housing security – a reduction of 4.2 percentage points in the risk of homelessness (compared to a 1.2 percentage point increase for English-speaking SHMT tenants).

Existing CALD SHMT tenants did not experience the large decrease in contacts with child protection services experienced by English-speaking tenants (an increase of 1.6 percentage points versus a decrease of 6.6 percentage points). They also experienced large increases in the number of emergency room visits (0.28 versus 0.03 additional visits).

These poor results for CALD SHMT tenants are partly explained by tenant interviews indicating that tenants from a CALD background may face challenges communicating with management, making it difficult to advocate for better outcomes for themselves during the transfer process.

0.7.4. Younger tenants versus older tenants

Younger new SHMT tenants (less than 55 years old) experienced an increase in positive exits while older tenants did not (+1.7 versus -0.3 percentage points) and greater improvements in housing security (for example, a 4.1 percentage point decrease in the risk of homelessness for younger tenants versus a 1.5 percentage point decrease for older tenants). Younger new SHMT tenants also experienced a greater decrease in days in custody (2.7 versus 0.2 days). Older tenants however benefitted from greater improvements in health (e.g. a reduction in the probability of an emergency room visit of 3.9 percentage points versus an increase of 0.5 percentage points for younger tenants).

There were very few differences between younger and older tenants among existing SHMT tenants.

0.7.5. Tenants in major cities versus tenants in regional areas

The probability of a positive exit increased by more for new SHMT tenants in regional areas than in major cities (1.6 versus 0.4 percentage points) and the probability of remaining in social housing after one year also decreased by more (by 8.0 percentage points in regional areas versus 3.2 percentage points in major cities). Housing security improved for both groups, but the risk of homelessness for new SHMT tenants decreased more in major cities than in regional areas (5.4 versus 3 percentage points). These differences are likely due to private rental being more affordable in some regional areas than in large cities. Any differences in housing outcomes by location for existing tenants were small.

In terms of non-housing outcomes, existing and new tenants in SHMT dwellings in major cities experienced larger increases in preventive health services (e.g. an increase in expenditure on PBS scripts of $586 versus $68 for tenants in regional areas) and seemed to benefit from health improvements that were absent in rural areas (e.g. 0.24 fewer emergency room visits in cities versus 0.36 more visits in regional areas for new tenants). Overall, however, at this early stage of implementation, positive and negative impacts on non-housing outcomes appear to largely balance each other out in both major cities and regional areas.

0.8. Discussion

Overall SHMT was seen as a great opportunity for the CHP sector and has changed the sector's landscape. In the view of CHPs, the management transfer itself was reported to work well. The staggered approach worked, with pros and cons associated with both early transfer sites and with later transfer sites. The increase in the size of the sector as a result of SHMT may however have reduced competition by making already large CHPs even larger.

At this stage, it is less apparent whether SHMT implementation worked well for tenants. The poor quality of the dwellings that were transferred was a key barrier to tenant satisfaction. Maintenance contracts were another significant barrier. Issues with maintenance negatively impacted tenants' initial impressions of CHPs. There are limitations to what CHPs can achieve for tenants if the quality of the dwellings being transferred is poor and maintenance is out of their control. Timing management transfers to coincide with the ending of prior state-held maintenance contracts will be important in future transfers.

A further barrier highlighted in the tenant interviews related to communication challenges, particularly for non-English speaking tenants. The interviews demonstrated gaps in tenants' understanding of the transfer process, of CRA and rent payments, and about management arrangements. These knowledge gaps point to areas where communication between CHPs and tenants could be strengthened to reduce confusion and stress for tenants. Communication processes should include periodic check-ins with tenants and need to be designed for tenants with diverse needs, including those with low English proficiency and/or low literacy.

The early timing of the tenant interviews means they shed light on challenges that tenants experienced during the transition of CHPs into their management role. These challenges may be transitory but are nevertheless important to consider when designing change management processes for future transfers.

The impacts of SHMT on tenant outcomes, as measured by the administrative data, are quite mixed, especially for existing SHMT tenants. Consequently, the economic evaluation is particularly helpful in summarising the overall impact of SHMT - it assists in assessing whether there may have been an overall benefit or cost to the reform. The cost-benefit analysis revealed increases in the costs of delivering SHMT ($22 million) as well as disbenefits ($13.7 million) for existing tenants, whereas a small positive benefit ($2.5 million) was observed for new tenants, largely driven by reductions in adult days in custody. Combining these effects for existing and new tenants, SHMT is predicted to lead to a net present cost of almost $30.8 million over ten years (and a BCR of 0.04).

Viewed from the NSW government's perspective, SHMT is more costly as the state government loses rent revenue from SHMT tenants. The cost savings in no longer having to deliver tenancy management, access and demand services and repairs and maintenance associated with SHMT dwellings in SHMT areas do not make up for this.

The overall negative impact may be due to the relatively low quality of dwellings, coupled with the maintenance issues that occurred, perhaps further deteriorating the quality of the SHMT dwellings relative to similar public housing. A key question is whether any negative impact arising from the direct impacts of the transition will disappear over time. It is therefore crucial to continue monitoring tenants' outcomes.

0.9. What are the lessons learned from the SHMT program for future social housing management?

Here we provide a tabular summary of recommendations that follow from the main lessons coming out of the evaluation.

	Recommendation	Lesson	Specific findings
1. Improving SHMT and Future Management Transfers			
1.1.A	SHMT should continue to run its current course and further evaluation of medium- and longer-term outcomes undertaken, with improved measurement of outcomes	The costs of SHMT are not (yet) outweighed by the benefits.	The evaluation of the initial period of the SHMT program shows a mix of impacts for tenants and that it experienced some early implementation challenges. The CBA shows that the overall BCR is 0.04 with a net present cost over the first 10 years of just under $31 million dollars or $862 per tenant. At this early stage, there is no evidence of positive impacts on education, and employment could not be reliably measured. For existing tenants, the BCR is negative. Longer term evaluation is needed to identify whether sufficient benefits arise over time for tenants who experience the transfer to outweigh the costs.
1.1B	CHPs need to be informed in advance that overall transfer success will be judged on tenants' achievement of Human Service Outcomes Framework outcomes		The evaluation found some positive but more often limited impacts of SHMT on Home; Social and community; Empowerment; Safety; Health; Economic; and Education outcomes for tenants. This may have been due to the achievement of outcomes against the Human Services Outcomes Framework not being a SHMT contractual requirement, although they were a key part of the Future Directions for Social Housing in NSW document (NSW Government, 2016).
1.2	Streamline the tendering process (both in terms of duration and associated costs) for the Community Housing Sector	All successful SHMT tender recipients were established organisations in the sector.	Programs such as SHMT that are realistically of a scope and scale that the intended audience is more closed than other tender opportunities present an opportunity to reduce the resource intensiveness of the tendering process, so that these may be better utilised in project implementation and contributing toward successful outcome achievement for tenants.
1.3	Consider how to maximise opportunities for tenants to have choice and agency.	Lack of choice undermines tenants' empowerment and satisfaction.	Tenant interviews demonstrated that poor communication and/or inflexibility around the transfer process undermined their sense of empowerment, with potentially negative impacts on tenant satisfaction with their housing situation. Inflexibility included the mandatory nature of the management transfer.
1.4	Future large-scale engagement between government and the social housing sector should be staggered	Despite some challenges the staggered approach of SHMT to 'going live' has generally worked well.	CHPs have found the design of SHMT has made it acceptable, appropriate and feasible for CHPs to implement, and they are interested in more opportunities for CHPs to become further involved in the sector in the future.
1.5	Time the transfer so that CHPs get more immediate control over the maintenance of the dwellings, with full information about the maintenance needs of those dwellings	Asset Maintenance Services (managed by LAHC with little visibility for CHPs) meant that CHPs could not directly respond to maintenance requests in the initial period of SHMT implementation.	The ongoing use of the AMS contract arrangements meant CHPs and tenants experienced long wait times for maintenance and poor communication about maintenance work being undertaken, and CHPs experienced higher maintenance costs. Immediate control over maintenance would allow CHPs to immediately focus on clearing the backlog of maintenance issues and to build trust with tenants.

	Recommendation	Lesson	Specific findings
1.6	DCJ and CHPs should closely collaborate on future transfer processes	Lead-in time to build relationships, trust and rapport with individuals and other agencies in the community is vital	Lead-in time to build relationships, trust and rapport with individuals and other agencies in the community is perceived to be vital, and indicative of the success of SHMT. Equally important is access to full information on the dwellings (including the state they are in) and on the transfer process from the time of the request for tender, and ensuring sufficient time is allowed for communication (including allowing time for developing a joint communications campaign).
1.7	Objectives of SHMT and future programs should be clearer, measurable, measured and free of subjective descriptors that may limit their success	SHMT has re-shaped the NSW social housing sector, but important factors underpinning the objective are not clearly defined, could not be meaningfully evaluated, or were not included in the evaluation scope	Important factors such as ensuring sector diversity and appropriate competitive tension, as well as providing smaller CHPs with meaningful opportunities to partner and bid for SHMT, are not sufficiently clearly formulated to allow evaluation, and may or may not have been achieved. Measurable quantitative indicators are required to inform assessment of factors such as 'shaping the sector', 'ensuring diversity', 'providing appropriate competitive tension' and an 'opportunity for small CHPs to partner in applying for SHMT'.
1.8	Future evaluations should assess how the additional funding arising from CRA is used	Around $760 million (in 2021 dollars) in CRA is expected to flow into the social housing system over 20 years	Using the average annual CRA for tenants over 16 years of age of $2,123 in the first year after transfer multiplied by the 17,929 tenants over 16 at the time of transfer, gives us a CRA amount of just over $38 million in the first year. Assuming that the around 14,000 SHMT dwellings would continue to result in $38 million of CRA being transferred to CHPs each year, we would expect around $760 million in CRA over 20 years. A key question arising from the likely receipt of substantial additional funding is how this funding is used. Is it needed to bring the SHMT dwellings up to higher quality standard and/or can it be used to provide additional support services to tenants? Each of these could lead to flow-on benefits to tenants that can be measured in future evaluations.
2. Improving Implementation			
2.1	Provide more extensive communication opportunities to tenants about the management transfer leading up to it and immediately following	SHMT tenants valued open and accessible communication about the transfer	Interviewed tenants characterised the tenancy management transfer as having gone well and smoothly when CHPs checked in with tenants following the transfer, including home visits; held community information sessions about new tenancy management and services; made CHP staff available to answer questions; and had open and friendly staff. The interviews with SHMT tenants demonstrated that when communications about the transfer were not accessible, tenants felt confused as to why the transfer was taking place and about its implications for them.
2.2	Ensure tenants are aware of the tenant support coordination role of CHPs	Tenants seemed unaware of the tenant support coordination	Tenant support coordination was not mentioned in the tenant interviews, and few mentions were made of potentially associated references to services. However, it is not clear whether this omission is because tenants do not know about it or whether it has not been an important factor in their social housing experience. The expectation was that tenant support coordination would provide a better social housing experience for tenants and link them up to services they need, which may be especially important to vulnerable tenants. As tenant support coordination is intended to build and maintain stronger partnerships with specialist support services, this may well occur outside the view of tenants. Nevertheless, they might have noticed improved connection to services.
2.3	Provide earlier and more extensive support for CRA applications for vulnerable tenants giving CHPs more time and flexibility to engage with tenants	Many SHMT tenants received CRA with a lag, it was confusing to some tenants and not all tenants received it	Administrative data and tenant interviews suggest that the process of applying for CRA has created financial stress and confusion amongst SHMT tenants, some of whom ended up not applying (and therefore not receiving CRA) and others of whom delayed applying. At the time of transfer 28% of

	Recommendation	Lesson	Specific findings
			tenants did not receive CRA. This decreased to 15% one year after transfer for those who were still in their SHMT dwelling.
2.4	Explore the development and utilisation of a shared/common rent billing and payment platform or format	SHMT tenants found it confusing and difficult to transfer from the DCJ rent billing system to one run by their CHP, as they lost visibility of information.	Some CHP rent statements did not provide a history of past payments, only the current amount to be paid. Previously with DCJ, tenants had been able to check their rent bill and statements online, whereas since the transfer some only received a statement when CHP staff did an inspection, making it difficult for them to track payments or pick up mistakes in charges
3. Improving Access to Affordable Housing: Strategic and System-wide Recommendations			
3.1	Secure additional funds for social housing directly via the Commonwealth-State Housing Agreement rather than indirectly via CRA	Take-up of CRA was delayed for some tenants and not obtained by some.	It is inefficient to rely on a funding pool that tenants need to apply for, especially given that they see no net financial benefit to its receipt. It is perhaps not surprising that full take-up of CRA was not obtained. There is also uncertainty around the size of this funding pool in the future and the way that it would interact with future Housing Agreements. It would be more efficient to negotiate an additional funding injection into the social housing sector directly with the Commonwealth.
3.2	Improve access to housing options outside of social housing	Many existing tenants have no housing options outside social housing	Exit rates from social housing remain low. Tenant interviews suggest that the reason for this is that many SHMT tenants have no choice but to stay in social housing. The creation of viable affordable housing options outside social housing is essential to the sustainability of the social housing system and will require a whole of government effort, at state and federal levels.
4. Improving Data and Future Evaluations			
4.1	LAHC should investigate the driver(s) of increased market rent in the data	Market rent, as observed in the data, increases more for SHMT dwellings	An unexpected result from the administrative data analysis is that market rents of SHMT dwellings seemed to have increased more on average over the two years after the transfer than market rents of similar public and community housing dwellings. It is not clear why this may have occurred.
4.2	DCJ to develop a metric for quantifying dwelling quality that can be applied uniformly across social housing	Data on dwelling quality is very limited	Transferred dwellings were in worse condition than CHPs anticipated and they had to expend considerable funds bringing dwellings up to standard. Improvements in the quality of dwellings were not able to be quantified in the evaluation.
4.3A	Improve the quality of social housing data collection	Evaluation using a combination of quantitative and qualitative information is valuable	Key data issues identified include the lack of a common person identifier across the entire social housing system, incomplete data reported by CHPs, inconsistent data definitions used by CHPs within the community housing administrative dataset and inconsistent data definitions between public and community housing administrative datasets.
4.3B	Explore further data linkages to improve data on economic outcomes		There are currently no data on income receipt, income and employment outcomes for tenants who moved out of social housing and no longer receive income support. Linking of ATO data to the existing linked administrative data would improve our understanding of the economic impacts on tenants over time, regardless of where they are.
4.3C	Create more detailed measures of health and wellbeing rather than relying on use of pharmaceutical benefits, Medicare benefits and hospital services alone		Medicare data report details on if, and when, people have been diagnosed with health conditions which would help with disentangling whether changes in utilisation of health services are the result of improvement in access to services or of a deterioration in health.

	Recommendation	Lesson	Specific findings
4.3D	Ensure representative observation of the tenant experience		Wellbeing is not well captured in administrative data. There would be significant value in conducting a representative quantitative tenant survey, similar to the HOSS and CHOSS, with a focus on improving representativeness and consistency across public and community housing.
4.3E	Greater engagement with Aboriginal tenants to increase their participation in future evaluation		Aboriginal tenants are a relatively small subpopulation. To understand how they are faring under the SHMT program, they need to be well-represented in tenant interviews and surveys so that sufficiently large sample sizes are achieved.

1. Introduction

The Social Housing Management Transfer (SHMT) program is a major project under the Future Directions social housing reforms. This chapter summarises key aspects of SHMT, sets out key considerations in the evaluation, and outlines its purpose and scope.

1.1. The SHMT program

1.1.1. The policy context

The social housing system is facing a range of challenges in providing help to vulnerable people across NSW. The demand for social and affordable housing is increasing, with just over 59,000 households now on the NSW Housing Register. In response, the *Future Directions for Social Housing in NSW* Strategy was announced on 24 January 2016 and sets out the government's 10-year plan for transforming the social housing landscape and breaking the cycle of disadvantage by providing a safety net for more disadvantaged families.

Future Directions is a whole of government strategy aimed at changing the way social housing works in NSW by supporting more integrated approaches between different sectors of government (Health, Education, Justice, Planning and Environment, Industry and Family and Community Services). SHMT is an important and large component of the Future Directions strategy, and it is driven by two of the key strategic priorities aimed at transforming the social housing sector by providing:

- more opportunities and support to avoid or leave social housing; and
- a better social housing experience through providing better tenancy management and support services.

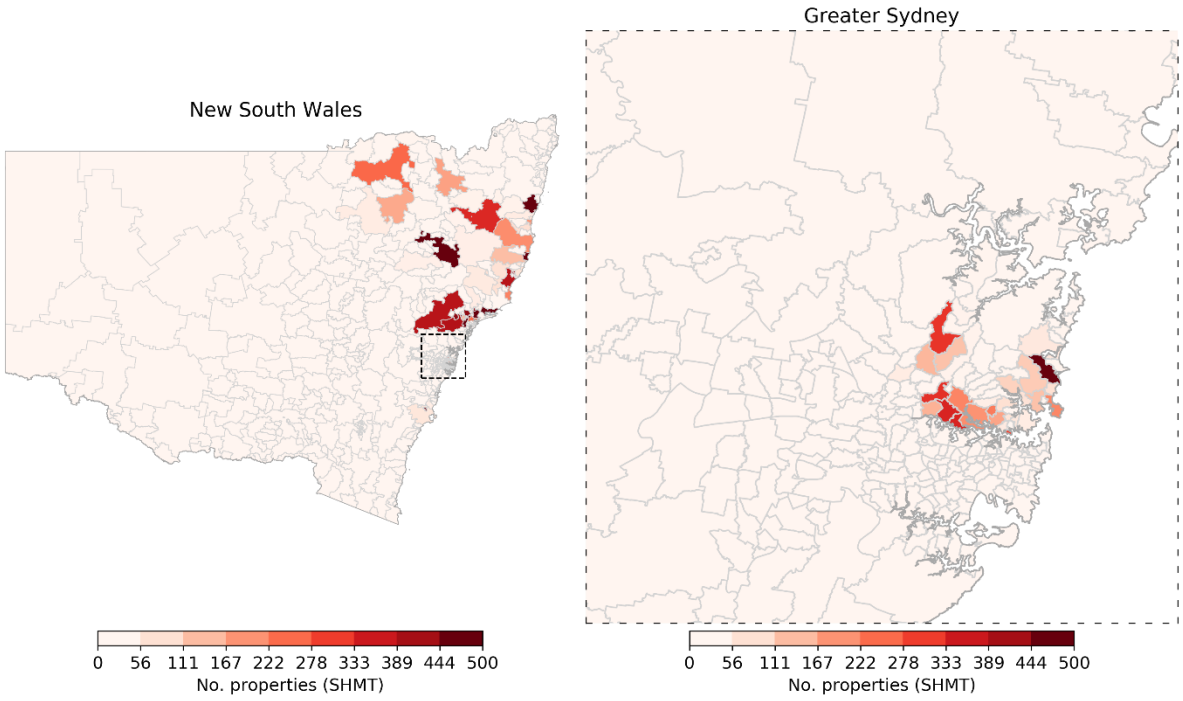
SHMT aims to make the social housing system more sustainable by transferring the management of approximately 14,000 public housing properties to local, registered not-for-profit Community Housing Providers (CHPs). The management transfer enables NSW to harness additional Commonwealth Rent Assistance (CRA) funding to direct into the social housing sector. Although SHMT does not directly contribute to the third Future Directions key strategic priority of providing more social housing, the availability of CRA funding for CHPs may enable SHMT CHPs to invest in more social housing in the future and/or provide better services.

1.1.2. The program

As part of the Future Directions reforms, SHMT enabled the NSW Government to deliver on its Council of Australian Governments (COAG) commitment to transfer management of a substantial proportion of social housing to the non-government sector within 10 years. SHMT aims to make the social housing system more sustainable by having non-government partners manage more of the social housing assets. This is intended to inject more competition and diversity into the provision of tenancy management services by expanding the capacity and capability of CHPs and thereby aims to improve tenant experiences and outcomes.

SHMT has transferred the management of around 14,000 properties in four districts — Shoalhaven, Mid North Coast, Northern Sydney (excluding Ivanhoe Estate), Hunter-New England (except Newcastle) — across NSW to nine registered CHPs. Each of the nine transfer packages (or SHMT packages) consisted of approximately 960 to 2,200 properties and were transferred on set dates between October 2018 and September 2019. Figure 1.1 presents a map of NSW and a map of greater Sydney to indicate the location and density of SHMT dwellings by postcode. This shows the concentration of SHMT regions in the north-east of NSW and the northern suburbs of Sydney, with darker colours indicating more SHMT dwellings per postcode. The NSW Government has retained ownership of the properties but has leased them to CHPs who now manage the tenancies. According to the program design, tenants should see no changes to their tenancy in terms of their rights, length of tenure, lease conditions or income after rent.

Figure 1.1 Location and density of SHMT properties in New South Wales



Source: Map produced by the Melbourne Institute Data & Analytics Team based on postcode-level information in HOMES data on the number of dwellings transferred to CHPs through the SHMT program.

Notes: 13,649 SHMT properties can be found in the HOMES data and are represented on the map. Information for postcodes with fewer than five SHMT dwellings is suppressed to comply with confidentiality regulations, leading to 38 dwellings being excluded from the maps.

Under SHMT the total amount of rent tenants pay from their incomes remains the same, but the total rent received by the CHPs is higher than was received by DCJ because tenants in CHP-managed properties are eligible to receive CRA, even though the property remains government-owned. The CHP receives the subsidised social housing rent plus the CRA. The amount received in CRA is in most cases passed on to the CHP through Centrelink's Rent Deduction Scheme. This additional income through CRA enables CHPs to provide improved services to tenants and to

support tenants who are ready to exit social housing. It also supports providers to develop further social housing programs.

Target Population

Figure 1.1 indicates the locations of the participating sites. All tenants in SHMT locations had their tenancy transferred to the CHPs (with the exception of tenancies managed by DCJ housing on behalf of Aboriginal Housing Office tenants). There was no right of appeal. Applicants on the Housing Register who say “Yes” to community housing and choose SHMT allocation zones when they join the register are eligible to be allocated social housing within SHMT districts as these become available (through natural attrition). Applicants who say “No” to CHP-managed properties will also be allocated to CHP properties if they have elected SHMT allocation zones. If they still prefer non-CHP dwellings, they need to change their allocation zone selection (otherwise they will be allocated to a CHP property).

Service Delivery

CHPs are granted twenty-year leases on the properties they manage, compared to the three-year leases prior to SHMT.

CHPs have access to additional income provided through community housing tenants’ eligibility for CRA, with the expectation that CHPs pay for the management and delivery of additional services from these funds. The services CHPs are required to provide are enshrined in the contract. The contract also specifies what surplus income can be spent on through the mutual agreement of both parties.

It is also anticipated that tenants will benefit from CHPs’ connections with local service providers who provide wrap around services for vulnerable clients, and from CHPs’ links with other community organisations and employers.

Under SHMT, CHPs provide the full suite of social housing services formerly provided by DCJ Housing in SHMT locations (FACS, 2017a,b), including:

- **Tenancy Management Services**: the delivery of housing assistance to tenants, including protecting tenant rights, ensuring comparable operational policies, and increasing social housing tenant satisfaction;
- **Property Management Services**: the scheduling and provision of repairs and planned maintenance to ensure tenant safety and security, as well as property functionality and amenity;
- **Access and Demand Services**: a pathway system for the application and entry to social housing. This involves assessing applicants for housing assistance and assisting:
    - homeless people into temporary accommodation and homelessness services;
    - people whose private tenancies are at risk; and
    - people into private rental accommodation with private rental services;
- **Tenant Support Coordination**: services to facilitate tenant access to support, including through needs assessment, referral and follow-up with support services; and

- **Social Housing Service System Coordination**: CHPs have a leadership role in service system coordination, including supporting the local implementation of key initiatives such as:
    - establishing and building whole of location networks and partnerships; and
    - coordinating social housing engagement plans.

CHPs were obligated to use LAHC's Asset Maintenance Services Contract for the delivery of maintenance services until 2021, after which the full responsibility for maintenance was transferred to the CHPs. LAHC retains responsibility for strategic portfolio planning and end-of-life replacement of properties.

As a result of SHMT, DCJ positions were made redundant and a number of DCJ staff lost their DCJ jobs. Before going to the open market for staff, CHPs participated in a closed EOI process in which they were able to offer employment to DCJ staff whose DCJ roles were considered comparable, in terms of remuneration and responsibility, to new roles created by CHPs in their organisations' structures. Many DCJ staff obtained employment with the SHMT CHPs in this way.

Key Objectives

The objectives of SHMT are to:

- see up to an additional 14,000 properties managed locally for the government by registered community housing organisations (now representing 32% of the total social housing stock, up from 19%);
- protect the right to housing, income after rent and tenancy conditions of impacted public housing tenants;
- improve the sustainability of the social housing system by harnessing additional CRA funding from the Commonwealth that was previously unavailable to the social housing sector in NSW;
- leverage CHPs' community networks to better support vulnerable tenants;
- sustainably build the capacity and resources of the community housing sector by:
    - facilitating CHP efficiencies;
    - providing opportunity for small or niche providers to form partnerships to deliver specific social outcomes;
    - shaping the housing sector to ensure diversity and appropriate competitive tension;
- bring the creativity and innovative thinking of the community housing sector into the social housing system;
- support the development of a more sustainable, dynamic, diverse and integrated social housing system for NSW; and
- build a system that delivers better long-term outcomes for social housing tenants and applicants.

Outcomes

Expected/desired outcomes as set out by DCJ are:

- higher tenant satisfaction and improved outcomes;
- increased access to support and additional services that many tenants need;
- 85% tenant satisfaction rating with maintenance;
- community engagement and better tenant outcomes through:
    - Networks and partnerships in the local community
    - Coordinating access to support for vulnerable tenants
    - Specialist service provision partnerships to deliver better outcomes for tenants
    - Increased role of CHPs in renewal and social inclusion partnerships
    - Strategies to maintain and expand partnerships with other local providers
    - Strategies to participate in relevant DCJ district partnerships arrangements
    - Budgeting for specific initiatives to improve tenant outcomes
    - Accountability arrangements for achieving tenant outcomes
    - Clear performance measures of tenant outcomes
    - Specific performance thresholds for achieving tenant outcomes;
- better utilisation of housing stock; and
- increased employment opportunities in the community housing sector.

Program Logic

The evaluation consortium developed a detailed program logic specific to SHMT based on the Future Directions program logic (see Appendix A). The program logic is underpinned by the theory of change in relation to what works, for who and why. It identifies potential outcomes in the short-, medium- and long-term. In this context, the program logic provides a roadmap as to which outcomes are relevant to the current evaluation and which outcomes should be assessed in future evaluations. It also identifies key implementation outcomes, which should be considered pre-conditions to the short-, medium- and long-term outcomes. In categorising potential outcomes as short-term, medium-term or long-term we aim to be realistic in terms of what could be expected to be achieved in certain timeframes. In the current evaluation, the focus is on short-term outcomes in the initial phase of SHMT implementation (the first three years of the twenty-year program). For the future evaluation framework, medium- to long-term outcomes are also considered. The indicative timeframes for the different outcomes are intended to identify when we hope to start seeing changes in outcomes. Outcomes should continue to be monitored (and evaluated) beyond the timeframe in which they are first expected to appear.

SHMT consists of four core components; the role of these components in the theory of change are discussed in turn. The first core component involves the **transfer of**

the management of public housing to CHPs. This is anticipated to lead to more competition and diversity in the provision of tenancy management services through the expanded capacity and capability of CHPs. It is expected to facilitate CHP efficiencies and diversity, and build the capacity and resources of CHPs, while lowering the cost of social housing provision to DCJ, making the social housing system more sustainable. The first core component is a pre-condition for the three other core components and is not expected to have a direct impact on tenants' outcomes itself. Rather, it facilitates the changes in tenants' outcomes that are expected to result from the three other core components of SHMT.

The second core component of SHMT is CHP **access to CRA funding**. This is expected to increase the sustainability of the social housing system in NSW by accessing $1 billion in CRA over 20 years, which can then be invested back in the social housing system through additional service provision and/or more CHP-funded social housing in the future.

The third core component is the requirement that CHPs provide the **full suite of social housing services** that were formerly provided by DCJ Housing, which includes Tenancy Management Services, Tenant Support Coordination, Property Management Services, Access and Demand Services and Social Housing Service System Coordination. It is expected that leveraging the local (existing) service networks of CHPs improves the experiences of social housing tenants and that this will have flow-on impacts in terms of improved health and wellbeing, as well as better social and economic outcomes for tenants and their children. For example, through tenant support coordination: tenants can be linked up to preventive health services which may result in a decrease in the use of other health services; tenants can be informed regarding their eligibility for income support payment; tenants can be linked to education or training opportunities. In addition, better and more support services are expected to result in an increased capacity of tenants to move into independent housing, using the education, skills and employment they have been able to acquire through the services provided. Although a reduction in financial and mental stress through the provision of stable and affordable housing is expected to reduce family violence and child abuse, more scrutiny through the close engagement of CHP staff and tenants may result in more domestic violence and child protection reports being filed (at least initially).

The fourth core component involves the **transfer of maintenance responsibilities** to CHPs after June 2021 (up to June 2021 CHPs were required to use LAHC's Asset Maintenance Services Contract for the delivery of maintenance services). It is anticipated that due to CRA, CHPs have access to more funding to improve the dwellings under their management, leading to better quality housing for tenants. This is expected to improve tenant satisfaction and improve their health and wellbeing, leading to better social and economic outcomes.

1.2. This evaluation

1.2.1. Key considerations for the evaluation

This Final Report evaluates short-term outcomes of the Social Housing Management Transfer (SHMT) Program. Understanding the value of the shift from DCJ to CHP service provision is a key element of this evaluation. The ability of CHPs to efficiently scale up their service provision, in some instances tripling the number of dwellings managed by the CHP, is an important element. This is an early-stage evaluation

which is able to assess outcomes only in the initial years of this twenty-year program. The first management transfers occurred in October 2018 and the last set of management transfers was completed on 2 September 2019. The report thus evaluates the impact of all transfers over a period up to two years and eight months. Impacts on some outcomes may require a longer observation window to be observed, for example, sustained increases in employment and reductions in welfare dependence, school completion rates and increased exits from social housing. Further, the Covid-19 pandemic may have affected outcomes at this early stage as it negatively affected CHPs' ability to engage and form new relationships with tenants.

The current evaluation sets up a framework for the methods and data to be used in future evaluations of SHMT. The evaluation provides DCJ with the information needed to construct the same outcome measures and control variables for the individuals in the treatment and comparison groups and to identify outcomes to be monitored (including suggestions for additional outcomes to be measured).

1.2.2. Evaluation purpose

The purpose of the outcome evaluation is to identify the benefits accruing to tenants, DCJ, the NSW government and society associated with whole of site management transfers from government to non-government providers. Ideally, the evaluation would also have assessed benefits to the social housing system, but this was not feasible with the current data and at this early stage. The outcome evaluation aims to examine whether the expected benefits were realised and to what extent. It also seeks to identify unexpected consequences. The economic evaluation compares the monetary value of the benefits with the monetary costs and so identifies whether such transfers offer a sufficient return to the NSW Government and the broader community. The implementation evaluation identifies areas for program improvement which are relevant to future management transfers.

All three components of the evaluation provide important, although at this early stage still preliminary, information to feed into decisions as to whether to proceed with similar transfers in the future, and how to maximise the monetary and societal returns from such transfers. To facilitate continued evaluation of SHMT into the future, this report also serves as documentation for an evaluation infrastructure which includes guidelines for future data extractions based on the data extractions for the evaluations in this report; outcome variable definitions with associated computer code to construct these outcomes; definitions of the treatment and comparison groups to be followed over time; a description of the methodology used to evaluate outcomes up to the end of June 2021; a description of costs and benefits to be considered in the economic evaluation and the methodology used to calculate relevant costs and benefits.

1.2.3. Evaluation scope

The evaluation assesses SHMT at all nine locations and across all SHMT CHPs. It seeks to separately identify the total impact of the program and the impacts of its subcomponents up to the end of June 2021: 1) the transfer of the property and tenancy management; and 2) the impacts of the anticipated increased wrap-around service provision.

The implementation evaluation primarily focuses on Tenancy Management Services, Property Management Services and Tenant Support Coordination Services. The

Access and Demand services and Social Housing Service System Coordination are only considered to the extent that delivering these informs participants' perceptions of the implementation outcomes and barriers and enablers to implementation. However, all services are included in the outcome and economic evaluation since it is not possible to disentangle the impact of this part of the SHMT services package from the overall package in these two evaluation components.

1.2.4. Ethical approval

Ethical approval for this evaluation was obtained from the NSW Aboriginal Health & Medical Research Council (AH&MRC), Ref no. 1621/19; the Australian Institute of Health and Welfare (AIHW) Ethics Committee, Ref no. EO2020/3/1171; and NSW Population & Health Services Research Ethics Committee (PHSREC) Ref no. 2020/ETH00755.

1.2.5. Impact of COVID-19

The evaluation team have worked with DCJ to monitor and respond to changes brought about by COVID-19. In particular, we have been cognisant of any potential impact of COVID-19 on participants in the implementation evaluation components, always aiming to ensure that data collection minimises burden on participants, is respectful of their needs and priorities, and does not in any way compromise their safety. COVID-19 has had relatively minimal effects on data collection methodologies and on the availability of CHPs and tenants to participate in the study. Any impacts from COVID-19 on tenants' outcomes and on the data collected (such as on school attendance or on NAPLAN results) apply equally to SHMT and comparison tenants. The main changes have been:

- identifying 'standard' program delivery to ensure we account for the impact of COVID-19;
- including some questions on COVID-19 in the qualitative data collection instruments with SHMT tenants;
- shifting face-to-face qualitative data collection to phone interviews where needed; and
- submitting a "COVID Safe" strategy to the AH&MRC.

2. Methodology

2.1. Introduction

This chapter sets out the overarching methodology for the SHMT evaluation, as well as the specific methodologies relevant to the implementation, outcome and economic evaluation components.

2.1.1. Evaluation questions

The evaluation of SHMT assesses the program's impacts on tenants, CHPs and the community. It seeks to answer the following overarching questions:

- Did SHMT work? Why?
- For whom did SHMT work?
    - Does the impact differ by tenant groups and across communities? What drives the differences?
- What are the lessons learned from the SHMT program for future social housing management?

These questions are answered using implementation evaluation, outcome evaluation and cost-benefit analyses in the economic evaluation.

2.1.2. Evaluation design

An effectiveness-implementation design was used to evaluate the SHMT program. Various sources of information are used in the evaluation analyses. These include both quantitative and qualitative data collections from tenants and a range of stakeholders, and de-identified, linked, administrative data from NSW state government departments and Commonwealth government departments. Where possible, information from more than one source is used to answer the evaluation questions and provide insights from different perspectives. For example, in the outcome evaluation, the analysis of qualitative tenant interview data provides valuable contextual information from tenants about what the SHMT program has meant for them; this complements the analysis of the quantitative outcome analysis of administrative data, and the qualitative and quantitative data collected from CHP staff.

The following sections describe the various data sources (and data collections) and the associated methodologies used to answer the evaluation questions.

2.2. Implementation evaluation methodology

2.2.1. CHP stakeholder interviews

Sampling strategy

Stakeholder participants were recruited from implementing SHMT CHPs using purposive sampling of CHP staff (up to a maximum of eight per organisation) who had been involved with the implementation of SHMT: i.e. a 'snowball' recruitment design (Palinkas et al., 2015). DCJ facilitated contact between the evaluation team and a key liaison staff member from each CHP who nominated additional staff for

interview.[5] Invitations to participate were shared via email by the evaluators along with Plain Language Statements and consent forms. Signed consent forms were returned directly to the evaluators via email.

Data collection methods and sample

A series of semi-structured, qualitative interviews with key informants were conducted between February and April 2020, either via Microsoft Teams, Zoom or phone. Interviews were intended to elicit information from CHP staff about their perceptions of the acceptability, appropriateness and feasibility (i.e., lead implementation outcomes) of managing additional dwellings and tenants under SHMT, and the specific barriers and enablers experienced in this process.

The snowball sampling approach yielded a sample of 64 individuals including employees at various levels (e.g. senior leadership, executive management, project management and leaders of frontline staff and service delivery teams).

Of this, 50 individuals (78%) accepted the invitation to interview. The number of interview participants varied by CHP (see Table 2.1). Interviews lasted between 34 and 84 minutes, with a mean duration of 51 minutes.

Table 2.1. Proportion of interview sample across SHMT CHPs

CHP ID number[1]	1	2	3	4	5	6	7	8	9
No. of participants from CHPs	2	4	4	5	6	6	7	7	9

Notes: Each CHP has been assigned an ID number in the table to maintain anonymity.

Analytic methods

Interviews were recorded and professionally transcribed. Transcripts were uploaded to Dedoose analysis software, coded and analysed using the framework method described by Gale et al. (2013). This approach uses a pre-defined framework to assign codes from which themes are developed. For this analysis, the pre-defined framework used was the Consolidated Framework for Implementation Research (CFIR).[6] CFIR is comprised of several constructs which are organised in five domains (defined in Table 2.2) that reflect the context of implementing an intervention or initiative (in this case, SHMT).

Codes were allocated to interview transcripts to indicate both the CFIR domain and construct, and whether the factor acted as an enabler, benefitting implementation, or a barrier, hindering implementation. Coding was undertaken by two evaluation team members working separately. To ensure consistency in coding, the team developed a codebook, completed a coding log and conducted weekly discussions to discuss the data and queries. Final analysis involved the generation of coding tables and deduction of barrier and enabling themes based on the allocation of excerpts to codes in the CFIR framework.

[5] 'Stakeholders' included in the evaluation were limited to CHP staff only, and did not include individuals from other organisations (e.g. LAHC). This was deemed appropriate by the evaluation team and DCJ (evaluation purveyor), as the evaluation sought to understand perspectives of those directly involved in implementing the transfer.
[6] See https://cfirguide.org/

Table 2.2. CFIR domains and definitions as relevant to SHMT

CFIR Domain (official taxonomy)	Definition (plain language taxonomy)
Characteristics of the **intervention**	The initiative itself (i.e. SHMT)
Implementation **processes**	Processes required to implement SHMT
Characteristics of **CHP staff**	The people involved in implementing SHMT
Inner setting	Inside the CHP itself and features of it
Outer setting	Outside the CHP (broader social housing system and features of it)

2.2.2. Tenant interviews

Data collection methods

Number of interviews: 60 qualitative tenant interviews were conducted between November 2020 and August 2021, noting that almost all the tenant interviews took place at a time when CHPs did not have control of maintenance services. Demographic and socio-economic characteristics of interviewed tenants are provided in Table 2.3.

Table 2.3: Demographic characteristics of tenants who gave qualitative interviews

Demographic characteristics	Number of tenants	% of 60 tenants
Gender		
Female	39	65%
Male	21	35%
Age*		
18-25 years	2	3%
26-64 years	36	60%
65+ years	20	33%
Cultural and linguistic background		
Mainstream Australian	19	32%
CALD English/ non-English speaking	9	15%
Aboriginal	32	53%
Ability status		
No disability	34	57%
Living or caring for someone with disability	26	43%
Household composition		
Single	31	52%
Couple	2	3%
Sole parent with child/ren	13	22%
Couple with child/ren	5	8%
Parent with adult child	9	15%
Employment status*		
Unemployed	25	42%
Employed	11	18%
Pension	22	37%

* Note: Data were not captured on age for two tenants and on employment status for two tenants

Site selection: Interviews were conducted across three sites that were selected in consultation with DCJ and CHPs. Sites were selected to represent a diversity of contexts, i.e. geographic location; demographic composition of tenants; and length of CHP experience with Future Directions. One CHP is located in a regional area that now has only one social housing provider and was one of the first CHPs to receive stock in the SHMT program; a second CHP is urban based and received its housing stock two months after transfers commenced; a third CHP is based in rural and remote locations and has a high proportion of Aboriginal tenants. Selection was further made with consideration that no CHP would be included in more than one aspect of the Future Directions evaluation. None of the tenants interviewed were in Aboriginal Housing Office properties, and Aboriginal CHPs are outside the scope of Future Directions.

Recruitment approach: Tenant recruitment for each site was designed by the evaluators in consultation with local stakeholders (i.e. CHP staff, tenant advisory groups, Aboriginal organisations and DCJ), to adapt to the particular constraints at each site and to allow for prevailing cultural and social sensitivities. At two of the sites tenant advisory groups indicated willingness to provide referrals to tenants, but no referrals via these groups were ultimately received. Eligibility criteria allowed for interviews with head tenants, aged 18 or older, in housing managed by one of the three selected CHPs. See Table 2.4.

We were deliberate in our attempt to oversample tenants from CALD backgrounds and Aboriginal tenants. Judging and evaluating program impact on minority and more vulnerable populations can provide an important litmus test of a policy or program. If SHMT housing works for Aboriginal and CALD tenants, it is likely to work for the majority of other tenants.

Table 2.4 Recruitment approach by site

Site number	Recruitment approach
1	CHP provided the evaluators with a list of their tenants. Target numbers for tenants were determined to ensure representation of the most populous groups by cultural and linguistic background. CHP staff invited all their tenants by letter to participate in the study and obtained consent from willing tenants to pass their contact details on to the evaluation team (i.e. direct referrals). Researchers then contacted those tenants to explain the study further and interviewed those who wanted to participate. A snowballing technique was used to meet the quotas for cultural and linguistic groups. These tenants were then invited to participate in an interview.
2	As for site 1.
3	CHP provided the evaluators with a list of their tenants. Target numbers were determined for tenants to ensure representation of the most populous groups by cultural and linguistic background. The tenant list was randomised and evaluation team researchers contacted tenants from the list, inviting them to an interview. A snowballing technique was used to meet the quotas for cultural and linguistic groups. These tenants were then invited to participate in an interview.

Data collection: Field researchers conducted 60-minute qualitative interviews with tenants, held one-on-one in person or by phone. Tenants from CALD or Aboriginal backgrounds were interviewed by researchers from those cultural backgrounds and in language where tenants preferred that option. Participants were remunerated with $80 cash. Interviews were recorded with tenants' permission. English language interviews were professionally transcribed or detailed interview notes taken where participants did not give consent to recordings. Interviews in languages other than English were summarised by bilingual researchers in detailed interview notes.

Analytic methods

Transcriptions and interview notes were imported into NVivo software for thematic analysis. Major and sub-codes were predetermined based on the key evaluation questions relating to implementation and more detailed and nuanced discussion guide questions. Analysis of all transcripts by a single researcher allowed for consistency of coding across the sample. Final analysis involved identification of patterns and deduction of positive and negative themes based on the allocation of excerpts to codes. These themes are discussed in Chapter 5 and 6, and address the following evaluation questions falling under the key question *Did SHMT work for tenants?*:[7]

> *How well has the transfer of tenancy management from DCJ to CHPs gone for tenants? What has worked well, what has not worked well, and under what circumstances have those experiences differed? Have tenants experienced any unexpected positive or negative outcomes in the transfer?*
>
> *How have SHMT tenants' satisfaction with, perceptions of, feelings about, and hopes for the management and maintenance of properties, as well as dwelling quality, changed since the stock was transferred to CHPs?*
>
> *How has the transfer of tenancy management from DCJ to CHPs and the subsequent management of properties and services by CHPs contributed to or affected tenants' perceived levels of empowerment and safety?*

During the process of coding and analysis we determined that saturation had been achieved from the completion of 60 interviews, as no new themes were identifiable from the data after a point.[8]

2.2.3. Limitations

Stakeholder interviews

Although the evaluation focus and questions centred around CHPs as primary stakeholders in SHMT, that no other sector organisations were represented (e.g. staff from DCJ) should be considered in interpreting the results. Within the CHP sample, the varied representation of the nine CHPs in the sample (ranging from 2 to 9 interviewees per CHP in a total sample of 50 interviewees) presents a risk that the experiences of some CHPs are over-represented in the findings.

[7] Additional quotes of tenants relevant to these themes are provided in Appendix I.

[8] There is debate within the literature on the nature of saturation and when it can be achieved or observed (Saunders et al., 2018). For the purpose of this evaluation, we are referring to thematic saturation, as opposed to theoretical or data saturation.

Tenant interviews

Some tenants were excluded from interview in the tenant recruitment process due to their inability to provide informed consent (e.g. in psychological distress) and some tenants may have self-excluded (e.g. due to insufficient time to or interest in participating). These exclusions may have limited the range of views and experiences gathered. However, the qualitative sample of 60 tenants is diverse across several demographic factors and offers insights into a broad range of tenant experiences.

Qualitative research has the ability to provide rich descriptions of how people experience and feel about a given research issue. The results of qualitative research are not representative of the overall target population, due to relatively small sample sizes and selection. In qualitative research, a rich and complex understanding is prioritised over collecting data that can be generalised more broadly. Qualitative enquiry also allows for non-verbal cues, for interactions and observations to be incorporated into the research process and adds a depth of meaning to the analysis which would otherwise be absent.

2.3. Outcome evaluation methodology

The quantitative results in this report consist of two parts. Part one is a descriptive baseline overview of the tenants in SHMT Projects sites, and what their characteristics are compared to other social housing tenants. Using linked administrative data, descriptive statistics are generated and reported in Chapter 3 to describe their characteristics before SHMT commenced, or before new tenants were allocated to SHMT dwellings.

The second component is the short-term outcome evaluation. It aims to identify the effect on existing tenants of having their dwellings' management transferred from DCJ to a CHP, as well as the impact on a new tenant moving into a SHMT dwelling after the transfer (as compared to moving into a new public housing dwelling). At this stage, we cannot assess medium- to long-term outcomes beyond two years after the transfer, but the current methodology can be used with updated data extracts to evaluate outcomes in future years.

For this report, the Outcome Evaluation aims to answer the following questions:

- What is the impact of SHMT on tenants? Did SHMT improve tenants' outcomes?
    - Does SHMT lead to changes in tenant satisfaction and wellbeing?
    - Does SHMT improve outcomes of tenants and their household members? To what extent?
    - Does SHMT change the service usage patterns of SHMT tenants and their household members?
    - Does SHMT increase exits from social housing?
    - Does SHMT have any unintended negative consequences?
- For whom did SHMT improve outcomes?
    - Does SHMT have different impacts on different population subgroups?
    - Why did SHMT work for these tenants?

- Does the SHMT impact differ across different regions?

- What is the impact of SHMT for the communities in which the program is operating?

2.3.1. Tenant interviews

The 60 qualitative tenant interviews (gathered and analysed via the methods set out in Section 2.2.2 Tenant interviews) were drawn on to address some of the outcome evaluation questions in Chapters 6 and 7 of this report.[9] The analysis of qualitative tenant interview data provides valuable contextual information from tenants about what SHMT has meant for them at the time of the interview and complements the quantitative data on tenants.

2.3.2. Tenant surveys

The qualitative tenant interviews are complemented by two sets of tenant satisfaction surveys. The Community Housing Outcomes and Satisfaction Survey (CHOSS) mostly administered through the Community Housing Industry Association (CHIA), and the Housing Outcomes and Satisfaction Survey (HOSS) administered by DCJ, were intended to have the same questions by design. The HOSS targets public housing tenants and applicants on the Housing Register, while CHOSS was developed specifically for SHMT tenants, using the same questions as in HOSS where possible. However, there are a few instances where the relevant CHP has deviated from the standard questionnaire and one CHP for which no data are available. More detail on the questionnaire and survey questions is provided in Appendix B.

As a result, HOSS and CHOSS are similar but not identical, which poses challenges for using the surveys in the evaluation. A further challenge is the relatively low response rates, especially for the HOSS which has a response rate of around 7%. The CHOSS response rates are also low at around 10%.[10] The low response rate may be partly due to the requirement for tenants to give consent to share the data with DCJ so these data could be used in the evaluation. An alternative approach where the data would be shared with a third party for evaluation purposes might improve response rates.

2.3.3. Administrative records

This evaluation draws on multiple sources of administrative records that have been linked. These data sources were linked for all individuals who have applied for or have been residing in social housing since 2010 and who constitute the `data linkage spine'.[11]

This linkage spine is extracted from the Housing Operations Management and Extended Services (HOMES) system, which contains operational data about all social housing clients in NSW. HOMES includes basic information on a) clients who

[9] Additional quotes relevant to these sections are provided in Appendix I.

[10] 5269 tenants responded to the HOSS survey in 2020 and 1448 tenants to the CHOSS in 2020. The numbers in 2021 are 10289 and 1420 from HOSS and CHOSS, respectively. The numbers of responses for each survey question vary further due to both non-responses and differences in CHOSS survey questions across CHPs.

[11] Tenants in community housing were only included from 2015 onwards; however, this is also well before the evaluation window used in this report.

have been placed in public housing, b) clients who have been placed in community housing, and c) applicants who have not (yet) been placed in social housing.

The information on clients who have been housed in public housing is broad and includes characteristics of the dwelling the client was placed in (such as market rent and number of bedrooms), client characteristics (such as age and gender) and the clients' housing outcomes (such as exits from the tenancy and reasons for exit, and weekly rent paid). If the client was housed in community housing, only a much more limited range of characteristics is observed in HOMES, but analogous characteristics and outcomes are available from administrative records held in the Community Housing Information Management 'E' System (CHIMES). For clients who have not yet been housed, the Housing Register provides some – albeit more limited – information, including the information they provided in their application for social housing. The quantitative analysis for this evaluation is based on the combined records held in HOMES, CHIMES and the Housing Register, as extracted on 30 June 2021 and provided to the evaluators by DCJ.

Besides being used to derive the data linkage spine, these combined records also contain the core information needed to evaluate SHMT: whether a client was a tenant in a SHMT dwelling at any point during the period of evaluation (22 October 2018 to 30 June 2021). The evaluation then follows the group of clients in SHMT dwellings over time (as well as an appropriate comparison group, see Section 2.3.6 for details), and records their outcomes over a wide range of domains.

Some of these outcomes are found in HOMES and CHIMES directly, while others were obtained by linking social housing client's records in HOMES and CHIMES to other administrative records. The following describes the additional administrative datasets that were linked.

Data Over Multiple Individual Occurrences (DOMINO)

DOMINO integrates information from multiple sources that are held by the Australian Government Department of Social Services. It includes information on all Australian social security and family payment recipients and describes their demographic and household situation, benefit receipt, housing situation and more. Data are held in daily event-format which gives an accurate picture of the individual's living circumstances throughout the year (rather than only on a specific date). Linking the spine to DOMINO allows the evaluation to include individuals' histories of income support receipt, including before and after the focal tenancy of interest for this analysis.

Client Information Management System (CIMS)

CIMS is a tool used by homelessness service providers in NSW to record clients' needs, to match clients with accommodation vacancies, and to make appropriate referrals to other services. The records held in CIMS thus paint a picture of an individual's need for homelessness services as well as services they received. The data are held by DCJ and have been made available to the evaluators to analyse social housing clients' access to and need for specialist homelessness services (SHS).

ChildStory / Key information and Directory System (KiDS)

ChildStory (which superseded the earlier system KiDS in 2017) is a digital toolkit used by child service providers and DCJ caseworkers to assess the specific needs

and plan the care of children in need of child protection services. Some information in ChildStory was linked to the data linkage spine to allow an evaluation of whether Future Directions had any impact on children's involvement with child protection services.

NSW Bureau of Crime Statistics and Research's Reoffending Database (ROD)

ROD data contain finalised legal actions within the NSW Criminal Justice System (e.g. criminal court appearances, juvenile cautions, youth justice conferences, custody entries and exits). These data allow the analysis of the impact of improved social housing on individuals' safety outcomes and interactions with the Justice system.

Vocational Education and Training Provider Collection (VET PC) data

The VET PC is a national administrative collection of all student-course enrolments in vocational education and training and is administered by the National Centre for Vocational Education Research (NCVER). The data include detailed information on the course and the outcome of enrolments. The information from VET PC is used to examine whether SHMT had a measurable impact on social housing clients' engagement in vocational training.

Department of Education administrative data

The NSW Department of Education provided measures of school engagement and students' academic outcomes for children in the data linkage spine.

Higher Education Statistics (HES) data

HES is population administrative data of student enrolments in higher education, including information about student admission (including ATAR information). These data were linked to analyse whether an improved housing situation has effects on clients' opportunities to access higher education.

NSW Department of Health administrative data

To assess social housing clients' use of health services, the NSW Department of Health supported this project with the linkage of information that describes admissions to hospitals, use of ambulatory health services, visits to emergency departments, and ambulance use. Datasets included are the NSW Admitted Patient Data Collection, NSW Mental Health Ambulatory Data Collection, NSW Emergency Department Data Collection, NSW Ambulance – Computer-Aided Dispatch, NSW Ambulance – Electronic Medical Record and NSW Ambulance – Patient Health Care Record.

Data linkage quality

The quality of the information on outcome variables based on these data sources depends on how well this range of data sources can be linked to the HOMES and CHIMES data. As the evaluation is based on administrative data, it is necessary to assume that if someone does not appear in a specific data source, they did not receive that specific service. However, this assumption is only reasonable if we have confidence in the linkage quality.

The linkage rate to the DOMINO data which provides information on interactions with the Department of Social Services' welfare programs is an important benchmark for how successful the data linkage has been. As most social housing tenants would

receive income support, family payments or rent assistance at some point in time, or are a dependant of benefit recipients, we expect that most tenants are observed in the DOMINO data. We find that over 99% of tenants in HOMES can be linked to the DOMINO population data file, which provides us with confidence that the linkage quality is very high for this group.[12] As a result existing SHMT tenants and public housing tenants both have linkage rates over 99%. However, there are some concerns regarding the linkage quality for other data used in this report, especially the much lower linkage rates for CHIMES (where only 89.6% of community housing tenants and 92.5% of new SHMT tenants can be linked to DOMINO data), and the 23% of SHMT tenants who, due to various reasons, do not have records in CHIMES in the financial year their SHMT transfer occurred. A more detailed description of the issues and how we deal with these is provided in Appendix B.2.

2.3.4. Other data

Aggregate data

To assess the characteristics of the locations of SHMT dwellings, a range of data was extracted at the postcode level. These data include:

- A range of indicators compiled from the ABS Census such as population density and unemployment rates. All census data used in the report was collected on 9 August 2016 which is about two years before the earliest tenancy in scope for this evaluation.
- Data provided by CIMS (see Section 2.3.3) was also used to create aggregate statistics on homelessness service usage rates at the postcode level, for the full observation window spanning financial years 2018/19 to 2020/21.
- Median rent and housing price data from DCJ Rent & Sales tables were available for the years 2018, 2019 and 2020. The closest available year to the tenancy start date was used in the analysis.
- Total drug offences, crimes and domestic violence reports per 100,000 persons on an annual basis were provided to the evaluators for the full window of observation (2018/19 to 2020/21) by BOCSAR.

2.3.5. Selection of the SHMT treatment group

Existing SHMT tenants

The treatment group of tenants are those who were living in SHMT dwellings at the time of the transfer as observed in the HOMES data (which provides information on public housing tenants).[13] Linking the HOMES data to other administrative datasets allows us to examine outcomes for this group over a broad range of domains. However, when examining housing outcomes, it is necessary to restrict the analysis to those for whom it was possible to also link to CHIMES data (which provide information on community housing tenants and contain information on the SHMT dwellings and tenants after the transfer). This involves dropping nearly 6% of SHMT

[12] The linkage rate is slightly higher for those observed both in HOMES and CHIMES than for those observed in HOMES only, which is in line with intuition as being able to link HOMES to CHIMES indicates that the PPN linkage variable is reliable. New public housing tenants have slightly lower linkage rates of 96.5%, compared to existing public housing tenants. See Appendix B.2 for matching rates between HOMES and CHIMES, and other administrative data sources.
[13] In addition, one package had no information for 2019 so dwellings and tenants associated with that package were also excluded from the outcome evaluation; this involves about 17% of all SHMT tenants. See Appendix B.2 for details.

tenants from the sample.[14] Although restricting the sample in this way is not ideal, the current data extract is a major improvement on the previous data extract where 30% of SHMT tenants were not observed in both HOMES and CHIMES; and the proportion that can be linked across both data sources can potentially be further improved in future data extracts for follow-up evaluations of SHMT.

To examine the potential sensitivity of results to this sample restriction, we examine in what way limiting the treatment sample to SHMT tenants who are observed in both HOMES and CHIMES changes the characteristics of the sample of analysis. This shows that there are substantial differences in the restricted sample; that is, tenants who are excluded are on average more than 10 years younger, are more likely to be Aboriginal people and have lower average gross individual income (see Appendix Table B.3). This would likely have an impact on the results.

Information regarding the upcoming transfer was sent out four months before the transfer. It is important to examine whether, as a result of knowing of the impending management transfer, some of the tenants in SHMT dwellings exited their tenancy before the transfer took place, as this would affect the composition of the treatment sample. We have therefore examined exits in the four months between announcement and transfer and compared these to exits four to eight months, eight to twelve months and twelve to sixteen months before transfer. Exit rates increased by 0.5 percentage points in the four months after the announcement compared to the four-month exit rate one year earlier (i.e. twelve to sixteen months before transfer) of about 3%. There are no significant differences in exit rates for the other pre-transfer 4-month periods.[15] This increase in exits seems to be mostly driven by one particular package. Although this is a substantial impact given the low exit rates that are usually observed, overall, this is likely to have a minimal impact on the composition of the treatment sample.

New inflow of SHMT tenants

We evaluate the impact of SHMT on new tenants – who move into a SHMT dwelling after the transfer date – separately from the impact on SHMT tenants who were already living in a SHMT dwelling at the time of the transfer. The former is a much smaller group of tenants who will have been in the dwelling for an even shorter amount of time since the transfer than the existing SHMT tenants. This group of tenants can only be identified through the CHIMES data, which means that the linkage to other (non-housing) administrative data is of lower quality than for tenants who were living in a SHMT dwelling at the time of transfer. It is important to examine impacts on new tenants as over time they will come to constitute a larger share of SHMT tenants.

2.3.6. Identification strategy and design of the comparison group

For tenants already in a SHMT dwelling at the time of transfer

The methodological approach we use to quantify the impact of SHMT is a matched difference-in-differences (DID) approach. This approach involves matching tenants in SHMT dwellings (the treatment group) to otherwise similar tenants in non-SHMT zones (the comparison group), and then comparing how tenant outcomes changed

[14] Due to an issue with the variable that uniquely identifies individuals, the HOMES and CHIMES data cannot be perfectly linked for SHMT tenants. Any SHMT dwelling that cannot be matched to CHIMES data is excluded from this analysis.
[15] See Appendix D.2 for more detailed results.

across time (pre-SHMT to post-SHMT) for both groups. The underlying assumption is that the outcomes for the two groups developed similarly over time and are affected similarly by other factors which may change over time, with the only difference in trajectories over time being due to participation in SHMT in the later period for SHMT tenants.

A comparison of changes in outcomes for SHMT tenants with similar public housing tenants in non-SHMT zones is intended to reveal the total impact of SHMT. As an alternative we also compare SHMT tenants to similar community housing tenants in a non-SHMT zone, but the public housing comparison is the preferred comparison due to better data linkage rates and because it is the best approximation of the counterfactual of not introducing SHMT (the dwellings would have continued to be public housing dwellings), and therefore provides the best base case scenario.[16] The comparison of SHMT tenants to similar community housing tenants captures the difference between the provision of community housing under SHMT and business-as-usual community housing.

For outcome measures which were not measured prior to SHMT it is necessary to apply the matching method in levels (i.e. we examine differences in outcomes for SHMT and non-SHMT tenants as opposed to examining differences in *changes* in outcomes) for the comparison mentioned above. As in this case a matched DID approach is not feasible, a matched differences approach after SHMT implementation is used. This is a less rigorous approach than the DID. However, if there is sufficient overlap in the type of tenants and the type of dwellings, a matching approach where matching is based on a broad range of relevant individual and household characteristics as well as dwelling characteristics can assist in making the comparison group as similar to the SHMT group as is possible.

This less rigorous approach is needed in the analyses of tenant satisfaction and other self-reported tenant outcomes collected using survey instruments. In these cases, we have compared outcomes, for example tenant satisfaction, across SHMT tenants and the matched non-SHMT tenants after the policy change (rather than changes in satisfaction from before to after the policy change) across these groups.

SHMT tenants are matched to non-SHMT tenants in areas with similar levels of social housing concentration where possible. We include a rich set of individual characteristics and social housing histories, property characteristics and area level characteristics as matching variables. We also include variables that aim to capture the underlying factors that determined the selection of SHMT regions, such as age of buildings and concentration of social housing.[17] After the matching, we check the

[16] An alternative comparison that was planned is to a group of similar non-SHMT community housing tenants living in the same allocation zone. However, this comparison was not conducted due to the sample size being too small (about a quarter the size of the SHMT sample) making the matching approach infeasible. An advantage of the comparison with non-SHMT community housing tenants in the SHMT allocation zones would have been that the comparison is within the same allocation zone and so one would not need to be concerned about differences in regional characteristics. In addition, it would have allowed a comparison of SHMT with other community housing, which measures the impacts of SHMT needing to run a housing office, SHMT managing a large number of dwellings, SHMT maintenance having to go through LAHC and having tenants who all have gone through a potentially unsettling change and uncertainty. This would have allowed the impact of CHP management to be isolated from the other impacts. However, a disadvantage of this comparison would have been that the comparison may be biased if there are spill-over effects from SHMT to non-SHMT tenants within the same allocation zone.

[17] Concentration of social housing is captured by two variables—style of building (high rise, low rise or cluster, etc.) and proportion of population living in social housing in the LGA.

similarity of the SHMT tenants to the non-SHMT tenants in the matched sample (see Appendix D.1).

The application of the difference-in-difference approach to the matched sample (where feasible) further reduces any difference due to time-invariant unobserved characteristics (as impacts of characteristics of tenants that are not observed in the data and do not change over time are differenced out). As mentioned earlier in this subsection, matched difference-in-difference analysis relies on the assumption that both the treatment and comparison group were on the same trajectory prior to program implementation. This assumption is checked using data from the pre-program period. Using the public housing comparison group, analyses show that there are no significant differences between the treatment and comparison group in any of the outcomes in the last year, second-last year or third-last year before the transfer occurred (see Appendix D.1).[18] There are also no differences in the change in outcomes between the last year and the second-last year or in the change in outcomes between the second-last year and the third-last year.[19] These pre-program tests suggest that the treatment and comparison group were indeed on the same trajectory and that the selected comparison group is appropriate.

The outcome evaluation is conducted at three levels of analysis - the individual level, the property level and the regional/community level. The individual-level analyses are used to evaluate tenant outcomes and outcomes of tenants exiting social housing and these are complemented by the qualitative tenant-focused evaluation findings (where available). Attention has been paid to the appropriate clustering of standard errors. For example, standard errors are clustered within an allocation zone when examining household or individual outcomes. The property level analysis that was planned to examine the utilisation of housing stock could not be conducted due to data issues. However, the administrative data allows a descriptive analysis comparing SHMT properties with similar public housing in non-SHMT areas.

For the community outcomes, we use postcode as the unit of analysis since aggregate data on a broad range of local characteristics are available by postcode.[20] Postcode is the smallest area level at which good data can be obtained for a broad range of variables.

When doing analyses at the allocation zone level or regional level, the presence of the two other Future Directions Programs, the Social and Affordably Housing Fund (SAHF) and Land and Housing Corporation Future Directions Implementation (LAHC FDI), in the SHMT regions is taken into account. As the date of the management transfer is different across the different sites, we control for the time since the transfer in all analyses. We assess the outcomes in the short term (1 to 2 years) after the management transfer.

For tenants moving into a SHMT dwelling after the transfer date

The methodological approach for tenants who move into a SHMT dwelling after it has been transferred to a CHP is similar but slightly different. Like for the tenants who already lived in the SHMT dwelling at the time of transfer, we construct a

[18] Just two outcomes, days in adult and juvenile custody/prison, show close to significant differences (at the 10% level) in the third year before transfer. This is out of 45 outcomes over three years.
[19] Not reported.
[20] The SHMT regions are relatively large, making it more difficult to match these to other similar areas for the DID, so we use a relatively simple regression approach at the postcode level, defining postcodes as SHMT or non-SHMT postcodes based on the number of SHMT dwellings in the postcode.

comparison group using tenants who moved into public housing at around the same time as the SHMT tenant, and a comparison group of tenants who moved into community housing at around the same time as the SHMT tenant. As before, the linkage quality is lower for the community housing tenants whose information is reported in CHIMES than for the public housing tenants. Public housing tenants are again the preferred comparison group. For the community housing comparison groups, we use tenants in any community housing and tenants in LAHC-owned community housing. The LAHC-owned community housing comparison group allows a comparison between the SHMT model and other types of leasing to CHPs.

Once the comparison groups are selected the approach is the same as for tenants who already lived in the SHMT dwelling at the time of transfer. However due to the much smaller number of new tenants and tenancy start dates occurring at some point between the transfer date and 30 June 2021, there are insufficient cases to assess outcomes after 2 years of moving into a SHMT dwelling, and some of the outcomes are not relevant for many tenants.

Estimation approach

The impacts of SHMT are estimated using a regression-adjusted matching method (equivalent to the bias-corrected propensity matching estimator proposed by Abadie and Imbens, 2011) with each of the treatment and comparison groups identified in this subsection. That is, we construct a propensity score by estimating the probability of being in the treatment group using a rich set of explanatory characteristics that potentially affect both selection into treatment (SHMT) and outcomes. Predicted propensity scores are then used to match tenants from the comparison group to tenants from the treatment group with similar propensity scores. That is, we match SHMT tenants with other tenants who had a similar estimated (hypothetical) probability of being assigned to SHMT which means they are likely to have very similar characteristics. Matched tenants are given a matching weight such that the weighted average characteristics of the comparison group are similar to the average characteristics of the treatment group.[21] Regressions are run on the matched (weighted) sample to obtain estimated SHMT impacts.[22]

As discussed earlier, the outcomes used in the estimation are differences in pre- versus post-transfer outcomes (i.e. a difference-in-difference approach) whenever possible. Further details of the matching method and matching variables are provided in Appendix D.

2.3.7. Sample

The existing tenants sample includes all tenants who lived in a SHMT dwelling at the time of transfer. If there are multiple tenancies but no SHMT tenancy, tenancies that were current at each of the nine SHMT transfer dates are included as potential matches for existing SHMT tenants. The new tenants sample includes SHMT and non-SHMT tenants who have moved into their dwelling since 22 October 2018 (when the first SHMT package was transferred). Tenants in transitional housing, affordable

[21] The intuition behind this is that a low weight is placed on matched non-SHMT tenants with relatively large differences in propensity scores, and a high weight is placed on matched non-SHMT tenants with relatively small differences in propensity scores.

[22] SHMT tenants for whom no appropriate matches can be found are excluded from this analysis. The results tables report the number of SHMT tenants who are included for the various impact estimations so that it is clear what proportion of SHMT tenants is represented in the impact results.

housing, crisis housing, boarding homes and Aboriginal housing are not included.[23] Where the same individual began more than one tenancy between 22 October 2018 and 30 June 2021, the first tenancy in a SHMT dwelling is included in the analysis as the focal tenancy.[24] Tenants who ever resided in a SHMT dwelling are excluded from the new and existing tenants comparison groups.[25] Where no appropriate comparison tenant can be found for a SHMT tenant, the SHMT tenant is removed from the sample; likewise, only comparison tenants who are a match for at least one SHMT tenant are used for the analysis.[26]

Table 2.5 below describes the analysis sample for both sets of comparisons for tenants who lived in a SHMT dwelling at the time of transfer.

The sample includes 22,976 SHMT tenants to be compared with 1,499,501 public housing tenants, and with 339,497 other community housing tenants.[27] The number of comparison tenants is higher than the number of SHMT tenants because all comparison group properties are available for use in the analysis (all public housing and community housing dwellings in non-SHMT allocation zones). Of these tenants, 5,211 are children, just under a quarter in SHMT, and there are 313,635 potential comparison children in public housing (just over 20%) and 56,232 in community housing (17% of the comparison sample).

Table 2.5 Tenants already living in SHMT dwellings at the time of transfer: Description of SHMT and non-SHMT dwellings and tenant samples

	SHMT	Comparison group 1: public housing	Comparison group 2: other community housing
Number of people in all dwellings	22,976	1,499,501	339,497
Number of children	5,211	313,635	56,232
Number of households	13,127	825,356	148,363
Number of dwellings	13,127	825,356	148,363

Source: Linked NSW administrative data (June 2021).
Note: Because all comparison group properties are used for each SHMT package (at different reference dates), the total number of dwelling observations are approximately nine times the total number of properties.

These samples represent 13,127 SHMT households and dwellings, 825,356 public housing comparison households and dwellings, and 148,363 community housing comparison households and dwellings. Given the much larger sample size of the

[23] A number of SHMT homes were part of the LAHC FDI program before transfer. For details of this program see the LAHC FDI Final Evaluation Report. Tenants in these dwellings face the same challenges as other tenants during the transfer and are therefore kept in the sample.
[24] This means that all outcomes are observed at points in time after this particular tenancy started, time-varying household characteristics such as number of household members, and time-varying individual characteristics such as disability, pertain to the values observed at the beginning of this focal tenancy.
[25] Tenancies in a SAHF or a LAHC FDI dwelling are also excluded from the comparison group.
[26] Some tenants are also removed from the analysed group of SHMT tenants or comparison tenants because of missing information on matching variables. Likewise, tenants without information on their date of housing cannot be used for the evaluation.
[27] Note that comparison dwellings and tenants can be included up to 9 times, once for each of the SHMT transfer dates.

comparison group, we are able to select very similar comparison tenants for the SHMT tenants.

Table 2.6 describes the similar, but much smaller samples of new SHMT tenants and their comparison groups. There are 4,399 new SHMT tenants to be compared with 46,682 new public housing tenants, and with 12,332 new other community housing tenants. Amongst new tenants, a larger proportion than amongst existing tenants are children: 1,417 for SHMT, 18,112 for public housing and 2,544 in community housing. These samples represent 2,252 SHMT households and dwellings, 22,388 public housing comparison households and dwellings, and 4,535 community housing comparison households and dwellings. Again, the comparison samples are substantially larger than the SHMT sample.

Table 2.6 New inflow of SHMT tenants: Description of SHMT tenant and non-SHMT tenant samples

	SHMT	Comparison group 1: public housing	Comparison group 2: other community housing
Number of all people in dwellings	4,399	46,682	12,332
Number of children	1,417	18,112	2,544
Number of households	2,252	22,388	4,535
Number of dwellings	2,252	22,388	4,535

Source: Linked NSW administrative data (June 2021).

2.3.8. Outcome measures

The following outlines the outcome measures to be considered, which include outcomes for tenants and their household members. Note that the time span of the evaluation is limited by the timing of the management transfer of homes under SHMT, the first one of which took place on 22 October 2018, and by the observation of tenants' outcomes up to June 2021. Hence, we are only able to examine short-term outcomes at this stage.

The selection of individual outcome measures follows the NSW Human Services Outcomes Framework. Outcomes are reported for all individuals including those who exited social housing during the observation window.[28] The full list of outcome variables is included in Appendix C.

Home

In the domain Home, some outcomes are assessed only at the beginning of the tenancy, while others are tracked over time. When the tenant first moves in, we look at a range of features (reported for LAHC-owned housing) that describe the dwelling's quality from a tenant perspective: its type, age and market value, as well as its distance from a range of amenities such as commercial zones, public transport and education facilities.

Then over time, we track financial aspects of the housing arrangement from the tenant's perspective (the dwelling's market value compared to out-of-pocket cost to the tenant, as well as implicit and explicit subsidies received), the stability of the

[28] Data on satisfaction with housing services and subjective well-being are only available for individuals remaining in social housing.

tenancy (measured by terminations, reasons for exit, positive versus negative exits[29], and the tenant's destination after leaving the dwelling) and several indicators of homelessness and insecure housing the tenant may be exposed to, especially if they have left the original allocated dwelling.

Social and community

In this domain, we look at the areas the dwellings are in and their characteristics. We look at economic activity and opportunities in the area (measured by unemployment, employment and labour force participation, as well as public transport coverage, education and socioeconomic disadvantage among the local population), the neighbourhood's safety (measured by overall crime, drug offences and domestic violence) and its housing market (measured by sales prices and market rents). All outcomes are measured at the postcode level. This describes how being assigned to/living in a SHMT dwelling influences the environment in which social housing tenants live.

Safety

We measure tenant safety using a range of indicators that show their interactions with child protection services (in the case of underage tenants) and with the justice system.

Economic outcomes

The impact of SHMT on the economic situation of tenants is assessed by evaluating tenants' income, main source of income, household employment and receipt of income support.

Education

For school-aged tenants in SHMT dwellings we examine whether they changed schools; whether they completed school; and their results in NAPLAN tests. For adult tenants, we examine enrolment in and completion of vocational education and training courses.

Health

In the Health domain, we rely on a range of measures of health services utilisation: we examine tenants' hospital stays, visits to emergency rooms, use of ambulatory mental health services and MBS/PBS services received.

Tenant satisfaction

We examine self-reported satisfaction and wellbeing as reported in the HOSS and CHOSS for SHMT and public housing tenants. The surveys provide satisfaction levels with services provided by DCJ housing or CHPs, communication with DCJ housing or CHPs, and several individual-level indicators measuring satisfaction across a range of life quality outcomes such as health and safety. The two surveys are similar but not identical as described in Section 2.3.2.

Timing of measures

We provide baseline values for each of the above variables, i.e. values at the time of the SHMT transfers or the time of starting the SHMT tenancy for new tenants (t=0), followed by descriptive statistics twelve months after the transfers or tenancy start

[29] An exit from social housing is positive if the termination reason is "tenant initiated" and the tenant leaves to housing in the private market, while an exit is negative if the tenancy is terminated because of a breach.

dates (t=1). All packages can be followed for at least one year (t=1). For outcomes derived from data that were available up to 30 June 2021, a total of seven SHMT packages were included in the two-year impact analyses (t=2) for existing tenants. Six of these packages were transferred prior to 30 June 2019 and one package was transferred on 1 July 2019. For outcomes where data were available up to 31 March 2021, only four packages could be included in the two-year analyses. Given the timing of the transfers, it is too early for outcomes three years after the start of the tenancies (t=3). Each estimate of the program impact on a specific outcome is the result of a separate regression as described in Section 2.3.6.

Subgroup analysis

We examine whether benefits of SHMT vary across different groups of tenants by repeating all regressions presented in Appendix F based on the public housing comparison group, while allowing the effect of the program to vary across different subpopulations. This includes male versus female tenants; Aboriginal versus non-Aboriginal tenants; tenants who reported their main language is not English versus tenants whose main language is English; tenants up to age 54 versus tenants aged 55 and over; and tenants in major cities of NSW (ABS definition) versus tenants in other areas.[30] All other aspects of the model (sample of analysis, control variables and weights) remain unchanged.

2.3.9. Limitations

- Limitations pertaining to tenant interviews are given in Section 2.2.3. In addition, it should be noted that the tenant interviews are used to provide context and illustrate various quantitative outcomes of SHMT tenants but given the relatively small number of tenants interviewed at each site, few meaningful generalisations can be made. This includes generalisations in relation to tenant cultural background, age and disability status. However, where relevant, the outcome evaluation highlights specific examples related to these characteristics. More generally, the qualitative interviews provide context and important insights but should not be used to calculate statistics or draw generalised conclusions about the prevalence of specific viewpoints or experiences.
- Although the administrative data are of great value to examine outcomes more generally, not all domains are covered by administrative data, and sometimes interpretation of results can be challenging. For example, is an increase in health service use due to greater need or due to better access to services, with the former generally seen as a negative outcome and the latter as a positive outcome.
- To the extent that the COVID-19 pandemic affected SHMT and public housing tenants alike, the impact of the pandemic will be differenced out and will not affect the results. However, the pandemic may have had a greater effect on CHPs' ability to engage with tenants than on DCJ's ability, as CHPs were endeavouring to forge new relationships with tenants, while DCJ had an existing relationship with tenants. The results thus reflect impacts of SHMT during the evaluation period and future evaluation is needed to assess the impact of SHMT in more regular times.

[30] A comparison of tenants in SHMT dwellings that were transferred after April 2019 versus tenants in SHMT dwellings that were transferred before April 2019 was also considered, but not included, due to limited sample size for the "late" group.

- There were a number of data issues that put constraints on the evaluation.
    - Linkage of HOMES and CHIMES to Housing Register: There is no direct link between a client's application, which is recorded in the Housing Register data, and a subsequent placement in social housing, for which information is available in HOMES and CHIMES. To bring both data sources together, a mix of person identifier, date of being housed as recorded in the Housing Register data and start of tenancy as recorded in HOMES/CHIMES had to be used. By using this process, most tenancies in HOMES/CHIMES can be matched to applications in the Housing Register and vice versa, but a significant portion could not be matched. As a result, some information on applicants at the time of application (such as priority status or application for placement in a targeted dwelling) could not be fully accounted for in the final analysis.
    - Differential linkage rates of HOMES and CHIMES to external data: Different linkage rates with external (i.e., non-DCJ) data sources were observed for tenants from community and public housing. That is, for CHIMES and HOMES data respectively. This potentially threatens the comparability of the data between public housing and community housing and, hence, the comparison of existing SHMT tenants to community housing tenants, and of new SHMT tenants to public housing tenants. However, linkage rates were relatively high across both groups - nearly 100% (99.4%) versus just under 90% for community housing tenants (likely due to lower-quality person identifiers in the CHIMES data).[31] Additional sensitivity analyses concluded that the lower matching rate in CHIMES is largely random and so unlikely to substantially affect the results. For more detail on linkage rates, see Appendix Tables B.1 and B.2.
    - Schooling outcomes: A number of education outcomes could not be used for the evaluation as intended. In primary and secondary education, measures to combat the COVID-19 pandemic disrupted students' schooling (for example, no NAPLAN tests were conducted in 2020 and attendance rates and absences in this year have an unclear meaning with long periods of online-learning). Other second-year impact estimates for existing tenants and impact estimates for new tenants may be affected by COVID as well, but comparison tenants would be similarly affected by COVID.

2.4. Economic evaluation methodology

This section describes the approach used to conduct the economic evaluation of SHMT. Cost-benefit analysis (CBA) methods are combined with the quasi-experimental approach adopted for the outcome evaluation to assess the reform costs versus the monetary value of benefits from SHMT. CBA is the preferred approach for economic evaluation of all government policies and projects by the

[31] The difference in linkage rates is smaller for new tenants: 92.5% for SHMT tenants (who are now community housing tenants), 96.5% for public housing tenants and 89.6% for other community housing tenants.

NSW Treasury (2017) and should include environmental and social impacts as well as economic impacts on social welfare.

CBA estimates the net social benefit of different government policies or programs. Net social benefit equals total benefits minus total costs to the community (in present value terms) (NSW Treasury, 2017). In this report we focus on estimating the net social benefit of SHMT relative to a base case scenario of what would have occurred if FD had not been implemented and DCJ had continued to manage SHMT housing as public housing.

A combination of *ex-post* and *ex-ante* methods are used to estimate the net societal benefit of SHMT.

- *Ex-post* methods are used to look back at key measured outcomes and their associated costs and benefits over the short term (1-2 years) after reform implementation.
- *Ex-ante* methods are used to project expected medium-longer term outcomes which are not yet available or where the SHMT treatment sample is still too small to make any meaningful conclusions on impacts (3 to 10 years after reform implementation).

Our evaluation provides high-quality estimates of some of the key economic and social impacts of SHMT but does not consider environmental impacts, which are likely to be negligible after a management transfer. However, due to data limitations our analysis is not perfect as we only have outcome estimates of relatively crude proxies of welfare in certain areas, usually based on tenants' use of health, housing or justice services. Where we feel that our analysis is particularly strong is that it is based on robust estimates of the causal impacts of SHMT on its tenants (coming out of the outcome evaluation). Thus, despite its limitations, it provides the most rigorous examination of social housing reforms conducted in Australia to date.

The following provides the steps involved in undertaking our CBA analysis, first the unit costs associated with the baseline and reform scenarios are outlined. Steps involved in calculating benefits are then discussed providing detail of the unit values of benefits to be used in the analysis. This is followed by a discussion of the calculations involved in producing the CBA, outlining the calculation of the Net Present Value (NPV) and the Benefit-Cost Ratio (BCR). Detail of the sensitivity analysis that has been undertaken is then discussed briefly followed by a summary of key limitations of the analysis.

2.4.1. Base case costs

The base case scenario when analysing the SHMT reforms is continuing to provide public housing managed by DCJ. Thus, the baseline costs are the costs that the NSW government incurs when providing public housing with tenancy management services provided by DCJ.

As the NSW government continues to own the housing stock after SHMT, asset management costs do not change. Depreciation, rates, property repairs and maintenance all continue to be paid – although some costs are now paid by CHPs. The only cost that could potentially change in the future are maintenance costs as these are to be negotiated by CHPs after the initial contract period. However, as maintenance contracts continued under the former NSW government provider over

the period of our analysis, we assume that they do not change even though CHPs now cover these costs.

As SHMT is transferring tenancy management services, tenancy management costs are in scope for the analysis. We calculate these costs from information provided by DCJ in their unit costing manuals (for example see DCJ, 2020). We use cost estimates which capture direct labour costs and indirect labour and operating costs (but exclude corporate overheads).[32,33] The resulting average per dwelling cost in June 2021 prices is $2,229 as reported in Table 2.7.

Table 2.7 Per dwelling tenancy management costs of public housing in June 2021 prices

	2019/2020	2020/2021	2021/2022	Annual per dwelling average in June 2021 prices[1]
Tenancy management costs per dwelling	$2,390	$2,148	$2,205	$2,229
CPI	1.0162	1	0.95745	
1. Average of CPI indexed annual costs.				

SHMT providers are also responsible for 'access and demand' services, which involve assessing applicants for housing assistance or for other homelessness and housing-related services (see Section 1.1.2 for more detail on the types of services provided). We therefore need to determine what costs DCJ would be incurring if the SHMT program had not transferred these services to CHPs. Total state-wide estimates (provided by DCJ) of the costs of annual provision of Access and Demand services are presented in Table 2.8. By dividing these total costs by the total number of public housing dwellings under management by DCJ over these years we arrive at an estimate of the average cost of delivering Access and Demand services per public housing dwelling which ranges from $376 in 2019/20 to $393 per dwelling in 2021/2022. Adjusting these to reflect price inflation over this period and averaging across years we arrive at an estimate of the baseline Access and Demand cost per public housing dwelling in June 2021 prices of $381.[34]

[32] Labour costs are based on:

- Actual average salaries of housing Client Service Officers (CSO) of that relevant year;
- Actual average salaries of housing supervisory and support staff;
- Actual operating expenses for social housing services stream.

These three cost items are then used to compute a 'fully loaded' housing CSO hourly cost which is multiplied by the average time spent on tenancy management per household (which is assumed to remain at 13.45 hours over the years).

[33] In the short to medium term the figure which only includes costs directly attributable to public housing is the most appropriate to consider. Over the longer term however, if a relatively higher proportion of social housing is provided by CHPs, a cost estimate which also incorporates corporate overheads may be more appropriate to consider if fewer and fewer head office activities relate to and support staff engaged in public housing provision.

[34] This assumes that the total number of social housing dwellings provided reflects the amount of Access and Demand work required and that social housing dwellings in non-SHMT areas where Access and Demand is still provided by DCJ declines at the same rate as the number of public housing dwellings.

Table 2.8 DCJ access and demand costs since the introduction of SHMT

	2019/2020	2020/2021	2021/2022	Annual per dwelling average in June 2021 prices[1]
Total access and demand costs for NSW	$36,445,526	$37,276,934	$38,037,383	N/A
Total number of public housing dwellings In NSW[2]	96,939	96,728	96,728	N/A
Per dwelling Access and Demand cost	$376	$385	$393	$381
CPI	1.0162	1	0.95745	
1. Average of CPI indexed per dwelling Access and Demand costs.				
2. Source: AIHW (2022), Housing assistance in Australia, Web report, Cat. no: HOU 326.				

2.4.2. Reform costs

The SHMT reform involves transferring many of the recurrent costs of social housing provision from DCJ (government) to CHPs (non-government). Thus, the reform costs associated with SHMT vary depending on whether we consider costs from the perspective of the NSW government or if we consider the overall costs of the reform to society. For the CBA it is important to consider the overall costs of the reform to society. However, we also present the former to inform the NSW government of the budget implications of the SHMT reform.

Overall costs

As noted in discussing the base case, when considering costs at the societal level, asset management costs incurred by the NSW government are assumed to be equivalent in reform (SHMT) and base case (continued public housing delivery by DCJ) scenarios. This includes all asset maintenance costs, including costs of maintenance and repairs. Since maintenance is required on the same properties both pre and post reform regardless of whether they are managed by DCJ or CHPs, the costs saved by the NSW government by passing maintenance costs onto CHPs are not general cost savings when undertaking a CBA through the lens of societal costs.[35] Also, although CHPs are not required to pay GST on maintenance and repair costs, the lost GST revenue is an opportunity cost for the Commonwealth government (and ultimately the NSW government) and therefore not counted as a cost saving either.

Differences between the societal reform cost and the costs to NSW government are likely to be in two key areas: tenancy management and in the provision of access and demand services, as CHPs may have different staff profiles and labour cost structures in the provision of these services after the SHMT reform.

The reform costs associated with the SHMT program have been collected directly from the CHPs who were involved in the reform. All CHPs were requested to report

[35] CHPs may negotiate more favourable asset maintenance costs following the ending of the AMS contract. However, data on this was limited - only being observed over a six month window for a relatively small number of dwellings.

annual data on all costs associated with taking over DCJ responsibilities in SHMT regions from 2018 to 2021. These data were aggregated and provided to the evaluators, see Appendix H[36]. Table 2.9 presents the costs associated with SHMT that are used in the CBA.

The costs associated with tenancy management have taken a few years to stabilise. Table 2.9 shows that total tenancy management costs vary from $7,431,438 (or $1,046 per dwelling) in 2018/19 to $32,102,279 ($2,631 per dwelling) by 2021/2022.

To account for the varying costs during the transition we take an average annual per dwelling cost using the costs since 2019/2020, which is presented in the final column of the table.[37] This average also accounts for general price increases over the period, inflating (or deflating) the per dwelling annual costs to June 2021 prices. These calculations lead to a tenancy management cost estimate of $2,406 per dwelling, or $6.59 per dwelling night.

Table 2.9 also reports the costs associated with delivering Access and Demand services by CHPs. The average annual cost of these services per transferred SHMT dwelling is $555 in June 2021 prices.

Finally, the process of implementing the SHMT reform incurred several expenses that, although transitory, would not have occurred under a base case scenario. These one-off costs may include any direct costs associated with:

- Staffing allocated to oversee the property transfers, redevelopments, community developments (e.g. in the District Implementation Teams (DIT) and Management Transfers Teams (MTT));
- Consultants, including specialists covering the scoping study, procurement, communications, legal and IT;
- Other implementation costs include everything outside of staff resources, including any MTT and DIT associated costs; and
- Staff transition costs, including costs of redundancy and severance payments.

These one-off costs come to a price adjusted total of $6,810,217, which if divided by the 12,201 dwellings involved in the survey by the end of 2021/21 comes to $558 per dwelling (see Table 2.9).

Table 2.10 summarises the resulting per dwelling costs of SHMT for the reform and base case scenarios as discussed above, with the final two columns presenting the net costs (or cost savings) attributable to the SHMT reform that are used in the CBA. Both the average cost per dwelling and the per-dwelling-night costs are presented. Two sets of total costs are provided in the final two rows of the table: the total ongoing annual costs associated with providing SHMT housing and the one-off transitory costs associated with the initial SHMT transfer, which are only relevant when considering the initial impacts of SHMT on existing tenants and are no longer relevant in later years or for new entrants. Here we see that SHMT costs $350 more per dwelling per year than the equivalent public housing or $0.96 per dwelling night with an additional $558 per dwelling in one-off costs.

[36] Data and analysis provided by Societel Consulting on behalf of CHIA and the Community Housing Sector.

[37] Costs for 2018/19 are much lower than in later years as transfers occurred throughout the year and reported costs are therefore for part of the year only.

Table 2.9 Results from the CHP cost survey: total and per dwelling costs associated with SHMT

	2018/2019		2019/2020	2020/2021	2021/2022	Annual per dwelling average in June 2021 prices[1]
Total SHMT-related costs						
Tenancy management costs	$7,431,438[2]		$26,465,430	$30,278,702	$32,102,279	N/A
Total access and demand costs	$2,474,520[2]		$6,163,520	$7,415,072	$6,884,997	N/A
Total one-off costs	$4,442,476		$2,010,058	$192,734	$0	$558[3]
Number of SHMT dwellings in sample	7,103		12,172	12,167	12,201	N/A
Average ongoing costs per SHMT dwelling						
Per dwelling tenancy management costs	-[2]		$2,174	$2,489	$2,631	**$2,406**
Per dwelling access and demand costs	-[2]		$506	$609	$564	**$555**
CPI	1.0298		1.0162	1	0.95745	N/A
1. Average of CPI indexed annual costs.						
2. 2018/19 tenancy management and access and demand costs do not reflect a full year as transfers occurred at varying stages throughout the year and are therefore omitted when calculating average annual unit costs.						
3. Total CPI adjusted cumulative costs = $6,810,217 divided by 12,201 dwellings.						

Table 2.10 Average annual per dwelling costs of SHMT, June 2021 prices

	SHMT CHPs		Public housing		Net SHMT costs	
	Average cost per dwelling	Per-dwelling-night cost	Average cost per dwelling	Per-dwelling-night cost	Average cost per dwelling	Per-dwelling-night cost
Tenancy management costs	$2,405.76	$6.59	$2,229.30	$6.10	$176.46	$0.48
Access and demand costs	$554.77	$1.52	$381.31	$1.04	$173.45	$0.47
Total recurrent annual costs	$2,960.52	$8.11	$2,610.61	$7.15	**$349.91**	**$0.96**
One-off costs[1]	$558.17	$1.53	N/A	N/A	$558.17	$1.53
1. These costs are only included in the first year for existing tenants.						

Finally, we need to consider the base rent paid by tenants (excluding CRA) that may offset the above costs for SHMT delivery. These may change after the reform as tenants may experience household composition or income changes due to the reform. The impact on rents charged to tenants are estimated in the outcome

evaluation. Note that the income of CHPs will be higher due to the higher rents paid to CHP providers through the additional CRA payments tenants are potentially eligible to receive after the reform. However, CRA is considered a transfer to CHPs in the CBA rather than a cost reduction since it is a cost to the Commonwealth Government (and thus funded by other taxpayers). To date the increase in CRA appears to have been used, at least in part, to provide additional tenancy management services to tenants and to pay for maintenance. Future evaluation should further examine how this funding is used, including whether the injection of CRA leads to increased sector capacity and better outcomes for tenants.

Costs to the NSW government

After the SHMT reform, CHPs are responsible for the payment of certain asset management costs including asset maintenance and repair, insurance, and council and water rates. Thus, in the reform scenario there are savings to the NSW government by no longer having to pay these costs. Table 2.11 presents estimates of these savings, showing that the NSW government would save on average $3,577 per dwelling per year, or $9.79 per dwelling night in 2021 prices.[38]

As the dwellings continue to be owned by the NSW government (LAHC), we assume that the NSW government continues to incur other asset management expenses such as depreciation.

An additional cost to the NSW government is the loss of rent paid by tenants. With the rental income going to CHPs after the transfer, the NSW government loses this rental income stream. As properties are transferred to CHPs under peppercorn lease arrangements (with only a nominal rent being paid), this loss of rental income from tenants is not offset by an increase in rental revenue from CHPs. Thus, this loss of a rental income stream can be thought of as an additional budget outlay of the SHMT reform that the NSW government incurs directly. As this foregone rent revenue due to the SHMT reform depends on the composition of tenants living in SHMT dwellings prior to the reform we estimate this parameter in the outcome evaluation.

Table 2.11 Repairs and maintenance costs associated with SHMT dwellings

	2019/2020	2020/2021	2021/2022	Average annual cost per dwelling in June 2021 prices[1]
Total repairs and maintenance costs[2]	$36,485,437	$50,751,130	$44,775,754	N/A
Total dwellings	12,172	12,167	12,201	N/A
Per dwelling repairs and maintenance costs[2]	$2,997	$4,171	$3,670	**$3,577**
CPI	1.0162	1	0.95745	N/A
1. Average of CPI indexed annual costs.				
2. This also includes utilities, rates, insurance and other property-related expenses.				

[38] Costs for 2018/19 are again excluded as these are for part of the year only.

2.4.3. Benefits

Estimates of the benefits of the SHMT program are based on the outcome evaluation estimates (reported in Section 6.1). The benefits are relative to the base case scenario used in the outcome evaluation. A benefit value is included in the CBA if the estimated effect has a p-value of less than or equal to 0.05 (i.e. is statistically significant at the 5% level). The main base case scenario compares tenants of SHMT with otherwise similar tenants of non-SHMT public housing.

Benefit values are calculated by multiplying the unit benefit value by the average treatment effect over the time period of interest. Actual outcomes are estimated for the first 12 months (t=1) and second year (t=2) after the transfer or tenancy start date. Unit values to be used (expressed in June 2021 prices) are presented in Table 2.12. Medium to longer-term outcomes for years 3 to 10 after initial treatment are predicted by taking a simple average of the estimated treatment effects at t=1 and t=2.[39] Once outcomes for further years after the first two years are known, these predictions should be substituted by the ex-post outcome effects estimated.

[39] Another option would be to predict using a linear extrapolation of estimates from earlier years, but as the two-year outcomes do not yet show an obvious pattern, a simple average was considered to be more appropriate. These estimates should however be updated in later years once longer-term outcomes have been observed.

Table 2.12 Unit values of benefits to be used in Cost-Benefit analysis, June 2021 prices

	Unit value (negative reflects a cost)	Source
Health		
Hospital days (non-psychiatric)	-$1,579	AIHW data[1]
Days in psychiatric ward/hospital	-$1,269	AIHW data[2]
Ambulance call-out	-$910	DCJ (2022)
Emergency department presentation (leading to admission)	-$1,049	DCJ (2022)
Emergency department presentation (not admitted)	-$657	DCJ (2022)
MBS costs	na	To be estimated in outcome evaluation
PBS costs	na	To be estimated in outcome evaluation
Use of mental health services (ambulatory)	-$297	DCJ (2022)
Housing		
Evicted from social housing	-$25,432	DCJ (2022)
Use of homelessness support with accommodation	-$12,201	DCJ (2022)
Safety		
Adult days in custody	-$292	DCJ (2022)
Juvenile justice days in custody	-$1,956	DCJ (2022)
Proven court appearance[3]	-$11,556	DCJ (2022)
Child ever in contact with child protection services	-$1,412	DCJ (2022)
Education		
Child achieves minimum NAPLAN standard	$4,953.64	DCJ (2022)
Completion of a VET qualification/apprenticeship at Cert III or above	$16,628	DCJ (2022)
Centrelink payments		
Income support payments (annual)[4]	na	To be estimated in outcome evaluation
CRA[5]	na	To be estimated in outcome evaluation

Notes:
1. Cost per day estimated from AIHW, Admitted Patient Care Cost and Funding, Tables 7.4 and S7.2 for 2020/21 (Total cost =$32,956,424,355, Total patient days in public hospitals =20,878,262)
2. Cost per day estimated from Mental Health Services Australia, Expenditure on Mental Health services, AIHW,2021 Table Exp.7 Recurrent expenditure per patient day for 2019/20 (=$1,249 per day)
3. Although unit costs vary for different courts (where higher-level courts are more costly than lower-level courts), we use the value for magistrates' court appearance as these are the most common form of court appearance.
4. The net impact of the reform on Centrelink Payments (excluding CRA) is not included in the overall benefit-cost estimates but is presented separately. These are a transfer to tenants but a cost to the Australian Government.
5. The net impact of the reform on CRA payments is not included in the overall benefit-cost estimates but is presented separately. These are a transfer to CHPs but a cost to the Australian Government.

2.4.4. Measuring the net social benefit of SHMT

To measure the net social benefit of SHMT all (annualised) costs and benefit estimates are converted to present values by applying a discount rate. [40]

As it is important that we can compare with other NSW Cost-Benefit Analyses, our analysis needs to conform to the standards used by NSW Treasury which currently recommends the adoption of a 7% discount rate (in real terms). [41]

The Net Present Value (NPV) and Benefit-Cost Ratio (BCR) for the reform are then calculated, where the NPV equals the difference between the present value of benefits and the present value of costs, and the BCR equals the ratio of the present value of total benefits to the present value of total costs. This is the standard treatment for CBA and these measures can be represented by the general formulae:

$$\text{NPV} = \sum_{t=1}^{T} \frac{B_t - C_t}{(1+r)^t} - C_0$$

and:

$$\text{BCR} = \sum_{t=1}^{T} \frac{B_t/(1+r)^t}{C_0 + C_t/(1+r)^t}$$

where:

B_t = Total dollar value of benefits

= Sum of benefits across all outcomes achieved

= Treatment effect multiplied by the unit value of benefit multiplied by the number of people treated

C_0 = Total capital cost

C_t = Total recurrent costs

= Total recurrent cost per dwelling night multiplied by the total number of days that treated households live in SHMT dwellings

As there are no capital costs associated with SHMT, C_0=0, and NPV and BCR can be expressed as:

$$\text{NPV} = \sum_{t=1}^{T} \frac{B_t - C_t}{(1+r)^t}$$

and:

$$\text{BCR} = \sum_{t=1}^{T} \frac{B_t/(1+r)^t}{C_t/(1+r)^t}$$

[40] The costs and benefits of Future Directions (and thus SHMT) will occur over a number of years. Thus, future costs and benefits need to be adjusted (using a discount rate) to their present value (i.e. all are presented in "today's" dollar values). The discount rate is the percentage rate at which future values are reduced to bring them in line with today's dollar value. The discount rate represents the time value of money as a dollar invested today is worth more than a dollar invested tomorrow, even after accounting for inflation.

[41] NSW Treasury adopts a social discount rate based on the opportunity cost of capital on the basis that any government initiative can only occur at the expense of other alternative public investment or private investment (NSW Treasury, 2017).

All dollar values are converted to reflect prices as at June 2021, and *t* runs from year 1 to year T (which equals 10 in this case).

2.4.5. Sensitivity analysis

Sensitivity analysis of the CBA is undertaken to test the impact of using different core assumptions that feed into the analysis. This includes testing for sensitivity to changes in the following parameter values:

- discount rates (NSW Treasury 2017 recommends assessing sensitivity to 3%, 7% and 10% rates);
- expanding the criterion for including a benefit value in the CBA to the estimated coefficient on living in a SHMT dwelling having a p-value of less than or equal to 0.10 for the relevant outcome. [42]

2.4.6. Limitations

The main limitation of the CBA is that it uses outcome impacts that were estimated over a relatively short time frame (1-2 years post-reform) and that align with the legacy AMS contract for Property Management Services. Future evaluations should update the CBA when SHMT outcomes in later years have been observed.

An additional limitation is that unit record data on actual maintenance costs of SHMT properties were not available – thus whether maintenance and repair requests changed with a potentially different tenant composition as new tenants start to replace existing tenants could not be examined. If new tenants have more/less complex histories and behaviours there could, for example, be more/less damage to properties that needs to be attended to. A higher turnover of tenants could also lead to additional maintenance needing to be undertaken.

[42] This is most relevant for the impacts on new tenants, where the sample of tenants that forms the basis of the CBA is relatively small. Thus, benefit estimates may have been estimated quite imprecisely with large standard errors. Although it is best practice to use a criterion for including a benefit value if a coefficient has a p-value of less than or equal to 0.05, which we use in the main analysis, in sensitivity analysis we examine the impact of expanding this criterion to include all benefit values if their coefficient effect has a p-value of less than or equal to 0.10.

3. What types of dwellings are part of SHMT and who is affected by SHMT?

Key takeaways

Dwelling characteristics:

- SHMT dwellings have a similar age profile as public housing dwellings (with a median age of just under 40 years), but are older than community housing dwellings (with a median age of just under 20 years). Only 13% of SHMT dwellings and 10% of public housing dwellings are under 20 years old.
    - Turnover of older SHMT dwellings is slightly higher than that of newer SHMT dwellings, making new tenants slightly more likely to be assigned to an older SHMT dwelling.
- Location characteristics are not unambiguously better or worse for SHMT dwellings compared to other social housing dwellings.
    - New tenants are slightly more likely to be assigned to a less-favourably located SHMT dwelling due to higher turnover of such dwellings.

Tenant characteristics

- SHMT tenants are similar to public housing tenants.
- Just over half of all existing tenants are women (55% for SHMT and public housing and 58% for community housing); this is only slightly less for new tenants (51% for SHMT, 53% for public housing and 56% for community housing).
- A larger proportion of existing SHMT tenants are Aboriginal (21%) compared to public housing tenants (12%) and community housing tenants (9%).
    - More people in the new tenant population are Aboriginal: 31% for SHMT, 24% for public housing and 18% for community housing.
- SHMT tenants and public housing tenants are 44 years of age on average compared to 42 years of age for community housing tenants.
    - New tenants are over 10 years younger on average: 32 years for SHMT and community housing, and 30 years for public housing.
- SHMT tenants are more likely to have English as their main language: 94% versus 82% for public and community housing.
    - This is even higher for new tenants at 96% for SHMT versus 87% for public housing and 92% for community housing.
- Household size is the same across all groups at 1.8 persons, but existing SHMT tenants are more likely to be a single man or woman.
    - Household size remains at 1.8 for new SHMT and community housing tenants, but is 2.2 for new public housing tenants. The proportion of single women is lower while the proportion of single mothers is higher in all new tenant groups.

Baseline outcomes

Overall new SHMT tenants seem more disadvantaged than other social housing tenants in terms of health, economic and justice outcomes, while existing SHMT tenants are more similar to other social housing tenants:

- More SHMT tenants depend on income support: 80% versus 76% (public) and 77% (community) are on income support at the time of transfer.
    - For new SHMT tenants this is 89% versus 83% (public) and 86% (community)
- Homelessness was more prevalent among new SHMT tenants (31% were ever homeless) versus 6% of existing SHMT tenants.
    - 14% of new SHMT tenants were homeless in preceding year versus 9% in public housing and 11% in community housing.
- Children in SHMT households (especially in new SHMT households) are 5 to 15 percentage points more likely to have been reported to child protection services than children in public and other community housing households.
- Existing SHMT tenants are slightly more likely (3 to 6 percentage points) to have used ambulatory mental health services and ambulance services, and to have visited an emergency room.
- New SHMT tenants used more of nearly all health services than other new tenants: e.g. 18% use ambulatory mental health services versus 13% and 14% for public and community housing tenants respectively. But they did not use more MBS or PBS services.

3.1. The SHMT program: CHPs and dwellings

Nine CHPs have assumed responsibility for the management of 14,000 SHMT properties in four NSW districts — Shoalhaven, Mid North Coast, Northern Sydney (excluding Ivanhoe Estate), Hunter-New England (except Newcastle). [43] Each CHP now manages between 960 to 2,200 properties, which were transferred on set dates between October 2018 and September 2019. Table 3.1 provides a summary of SHMT locations, number of properties, management and details of the transfer for each package, including the name of housing providers. To ensure anonymity of stakeholders, the order in which housing providers are listed elsewhere in the report (i.e. when presenting the interview sample) is not necessarily the same as the order here. This section reports on the characteristics of these SHMT properties combined and does not examine variation across the various SHMT areas.

Approximately four months prior to the planned go-live date, CHPs sent SHMT information packs to existing tenants and provided them with support on the transfer process, including the application for CRA. CHPs took over the management of the properties and the functions of DCJ housing offices on the agreed transfer dates. However, CHPs were required to continue using the existing LAHC Asset Maintenance Contract contractors until the expiry of the existing contract on 30 June 2021. As a result, CHPs were required to access Maintenance Contract contractors through LAHC for all maintenance within the evaluation period in this report.

[43] SHMT regions are concentrated in the north-east of NSW, and the northern suburbs of Sydney. See Figure 1.1 in Section 1.1.2 for a map of NSW and a map of greater Sydney indicating the location and density of SHMT dwellings by postcode.

Table 3.1 Summary of SHMT packages, CHP details and transfer information

Location	% of Properties in Location Managed by CHPS		Local Government Area	No. of Properties transferred	Community Housing Provider	Transfer date
	Before SHMT	After SHMT				
Shoalhaven	46%	100%	Shoalhaven	960	Southern Cross Housing	22 Oct 2018
Mid North Coast	28%	100%	Nambucca, Kempsey, Port Macquarie-Hastings	1318	Community Housing Limited	19 Nov 2018
			Coffs Harbour, Bellingen	1072	Mission Australia Housing	1 July 2019
Northern Sydney (excl. Ivanhoe estate)	20%	94%	Ryde, Hornsby, Ku-ring-gai	1867	Link Housing	3 Dec 2018
			North Sydney, Hunters Hill, Lane Cove, Willoughby	1413	SGCH	1 April 2019
			Northern Beaches and Mosman	1195	Bridge Housing in partnership with the Women's Housing Company[44]	5 August 2019
Hunter-New England (excl. Newcastle)	22%	66%	New England -Gunnedah, Tamworth, Walcha, Liverpool Plains, Armidale Regional, Glen Innes, Gwydir, Guyra, Inverell, Moree Plains, Narrabri, Tenterfield, Uralla	1802	Homes North Community Housing	6 May 2019
			Hunter - Singleton, Cessnock, Dungog, Mid-Coast, Muswellbrook, Upper Hunter	1847	Compass Housing Services	3 June 2019
			Hunter - Maitland and Port Stephens	2194	Hume Community Housing	2 September 2019

From the perspective of housing applicants and existing tenants, there are no changes in their dwellings, rent charged or other rules; the main changes for them

[44] Bridge Housing manages: all tenancies in Balgowlah, Balgowlah Heights, Beacon Hill, Brookvale, Collaroy, Cromer, Curl Curl, Fairlight, Forestville, Frenches Forest, Freshwater, Manly, Manly Vale, Mona Vale, North Curl Curl, North Manly, and Seaforth; and most tenancies in Dee Why and Narraweena. The Women's Housing Company manages: all tenancies in Mosman; some tenancies in Dee Why; some tenancies in Narraweena.

are the change in property manager, the need to apply for CRA and no public housing being available in SHMT areas.

The first three columns in Table 3.2 report the characteristics of dwellings that were part of the SHMT program at the time of transfer and their location, comparing these to the characteristics and location of all public housing dwellings and community housing dwellings in postcodes that have no SHMT dwellings. While this shows that the average market rent of a SHMT dwelling is about $40 to $50 per week lower than that of other public housing dwellings and other community housing dwellings, the difference is not statistically significant. For new tenants the difference is smaller at $16 to $18 per week, but significant. The rent charged is also lower for SHMT tenants than for the two other groups of tenants, by $10 to $12.5 per week (likely due to lower household income), and this difference is significant. The type and size of the dwelling are similar across the three groups.

The age of SHMT dwellings is not significantly different from the age of public housing dwellings (with a median age of just under 40 years) but they are significantly older than community housing dwellings, with over half of community housing dwellings under 20 years old (i.e. a median age of just under 20 years). Only 13% of SHMT dwellings and 10% of public housing dwellings are under 20 years old.

When we compare the age of the dwellings allocated to new SHMT tenants with the overall distribution for the age of SHMT dwellings, we find that the new tenants are slightly less likely to be assigned a newer dwelling (see columns 4 to 6 in Table 3.2: 12.6% of existing SHMT tenants lived in a dwelling that was less than 20 year old while only 10.1% of new tenants are allocated to a SHMT dwelling that is less than 20 years old). Conversely, new SHMT tenants are 2.3 percentage points more likely to be assigned to a dwelling of 40 years or older. However, the differences are small, indicating that the turnover in older dwellings is not much higher than for newer dwellings. The type of property does not vary much across the three groups.

Location-wise there are a few differences, but these do not unanimously indicate better or worse local environments for any of the three groups. Compared with public housing, SHMT dwellings are in less densely populated areas with many of them in regional areas outside the capital city. The distances to some amenities, such as schools and local shops are slightly longer compared with other public housing. SHMT areas have slightly lower unemployment rate, crime rate and drug related offences (although these differences are only significant for new tenants). Examining the location of the dwellings allocated to new SHMT tenants, we note that these dwellings are slightly less favourably located than SHMT dwellings overall. That is, they are slightly further from services in commercial zones, hospitals and train stations, and residents are slightly less likely to commute to work by public transport. Although the total crime rate is slightly lower, there are more drug offences and more domestic violence reports. Median housing rents and sales prices in the locations of dwellings allocated to new SHMT tenants are slightly lower (perhaps facilitating some social housing tenants to exit social housing) and the homelessness service usage rate is slightly higher as is the homelessness rate. Economically there is no difference, however, with the local unemployment rate and labour force participation rate being both slightly more favourable than locations with public and other community housing.

Table 3.2 Characteristics of SHMT properties and community compared with public and community housing in non-SHMT area at the start of transfer

	Existing Tenants			New Tenants		
	SHMT	PH	CH	SHMT	PH	CH
Dwelling type: House	0.470	0.483	0.361	0.452	0.456	0.343
Dwelling type: Villa	0.096	0.068	0.072	0.051	0.062	0.043
Dwelling type: Unit	0.434	0.449	0.541	0.482	0.483	0.565
Number Of Bedrooms	2.132	2.209	2.070	1.972	2.163	1.956
Age of building <5 years	0.024	0.022	0.027	0.015	0.063	0.034
Age of building 5-9 years	0.034	0.025	0.295	0.026	0.017	0.221
Age of building 10-19 years	0.068	0.057	0.200	0.060	0.044	0.223
Age of building 20-29 years	0.223	0.187	0.155	0.223	0.160	0.145
Age of building 30-39 years	0.238	0.223	0.120	0.240	0.212	0.121
Age of building 40-49 years	0.154	0.194	0.080	0.166	0.221	0.112
Age of building 50-59 years	0.140	0.166	0.076	0.164	0.176	0.098
Age of building 60+	0.119	0.125	0.044	0.106	0.107	0.044
Market Rent ($)	351.6	396.8	406.8	355.1	373.6	371.3
Rent Charged 30 June Excl CRA ($)	147.3	157.0	159.8	134.8	146.0	140.7
Difference market Rent and rent paid ($)	204.3	239.8	247.1	220.5	227.6	230.7
Distance to nearest… (meters)						
Primary School	1215.7	960.0	1071.2	1222.7	984.9	1118.2
High School	2133.8	1844.1	2442.3	2055.9	1838.5	2422.4
Hospital	11589.7	4419.3	8729.0	15963.2	4854.3	12842.8
Post Office	1321.8	1166.8	1184.8	1362.5	1203.5	1249.7
Commercial zone B2	4616.8	2041.7	3572.7	5498.0	2414.1	5378.6
Commercial zone B3	6787.8	7171.3	23635.5	8166.9	8707.3	32967.3
Train station	7784.8	6141.4	14207.1	7967.1	7139.4	17929.4
Community Characteristics (postcode)						
Population density per km2	1252.0	2901.5	2071.0	1100.1	2597.7	1733.5
Index of socio-economic disadvantage(SEIFA)	5.2	4.3	4.5	5.1	4.2	4.4
People travelling to work by public transport (%)	10.9	17.3	14.0	10.0	15.9	11.7
Unemployment rate (%)	6.6	7.7	7.3	6.5	7.8	7.3
People who completed at least year 12 (%)	50.4	55.2	52.2	49.8	53.7	49.7
Median commuting distance to work (km)	10.0	11.1	11.9	9.1	11.1	10.6
Nr. of crimes per 100k population	9689.5	12239.0	10079.9	9473.8	12143.9	10181.4
Nr. of drug offences per 100k population	671.7	924.2	803.2	707.5	934.4	810.5
Nr. of domestic violence reports per 100k population	469.6	542.3	484.7	521.4	582.0	545.8
Median rent ($)	451.3	467.0	456.4	435.9	449.7	434.0
Median sales ($)	732.9	760.1	729.4	722.4	732.9	672.4
Homelessness service usage rate per 100 population	4.9	4.3	3.985	5.5	4.6	4.8
Homelessness rate per 10k persons	121.2	77.0	73.921	124.9	81.6	97.0

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. Full details are available in Appendix Table E.1 and Appendix Table E.3.

Distance to amenities for community housing are only available for LAHC-owned properties.

Dwelling characteristics of public housing tenants and community housing tenants that are significantly different from dwelling characteristics of SHMT tenants at the 5% significance level are highlighted in grey.

3.2. Who are the SHMT tenants?

To describe SHMT tenants we report a number of characteristics of SHMT tenants as well as characteristics of all non-SHMT public housing tenants and other community housing tenants (see Table 3.3 for existing and new tenants). Around 55% of SHMT tenants are women, which is the same as in public housing and slightly less than in community housing where it is nearly 58%. Women make up a smaller proportion of the new inflow of tenants in all three groups: 53% for SHMT, 51% for public housing and 56% for community housing. The proportion of Aboriginal tenants is much higher among SHMT tenants (21%) than amongst public housing tenants (12%) and community housing tenants (9%). Likely reflecting larger Aboriginal populations in some SHMT locations, the new inflow of tenants is also much more likely to report being Aboriginal, with SHMT CHPs again housing a larger proportion of Aboriginal people (31% versus 24% for public housing and 18% for community housing). The average age of just over 44 is similar to that for public housing tenants and slightly older than community housing tenants who are on average nearly 42 years old. The average age of new tenants is much younger at 32 years for SHMT and community housing, and 30 for public housing. The differences in Aboriginal status and age are not significant for the existing tenants at the time of transfer but they are for the new tenants.

Around 94% of SHMT tenants have English as their main language which is more than for the other two groups (which are both 82%). New tenants are more likely to have English as their main language with SHMT tenants again most likely (96% versus 87% and 92%). Although household size is not significantly different between the three groups at 1.8 persons, household types are. SHMT tenants are more likely to be a single man or woman, and less likely to be any of the other household types with the differences being bigger compared with community housing tenants than compared with public housing tenants. Household size is similar for new SHMT and community housing tenants (1.8), but it is higher for new public housing tenants at 2.2 persons. Amongst new SHMT tenants the proportion of single men and women is smaller, while the group of single mothers is larger.

New SHMT tenants who were not already in social housing were more likely to come from the priority waitlist (on the NSW Housing Register), at 37% versus 28% for public housing tenants, but if transferring from other social housing they were less likely to have come from the priority list (2.7% versus 15.9% for public housing tenants). New non-SHMT community housing tenants had a much smaller proportion from the priority waitlist, which may be partly due to missing information: nearly half (44.6%) of new tenants in community housing were not observed in the housing register (versus a quarter of new SHMT and public housing tenants).[45]

Overall, SHMT tenants are quite similar to general public housing tenants.

Compared to public housing tenants, existing SHMT tenants have had shorter spells in their current dwellings at the time of transfer, while compared to community housing tenants, they have had longer spells.

[45] This is likely at least partly due to the earlier-mentioned data linkage problems for community housing data.

Table 3.3 Characteristics of SHMT tenants compared with public and community housing in non-SHMT area at the start of transfer

	Existing Tenants			New Tenants		
	SHMT	PH	CH	SHMT	PH	CH
Demographic						
Female	0.552	0.548	0.577	0.528	0.506	0.559
Aboriginal	0.211	0.115	0.086	0.308	0.239	0.178
Age (years)	44.421	44.694	41.803	31.824	30.357	32.182
Age 55 or more	0.413	0.417	0.362	0.199	0.189	0.195
Main Language is English	0.935	0.823	0.823	0.956	0.874	0.918
Household and tenancy characteristics						
Household characteristics						
Total number of adults in the household	1.356	1.429	1.383	1.178	1.373	1.202
Number of people in the household	1.753	1.809	1.761	1.807	2.182	1.763
Composition: Single man	0.354	0.303	0.242	0.340	0.311	0.283
Composition: Single woman	0.433	0.358	0.343	0.253	0.222	0.303
Composition: Single man with children	0.008	0.014	0.011	0.028	0.028	0.024
Composition: Single woman with children	0.054	0.114	0.104	0.212	0.232	0.196
Composition: Couple no children	0.050	0.051	0.104	0.034	0.033	0.045
Composition: Couple with children	0.012	0.028	0.040	0.033	0.052	0.035
Composition: Other with man as head	0.022	0.026	0.029	0.030	0.026	0.026
Composition: Other with woman as head	0.066	0.105	0.125	0.071	0.095	0.089
Any one in household had CRA (DOMINO)	0.719	0.012	0.718	0.649	0.305	0.635
Housing register status for allocation of the focal dwelling						
Priority in general register	NA	NA	NA	0.370	0.280	0.196
Priority in transfer register	NA	NA	NA	0.027	0.159	0.019
Not priority in transfer register	NA	NA	NA	0.104	0.092	0.074
Not priority in general register	NA	NA	NA	0.239	0.197	0.264
No recent housing register records	NA	NA	NA	0.259	0.272	0.446

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. Units are shares unless otherwise indicated. Full details are available in Appendix Table E.2 and Appendix Table E.4.

Characteristics of public housing tenants and community housing tenants that are significantly different from characteristics of SHMT tenants at the 5% significance level are highlighted in grey.

3.2.1. How were tenants faring at the start of SHMT?

Outcomes at the time of transfer or at their tenancy start date are reported in Table 3.4 for existing and new tenants. Overall, SHMT tenants appear to be more disadvantaged than other social housing tenants.

SHMT tenants depend more on income support than other social housing tenants. The majority of SHMT tenants are on income support in the year preceding transfer (83%), slightly higher than the proportions in public housing (79%) and community housing (81%).[46] Consistent with this, SHMT tenants spent slightly longer on income

[46] Note that the linkage rate of CHIMES with other data sources is lower than the linkage rate of HOMES with other data sources due to lower data linkage quality. As a result, the proportion on using services may be understated for community housing tenants, as we depend upon finding tenants who are observed in CHIMES in other data sources like CIMS for housing services information. If a tenant is not found in this other data source we have to assume they did not receive

support in the year preceding the transfer (297 days) than public housing tenants (281 days) or community housing tenants (287 days). SHMT tenants also received about $1,500 more in income support in the year preceding the transfer than public housing tenants and about $1,100 more than community housing tenants.

Table 3.4 Outcome variables at the time of transfer or at the start of the tenancy (new tenants)

	Existing Tenants			New Tenants		
	SHMT	PH	CH	SHMT	PH	CH
Income and Education in the previous year						
Individual received income support at any point	0.833	0.793	0.811	0.908	0.857	0.884
Total nr. of days of income support receipt	296.7	280.5	287.4	322.4	295.7	309.3
Total regular Centrelink payment amount (excl. CRA) ($)	18492.6	17012.0	17347.8	20042.1	17689.3	18697.4
Total regular CRA amount ($)	80.0	57.3	1967.1	1634.9	929.3	1592.0
Any one in household had CRA (DOMINO)	0.719	0.012	0.718	0.649	0.305	0.635
Enrolled in VET course any time	0.104	0.097	0.111	0.139	0.141	0.150
Completed a VET program any time	0.015	0.016	0.017	0.018	0.022	0.026
Housing services (any time) in the previous year						
Reported being homeless	0.011	0.008	0.013	0.144	0.086	0.114
Reported being in short-term/emergency accommodation	0.022	0.017	0.025	0.248	0.157	0.205
At risk of homelessness	0.021	0.020	0.033	0.121	0.099	0.136
Received SHS short-term accommodation	0.008	0.006	0.010	0.078	0.061	0.082
Received SHS med/long-term accommodation	0.005	0.004	0.011	0.043	0.034	0.049
Received any SHS accommodation services	0.011	0.008	0.018	0.113	0.086	0.118
Received tenancy/mortgage maintenance service	0.017	0.018	0.032	0.091	0.082	0.108
Justice and child protection service						
Ever in contact with justice system (proven offence)	0.157	0.144	0.128	0.287	0.250	0.234
Ever domestic violence offence	0.039	0.035	0.030	0.106	0.093	0.081
Ever in custody	0.045	0.053	0.040	0.126	0.136	0.107
Contacts at any point in the year prior to transfer / tenancy start						
Contact with child protection services	0.408	0.303	0.252	0.539	0.487	0.431
Total days in custody/prison	0.886	1.083	0.570	4.555	8.316	3.977
Total days in ADULT custody/prison	0.736	1.018	0.535	4.512	8.158	3.875
Total days in JUVENILE custody/prison	0.150	0.065	0.034	0.043	0.158	0.101

these services. For income support information, we assume that tenants should be observed at least once in DOMINO data as over 99% of tenants observed in HOMES can be found in DOMINO. We only include the outcomes on income support and CRA for tenants who are observed in DOMINO at least once. As a result, the sample size decreases for these outcomes but the statistics should be less biased downwards.

	Existing Tenants			New Tenants		
	SHMT	PH	CH	SHMT	PH	CH
Contact with justice system (proven offence)	0.041	0.039	0.032	0.131	0.118	0.095
Domestic violence offence	0.008	0.006	0.006	0.034	0.027	0.022
Health service usage in the year prior to transfer/start of tenancy						
Admitted to hospital (non psych. unit)	0.224	0.218	0.200	0.247	0.263	0.219
Number of hospital admissions (non psych. unit)	0.684	0.665	0.556	0.634	0.615	0.532
Days in hospital (non psych. unit)	1.617	1.612	1.243	1.935	1.904	1.587
Admitted to hospital (psych. unit)	0.021	0.016	0.016	0.047	0.039	0.039
Number of hospital admissions (psych. unit)	0.056	0.035	0.035	0.085	0.079	0.075
Days in psychiatric unit	0.864	0.584	0.621	1.688	1.396	1.550
Visited emergency room	0.354	0.305	0.297	0.450	0.399	0.402
Nr. emergency visits	0.788	0.669	0.661	1.218	1.093	1.084
Nr. emergency visits (with no hosp. admission)	0.586	0.453	0.484	0.971	0.839	0.859
Nr. emergency visits (with hosp. admission)	0.202	0.215	0.176	0.246	0.252	0.224
Ambulatory mental health (AMH) services						
Used AMH services for mental health issues	0.085	0.067	0.069	0.149	0.122	0.131
Used AMH services (AMB) for all issues	0.104	0.070	0.072	0.178	0.128	0.140
Ambulance call-outs						
Used ambulance service	0.162	0.145	0.126	0.218	0.197	0.186
Nr. ambulance trips	0.329	0.290	0.245	0.497	0.457	0.434
Medicare Benefit and Pharmaceutical Benefit						
Nr. MBS services	21.094	23.023	20.524	17.655	18.704	18.215
Cost of MBS services ($)	1276.0	1368.2	1221.2	1113.9	1130.4	1120.2
Nr. PBS scripts	25.142	24.676	21.163	14.598	14.405	14.660
Cost of PBS scripts ($)	1231.4	1237.0	1023.4	967.9	977.7	844.2

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. Units are shares unless otherwise indicated. Full details are available in Appendix Table E.2 and Appendix Table E.4.

Outcomes of public housing tenants and community housing tenants that are significantly different from outcomes of SHMT tenants at the 5% significance level are highlighted in grey.

The same is true for the inflow of new SHMT tenants: 91% were on income support in the year preceding the start date. The equivalent figures were 86% for new public housing tenants and 88% for new community housing tenants. The new tenants in all three groups also spent more days on income support in the preceding year than the existing tenants: 322, 296 and 309 days respectively for SHMT, public housing and community housing tenants. New SHMT tenants received on average $2,353 more than new public housing tenants and $1,345 more than new community housing tenants in income support in the year preceding the tenancy start date, and they also

received more in income support than existing tenants did in the year preceding the transfer.

The rate of CRA receipt for existing SHMT tenants at the time of transfer and for new tenants at the tenancy start date is similar to that for existing and new community housing tenants. However, the linkage rate to Centrelink administrative data (DOMINO) is 11.5 percentage points lower for community housing tenants than for SHMT (and public housing) tenants due to data linkage issues. Given the inability to link over 10% of community housing tenants, the actual rate of CRA receipt for community housing tenants is likely to be substantially higher than the reported 72%.[47] The 72% reported for existing SHMT tenants is likely to be accurate (with nearly 100% able to be linked to DOMINO); indicating that many tenants who should be eligible for CRA were not yet receiving this at the time of transfer.

Compared to general public housing tenants, new SHMT tenants have experienced more homelessness in the past (14.4% versus 8.6% for new public housing tenants and 11.4% for new community housing tenants), and they have experienced more housing issues over the past year as reflected in the services they received and in the homelessness risks/events they experienced. This greater exposure to homelessness of new tenants is consistent with the higher (pre-existing) rate of homelessness in SHMT regions as reported in Table 3.2. These differences between new SHMT and non-SHMT tenants are therefore unlikely to be driven by SHMT, but rather reflect differences between people on the NSW Housing Register in different areas. Unsurprisingly, there have been more housing issues for new tenants (e.g., 31% of new SHMT tenants were ever homeless) than for existing tenants (e.g., 6% of existing SHMT tenants were ever homeless).[48] Furthermore, a sizable proportion of the new tenants have been at risk of homelessness (SHMT: 12%; public: 10%; community: 14%) or lived in short-term or emergency accommodation (SHMT: 25%; public: 16%; community: 21%) in the preceding year. Such events are likely to have led to the allocation of a social housing dwelling. A substantial number of new tenants in each of the three groups also received a broad range of housing and homelessness services.

In terms of contact with the justice system, existing SHMT tenants are less likely to have ever been in custody than public housing tenants (4.5% versus 5.3%) but they were more likely to have been in contact with child protection services in the preceding year (41% versus 30% for public housing tenants and 25% for community housing tenants). New SHMT tenants are more different from other new social housing tenants. SHMT tenants are more likely to have ever been in contact with the justice system (29% versus 25% and 23%) and to have ever committed a domestic violence offence (11% versus 9% and 8%), and these events were also more likely for new SHMT tenants in the year before the tenancy started. The rate of contact with child protection services is also high, and the difference between new SHMT tenants and other new social housing tenants is again pronounced (54% for SHMT tenants versus 49% and 43%). However new SHMT tenants were less likely to have been in custody (ever) and spent fewer days in custody (in the last year).

[47] CRA is assumed to be zero for households for whom we are unable to find a Centrelink administrative record.

[48] The higher share of new SHMT tenants who were previously homeless could also be at least partly an artefact of the homelessness data only being available from approximately 2015. As a result, many existing tenants simply are not in the data.

Health service usage by existing SHMT tenants is similar to that of other existing social housing tenants. Only a few significant differences indicate slightly higher usage in the year preceding transfer: SHMT tenants were slightly more likely to have used ambulatory mental health services (10% versus 7% for both public and community housing tenants), and to have visited the emergency room (35% versus 30% for community housing tenants) and to have used an ambulance (16% versus 13% for community housing tenants).[49]

New tenants' health service use in the preceding year is higher than that for existing tenants for most services, except for MBS and PBS services and for admissions to non-psychiatric hospital. Compared to existing tenants, all groups of new tenants had fewer MBS and PBS services and spent less on these services, which is likely to be at least partly due to the younger age of new tenants but may also indicate that they do not get the primary health services that they need given the higher level of use of other health services. Although new tenants had fewer admissions to non-psychiatric hospital, they spent on average more days in non-psychiatric hospital in the preceding year.

There are more differences between groups for the new inflow of tenants than for existing tenants. New SHMT tenants make significantly more use of psychiatric hospital services (4.7% versus 3.9%) and general hospital services when compared to community housing tenants (25% versus 22%), but less when compared to public housing tenants (26%). SHMT tenants also had more emergency room visits with and without admission to hospital (45% versus 40%) and used more ambulatory mental health services (15% for mental health diagnoses only or 18% when including all diagnoses) than new public housing tenants (12% or 13%) or community housing tenants (13% or 14%). They also were more likely to have had at least one ambulance trip (22% versus 20% and 19%). However, new SHMT tenants were not more likely to use MBS or PBS services than other new tenants.

In summary, existing SHMT tenants are relatively similar to existing non-SHMT social housing tenants in terms of health, economic and justice outcomes, but new SHMT tenants experienced much poorer health, economic and justice outcomes than new tenants of non-SHMT social housing before they started their tenancy. When estimating the impact of SHMT in Chapter 6 and 7, we control for these differences.

[49] As explained in Section 2.3.9 on limitations, service use by community housing tenants may be somewhat understated.

4. Did SHMT implementation work for CHPs?

Key takeaways

- Generally, CHP stakeholders strongly believe in SHMT (consider it *acceptable)*. SHMT is also considered a good fit for CHP organisations and staff (consider it to be *appropriate)*.
    - Both perceptions were driven by the view that CHPs are best placed to implement management transfers, and ultimately given their expertise, deliver a better experience and outcomes for tenants (*though this is yet to be realised*).
    - All nine CHPs successfully undertook the SHMT property transfer on time as scheduled according to the go-live process, suggesting that, overall, it was feasible for CHPs to implement SHMT
    - Implementation challenges encountered were not insurmountable but do warrant discussion for future initiatives of this nature and magnitude. These include:
        - allowing CHPs to engage their preferred maintenance suppliers at the start of the contract and
        - addressing other common planning barriers related to implementing Commonwealth Rent Assistance, actioning maintenance requests and establishing relationships with key community organisations.
- SHMT appears to have changed the shape of the sector in NSW, in line with one of the program's objectives. However, stakeholders were concerned that while SHMT has diversified the management of around 14,000 properties, in doing so, large CHPs have been made even larger and more influential, and potentially the CHP sector is now less diverse.
- The size and scale of the SHMT packages appear to have met the objective of providing opportunity for small or niche providers to form partnerships. However, with only one of nine packages being awarded to such a partnership, it is difficult to ascertain the extent to which this objective has been meaningfully met.

4.1. How acceptable, appropriate and feasible is the property management transfer perceived to be by CHP staff?

In short, SHMT was seen as acceptable, appropriate and feasible to be implemented by CHPs. Key insights associated with these lead indicators of implementation quality are discussed below.

4.1.1. Acceptability

Generally, SHMT was highly acceptable to CHPs, due in part to the program's objectives of supporting providers' capacity and building their market share. Many terms of the SHMT contracts (including portfolio size, location and duration) were also viewed favourably. The whole of location transfer design of SHMT was viewed as an opportunity for providers to have a dedicated area in which to deliver housing services. In most cases SHMT represented an overnight, two- to three-fold increase in the CHP's overall portfolio. Individual participants' personal experiences with similar management transfer programs in Australia and the UK, along with the positive consequences of undertaking the transfer (e.g. the benefits experienced by providers, and perceptions of improved tenant experience), also contributed to a sense of satisfaction with SHMT.

The Asset Maintenance Services (AMS) contract, which stipulated the maintenance of SHMT properties through LAHC, however detracted from the acceptability of SHMT among implementing CHPs. Providers experienced a lack of visibility regarding maintenance being undertaken, frequently with greater delay than their usual maintenance processes or providers. This delay was also noticed by SHMT tenants in interviews, who reported discrepancies in maintenance timing with dwellings maintained directly by CHPs based on comparisons with their non-SHMT neighbours. Poor visibility of the work undertaken through AMS placed a significant financial burden on CHPs, who could not accurately budget and forecast for maintenance in what was often over half of their portfolio.

4.1.2. Appropriateness

SHMT was also perceived as appropriate by implementing CHPs. Providers saw a clear alignment between the nature and intentions of the transfer with their organisational mission and values. The fit and compatibility of SHMT among CHPs was summarised as "*an opportunity to do more of what they are already doing*".

This sentiment was held by providers already operating in the package areas for which they were successful in tendering. These CHPs were able to leverage existing connections and relationships in the package area, including to linked community services, law enforcement and even other housing providers (public or CHPs). The contextual understanding that providers could demonstrate in undertaking SHMT, from tendering through to post-implementation speaks to the fit of the initiative.

4.1.3. Feasibility

All nine CHPs successfully undertook the SHMT property transfer on time and as scheduled according to the go-live process. This suggests that, overall, it was feasible for CHPs to implement SHMT. Challenges that CHPs encountered were not insurmountable, although they do warrant discussion for future initiatives of this nature and magnitude.

An integral feature relating to the feasibility of SHMT for implementing CHPs was the staggered approach to going live. Advantages and disadvantages were observed among all providers in relation to where CHPs sat chronologically in the order of going live, however in the main, this was perceived to be a positive design feature of the program. The staggered approach appeared to create a form of trade-off for CHPs; for example, 'early sites' faced feasibility challenges regarding the merging of systems and databases, however, they also perceived an increased degree of

support provided by DCJ and an acknowledgement of the challenge in being first. By contrast, later-implementing CHPs enjoyed the support and advice of previous sites and the learning from their 'go-live' experience, however, this appeared to be at the perceived cost of less support from DCJ. The general consensus among CHPs was that enablers and barriers were experienced most strongly at either extreme (i.e. first or last to go live).

4.2. What have been the barriers and enablers experienced by CHPs to taking on the management of these additional tenancies and properties?

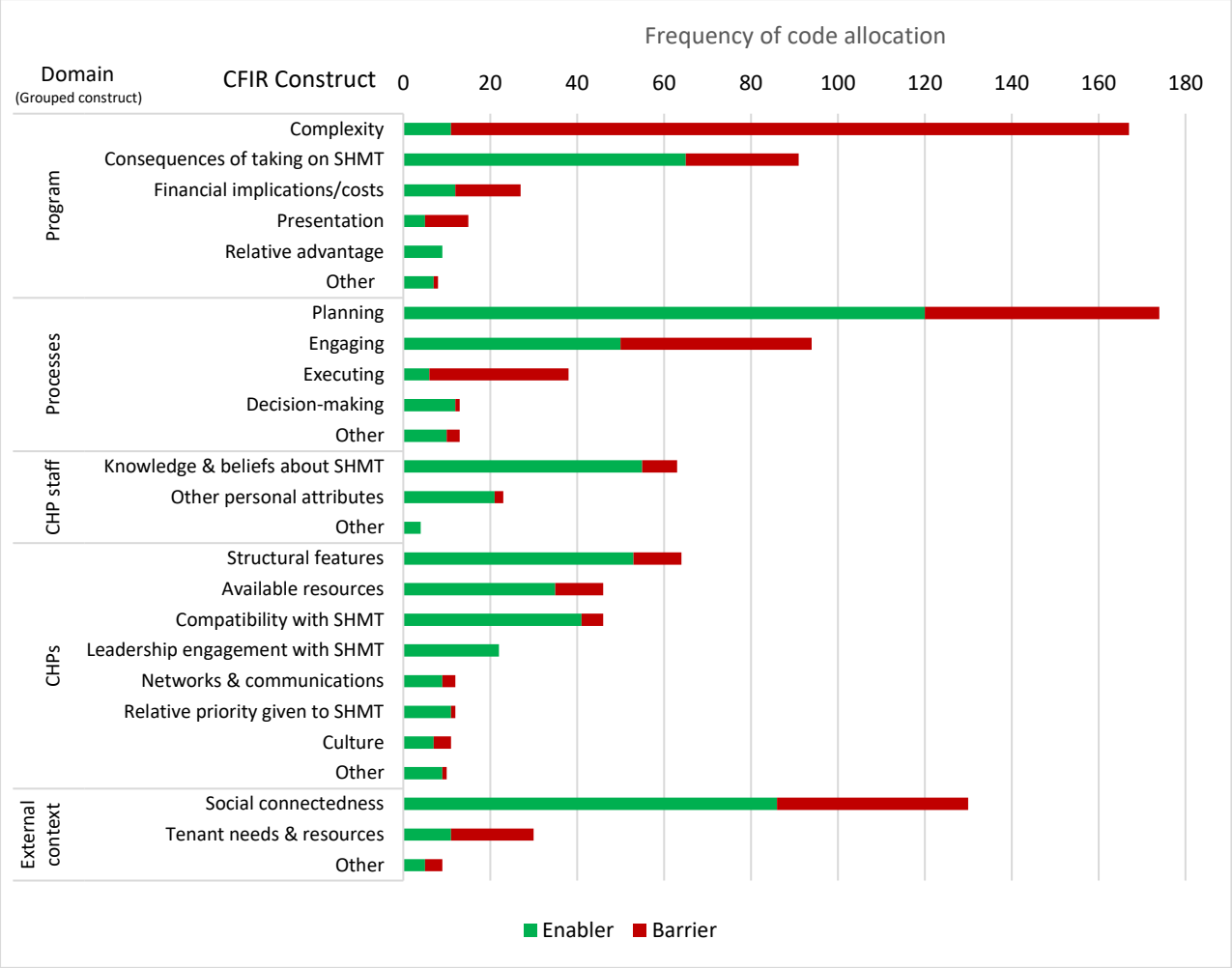
From the analysis of 50 interviews conducted with CHP staff between February and April 2020 a total of 1,185 codes, representing barriers and enablers to SHMT implementation, were allocated to the key domains and constructs of CFIR. Fewer barriers were identified than enablers, suggesting that the overall implementation experience of SHMT CHPs was positive.

Figure 4.1 shows the major domains and constructs relevant to the implementation of SHMT. Green in the frequency bar indicates where this construct was seen as an enabler and red indicates where it was seen as a barrier. As is appropriate in the use of the CFIR, domain names, construct names and construct definitions have been adapted to fit the context of SHMT.[50]

Many of the CFIR constructs experienced by CHPs in implementing SHMT acted as barriers (when absent) and enablers (when present). The complexity of the SHMT program (e.g. maintenance contracts) was the most frequently mentioned barrier to the implementation of SHMT. Planning (implementation process done in advance), social connectedness (with other CHPs and partners) and consequences of taking on SHMT were the most frequently mentioned enablers for the implementation of SHMT.

[50] Original descriptions of these constructs are available from: https://cfirguide.org/constructs-old
We note there has been a recent adaptation to CFIR released in 2022 and therefore not used in the evaluation. The new CFIR constructs are available from: https://cfirguide.org/constructs

Figure 4.1 Number of times constructs from the Consolidated Framework for Implementation Research (CFIR) were reported by CHP staff regarding implementation of SHMT



Key aspects relating to each CFIR domain are explored in the following sections and summarised in Table 4.1.

Table 4.1 Summary of key enablers and barriers for the implementation of SHMT mapped to CFIR domains.

Domain/ Construct	Definition	How acted as an enabler (+)	How acted as a barrier (–)
Characteristics of the SHMT program			
Complexity	How complex SHMT was for CHPs to implement	(1) The use of different package areas was initially complex to understand, but CHPs saw its value and could plan accordingly (2) The design/incorporation of CRA was complex but also made it viable for CHPs to undertake SHMT	(1) Lack of visibility of maintenance contracts and what they involved (2) Complex and lengthy tender process
Consequences	How being successful bidders has changed CHPs for better or worse	(1) Growth opportunity for CHPs (for staff and portfolio) (2) Increased standing of CHPs (in existing sites) (3) Expanded footprint of CHPs (in new sites)	(1) Concurrent involvement in other Future Directions initiatives stretched CHP capacities (2) Upfront investment and resourcing potentially prohibitive to smaller CHPs
Financial implications/ costs	How funding and costs affected implementation (from tendering to service delivery)	(1) The proportional growth of CHP portfolios through the transfer process enabled proactive business and capacity decisions to be made within these organisations, some of which assisted the implementation of SHMT itself	(1) Tendering process involved significant costs (2) Staff recruitment and new office/service setup was costly (3) Unforeseen/poor visibility of maintenance costs impacted CHP budgets
SHMT implementation processes			
Planning	The nature and types of activities done prior to going live	(1) Engaging in detailed and comprehensive planning and modelling (2) Designing specific roles (3) Planning how to communicate with tenants and other staff in the CHP (4) Incorporating learnings from other CHPs and from DCJ in the planning process (5) Ensuring the planning process was well-resourced and occurred as early as possible	(1) Shorter lead-in times (for earlier 'go-live' dates) and movements to new geographical areas made planning more difficult (2) Insufficient visibility over transfer information (e.g. reports of stock condition, and specific details about going live, especially for early sites) made planning more difficult (3) Processes could have been further staggered or simplified (e.g. by earlier transitioning of staff) (4) Earlier incorporation of CHP input or recognition of local circumstances would have improved planning quality and efficiency
Engaging	Attracting and involving appropriate individuals and making sure they have a shared understanding and buy-in	(1) CHPs were generally proactive in appointing staff (2) CHPs were generally proactive in engaging with tenants and services in the community	(1) Staggered approach to going live meant delays for providers in recruitment and timely external engagement (2) DCJ expression of interest perceived to favour earlier go-live CHPs, making recruitment more challenging for later providers
Executing	Implementing according to plan	(1) Developing detailed implementation plans for SHMT as part of the tendering process	(1) Implementation plans needed to be re-visited because of other barriers (e.g. complexity and consequences) (2) Some CHPs needed to execute key aspects of go-live (e.g. refitting ex-DCJ offices) in challenging timeframes

Domain/ Construct	Definition	How acted as an enabler (+)	How acted as a barrier (–)
Characteristics of CHP staff			
Knowledge and beliefs about SHMT	Individuals' attitudes toward and value placed on SHMT and their familiarity or experience with SHMT or other stock transfers	(1) CHP staff were generally familiar with stock transfers similar to SHMT and recognised potential benefits (2) Experience with SHMT enabled buy-in among staff teams	(1) Familiarity with, and knowledge of other stock transfers meant staff could identify complexities in SHMT design (see *complexity* for details). This represented an additional challenge to ensuring collective buy-in.
Other personal attributes	Personal traits such as tolerance of ambiguity, degree of expertise, motivation, values, competence and capacity	(1) Staff generally had a deep understanding of the social housing sector (2) Many staff had significant experience working with and within government	(1) Sometimes staff were not the right fit for the CHP and/or the setting/package area
Characteristics of CHPs			
Structural features	The social architecture, age, maturity and size of a CHP	(1) CHPs' size, available resources, service delivery expertise and team composition helped with implementation	(1) Growth (of staff and portfolio) and geographic expansion were challenging
Available resources	The level of resources (e.g. money, training and physical space) dedicated to implementation	(1) CHPs generally made sufficient resources available to ensure smooth implementation	(1) Resourcing was a challenge for CHPs starting in new sites (e.g. due to longer training/induction for new staff, relocation of existing staff and finding appropriate workspace)
Compatibility with SHMT	How SHMT aligns with a CHP's mission, values and existing workflows and systems	(1) General perception that CHPs, as specialist organisations, could offer service delivery above and beyond that of government (2) General perception that SHMT allows CHPs to continue what they are already doing, but on a larger scale	(1) There were some practical challenges in ex-DCJ staff moving to CHPs (e.g. differences in employment terms between the public and private sector)
Leadership engagement in SHMT	Commitment, involvement and accountability of leaders for implementation of SHMT	(1) Staff described strong CHP leadership engagement with and commitment to SHMT	n/a
External contextual factors			
Social connectedness	Quality of relationships and interactions a CHP has with other organisations (e.g. DCJ, LAHC, other CHPs and peak bodies)	(1) CHPs are part of a collaborative and close-knit sector, which enables collaboration of CHPs with DCJ and other services	(1) Regional locations made relationships more difficult to build/sustain
Tenant needs and resources	CHP perception that tenant needs (as well as barriers and enablers to meet those needs) are accurately known and prioritised	(1) CHPs built on their expertise and knowledge of the local context to assist with a smooth implementation of the transfer	(1) CHPs faced some engagement and communication challenges with tenants (e.g. in explaining how Commonwealth Rent Assistance would work)

Note: This table includes constructs that appeared at least 40 times across interviews (according to coding processes).

4.2.1. Characteristics of SHMT that had the greatest impact on implementation

The CHPs considered the following characteristics of the SHMT program itself to have impacted the way they implemented SHMT:

a) Complexity of maintenance contracts,

b) Associated costs of implementing SHMT,

c) Fit of SHMT program design, and

d) Commonwealth Rent Assistance.

These are discussed further below. Ultimately, though, the strategic opportunity and positive consequences of successfully bidding for SHMT outweighed the negative potential consequences for CHPs.

a. Complexity of maintenance arrangements

Asset Maintenance Services (managed by LAHC with little visibility for CHPs) emerged as a key barrier. CHPs were aware that, as part of the transfer process, certain aspects relating to property condition (and consequent maintenance required) would only be known to LAHC. However, in practice, the ongoing use of the AMS contract arrangements meant CHPs and tenants experienced longer wait times for maintenance and less communication about maintenance work being undertaken, and CHPs experienced higher maintenance costs. This challenged CHPs on three fronts; first, it meant providers had no insight into the condition of properties and the extent to which maintenance issues were short-term (one-off) in nature, or long-term and more substantial (i.e. structural). Second, these placed a strain on CHP financial and accounting teams, as the lack of information regarding the nature and extent of maintenance impacted their ability to adequately budget and report. In turn, CHPs reported that this has the potential to pose a risk to organisational viability.

> *"On the whole, we weren't able to gauge the condition of the assets prior to entering into the agreement. In fact, we weren't given the property assessment score until literally a week or two before executing the contract. So, we had to make a calculated risk in terms of what maintenance would cost us on an ongoing basis over that 20-year period."*

Third, from the CHP perspective, AMS contracts created an additional line of communication for CHPs to execute maintenance tasks, compared with the direct tenant-provider line during business as usual. This often led to delays and negatively impacted tenants during a formative relationship-building period. While CHPs were highly motivated to make a good early impression and demonstrate their expertise to their new clientele, they were hamstrung from delivering to their usual standards.

> *"The only major issue that we're facing is the LAHC maintenance contract. Because this poor tenant – we may have a SHMT property next door to a [existing CHP] property and the SHMT tenant sees our maintenance workers going in next door, doing all the maintenance work, getting everything done and, unfortunately, we're not able to do anything for the SHMT tenant because we've got to wait for LAHC to come and do it."*

b. Associated costs of implementing SHMT

While CHPs viewed SHMT as a strategic opportunity, the tendering process was onerous, both in duration (over several months) and resource intensity (reported by some CHPs to be an investment of over $1 million). In particular, providers felt tendering to be unreasonably arduous, given the field competing for SHMT tenders was essentially already known to DCJ (i.e. all CHPs successful in SHMT were members of the Community Housing Industry Association of NSW (CHIA))[51]. CHPs that made the business decision to set-up in a new area reported additional financial strain in terms of infrastructure and hiring new staff. This meant that, particularly in new package areas, CHPs also took several educated risks, for example by hiring staff prior to being awarded a SHMT package. The scale of business growth offered by SHMT meant that CHPs felt a 'perceived obligation' to bid for SHMT packages, for fear of missing out and giving an advantage to other providers in the sector. This was particularly true for CHPs who were already operating in a SHMT package area.

> *"These large-scale stock transfers, the cost to actually participate in the tender process is so significant compared to your chances of actually getting something. To be able to justify to the board and to the executive committee to spend a significant amount of money just to put your hat in the ring basically. The sad thing is it – it rules out a lot of smaller organisations from even contemplating trying to bid, unnecessarily. With SHMT, SAHF and Communities Plus, providers are spending upwards of a million dollars just in the tendering phase […] we need to find a way to make the tendering process less onerous on the sector- is [bidding] the best use of resources, you know?"*

CHP staff perceived the scale of SHMT package sizes to be challenging, but achievable, for large players in the sector (such as themselves). They questioned whether these challenges would make SHMT prohibitive to small-medium sized CHPs and government.

> *"I think that the government's got to, in future rounds, get smarter in identifying which CHPs have the scale, capacity and experience for future transfers. I still get a sense the government's very worried about doing that and opens it up to all tier ones and tier twos. […] This process is timely, it is complex, it does take resources and significant budget. And, you know, for a small tier one that potentially has the risk of wiping them out financially. You know, combine that cost with a blow out in an asset liability and, some of these smaller CHPs' balance sheets won't support it."*

c. Fit of SHMT program design

The overarching design of the management transfer, whilst new to NSW, was not always new to CHPs and their staff. In some instances, entire CHP teams were able to draw upon experience from other large-scale transfers in Australia and the UK involving the transfer of full functionality and ownership of property:

[51] https://communityhousing.org.au/about/our-members/

"We have significant experience, I think, with large scale transfers; we've done stock transfers before in Tasmania of similar sized properties. So, I think we came into it with a strong understanding of what the project would require and how we would take on this and we, sort of, were able to build on our past experience."

Management transfer implementation experience from the UK provided some CHPs with insights about tenant needs in areas of high-density social housing. CHPs were then able to tailor their approach to service delivery and support for areas in NSW (particularly outside Sydney) with lower-density social housing, which was aligned with Access and Demand services such as temporary housing and homelessness services already being delivered by CHPs.

d. Commonwealth Rent Assistance

Despite the best efforts of SHMT CHPs to engage with new tenants, initial engagement was often on the back of misunderstandings around key complexities of SHMT. A primary example of this was in relation to the incorporation of CRA into rental payments made by SHMT tenants. This was seen as an avoidable issue had providers been given greater clarity around contractual considerations and/or more lead-in time to become entrenched in the community of their SHMT package.

4.2.2. SHMT implementation processes

Strong planning for and building engagement with SHMT — from the decision to bid for a package through to 'go-live' — was an indicator of successful implementation. Features of strong planning included:

- Engaging in detailed modelling (e.g. of organisational growth, staff roles and maintenance costs), including drawing on advice from external consultants.
- Engaging in detailed and comprehensive planning for transition timelines and deliverables, change management, asset management, adjustments to policies and procedures, staff recruitment (including considering ex-DCJ staff), and systems upgrades.
- Designing specific roles and recruiting/upskilling existing staff for these. This included bringing staff on board early and having staggered start dates allowing for solid induction processes as much as possible.
- Running engagement and information sessions for tenants who would be affected by SHMT.
- Steps to integrate SHMT within the CHP's 'business as usual', ensuring the smooth transition and good fit with existing practices through dedicated implementation teams and informing all staff about SHMT (even if they would not directly be involved).
- Incorporating learnings from other CHPs and from DCJ in the planning process.

Staff also described how adequately resourcing and commencing planning as early as possible enabled successful implementation. If planning and engaging practices were not as strongly executed, however, it negatively impacted implementation. In terms of timing, CHPs with earlier 'go-live' dates were at a greater disadvantage due

to a shorter run-up. This was particularly a strain on their IT systems and monitoring teams. Similarly, CHPs moving or starting fresh in a new area experienced tighter planning and engagement timelines.

Although learning from the experiences of CHPs with earlier 'go live' dates was a key enabler, some types of planning barriers were common across CHPs regardless of whether they had one of the earlier, middle or later go-live dates. Table 4.2 summarises these types of barriers and provides examples given by interviewees from CHPs within each group.

Table 4.2 Types of planning barriers experienced by CHPs (grouped by relative 'go live' date)

Barrier	Earliest CHPs to go live	Middle CHPs to go live	Last CHPs to go live
Insufficient visibility over information made planning more difficult	• about property conditions and terms of the existing AMS contract • about tenants • for HR access to DCJ IT system	• about property conditions and terms of the existing AMS contract • about Access and Demand volumes and workloads • different data arrangements across DCJ districts	• about property conditions and terms of the existing AMS contract • about Access and Demand data
Processes could have been further staggered or simplified by …	• transitioning staff/priority roles earlier • having joint DCJ-CHP tenant visits • being ready with even more organisational changes (e.g. KPIs for staff) to support expansion	• transitioning staff/priority roles earlier • spacing out training more • having ongoing dedicated project support before and after going live • not taking on all properties at once	• transitioning staff/priority roles earlier • ensuring trainers/supervisors were familiar with systems before training others • including more 'on-the-ground' scenarios in training • having continued post-implementation training • ensuring organisational restructures were ready before going live • using detailed process mapping to consider a tenant's journey
Earlier incorporation of CHP input or recognition of local circumstances would have improved planning quality and efficiency	• at stage 1 of project planning • on strategic asset management (i.e. identifying which properties may be more suitable for retiring than ongoing maintenance)	• to ensure tenant doorknocking was not done in extreme heat	• at the planning and design stages (in terms of feedback on proposed planning) • in planning around timeframes (so CHPs did not need to propose timelines in their tender that were then changed)

4.2.3. Characteristics of CHP staff in the implementation of SHMT

On the whole, the characteristics of CHP staff emerged as enablers in implementing SHMT. This was largely due to individuals' knowledge and experience via similar work in other jurisdictions and/or work with and within the government arm of the social housing sector (including DCJ).

a. Knowledge and beliefs about SHMT

Generally, CHP staff had positive beliefs about SHMT. Prior experience with similar stock transfer initiatives enabled staff to share learnings and build a sense of optimism around the venture. Practically, it also equipped CHP teams with knowledge about how SHMT differed from similar transfers, and how to plan accordingly. Further, the experience of having seen the positive impact that programs such as SHMT have had on tenants elsewhere motivated CHP staff.

> *"I always thought SHMT was a good idea. I was involved in previous whole of location [stock transfers]. Also having worked in FACS and coming across to community housing, I was always quite positive that SHMT would only benefit the tenants."*

CHPs generally felt that SHMT was an opportunity to invest in both the physical housing stock, as well as the people living in it. For CHP staff with previous management transfer experience, perceptions around the Access and Demand component at the time of stakeholder interviews were that it would be a new, unique and valuable feature of SHMT. Stakeholders believed that into the future, this service would offer a clearer link to homelessness reduction pathways that previously were either not explicitly defined within CHP remit and/or aligned with other CHP systems and processes.

> *"[SHMT] is different from other transfer programs [which] were much more focused on the redevelopment opportunity rather than what leverage you could commit to [delivering] if you were to receive the business and income streams. SHMT was, perhaps uniquely, and we may never see a program that asks exactly that again but for us that was really positive; it's allowed us not only to invest properly in those other service areas that are coordination services for individual customers — Access and Demand [for example]."*

Experienced CHP staff also considered the potential implications of implementing SHMT for their organisation and the sector. It would appear, based on the experience of CHPs, that significant progress has been made in shaping the housing sector (e.g. that CHPs manage a greater proportion of NSW social housing stock, and that some experienced, ex-government staff are now working in the CHP sector). However, CHP stakeholders feel that that it is currently inconclusive whether or not diversity and appropriate competitive tension within the sector has been achieved as a result of implementing SHMT. For example, a narrative offered by the respondent below suggests that a consequence of SHMT may be that smaller providers become less viable in the sector as larger providers take up more of the SHMT work.

"I'm just thinking the smaller CHPs might have more difficulty in responding to these tenders compared to the bigger ones. It's interesting in terms of, "where will this lead if there's another transfer?" I think eventually it'll get harder for the smaller CHPs to be viable […] and, it may be in the government's interest to bring that to facilitate that consolidation- one way they can do it is by more transfers."

"And, I think naturally maybe, you know, if the bigger players become more successful, they'll just get bigger and they'll make the smaller ones less viable eventually."

b. CHP staff experience working with and within government

CHP staff, particularly in leadership positions demonstrated a deep understanding of the social housing sector and often had significant experience working with and within government. This exposure to both public and community (private) settings gave them the ability to see both perspectives in implementing SHMT. This was important as it gave implementing CHPs greater visibility regarding the design, impacts and potential implementation challenges:

"We had a number of senior staff like that who have got a very good understanding of both social housing context and policy. Having experience working in government [and CHPs,] they could see both sides of the equation."

However, some staff were transferred into SHMT roles, and this process was not always smooth (either for ex-DCJ or existing CHP employees). While some staff thrived when given the opportunity of a role within a CHP, for others, this was a significant challenge. On a personal level, sometimes staff were not the right fit for the CHP and/or the setting/package area, not ready for change and/or at the right career stage to embrace the change, especially those that had been with DCJ for a long time and perhaps did not expect to leave the public sector.

4.2.4. Characteristics of CHPs that impacted the implementation of SHMT

In general, CHPs' existing organisational structures and capabilities were an enabler to SHMT implementation and assisted CHPs (particularly the larger ones) to mobilise resources in overcoming initial barriers related to the Access and Demand Service. CHP leadership engagement with and commitment to SHMT was generally strong.

a. Compatibility with organisational mission, existing types of service delivery, and existing work practices

SHMT was generally compatible with CHPs, and vice versa. The program and design generally aligned to the organisational mission and existing types of service delivery of CHPs. That is, the suite of social housing services expected to be provided were, for the most part, already considered 'business as usual' by CHPs and did not require wholesale change or organisational overhaul. Interviewees recognised the role of DCJ in designing the transfer in such a strengths-based way.

These enablers were not always present, however. CHPs moving to new package areas needed to start some entirely new organisational processes. Realistically, this

was only feasible for large organisations. Even then, it was a stretch for many. Moreover, the Access and Demand Service (i.e. the pathway from application to entry into social housing) presented initial implementation challenges. While CHPs had already managed allocation of tenants to their properties, the more intense nature of Access and Demand under SHMT necessitated a dedicated department/team to run the day-to-day implementation. Access and Demand teams acted in a more outward-focussed fashion than comparable roles and services delivered prior to implementing SHMT, which required in some instances, establishing dedicated centres/offices in which service kiosks could run. CHPs also needed to hire suitably skilled staff and/or train or upskill existing staff to fill these positions. Implementing CHPs were, on the whole, aware of their organisational situation, strengths and weaknesses. This self-awareness significantly helped them to incorporate Access and Demand processes into existing service streams, including by ensuring the appropriate personnel were in place to deliver it.

b. Available internal resources of CHPs

Structural features of CHPs (including their size, available resources, team composition) enabled the implementation of SHMT. However, some internal structures and streams of working became strained by undertaking SHMT, and staff perceived that larger CHPs are better placed to absorb these and other costs associated with implementing SHMT. Moreover, many CHPs already had an operating presence in the region of their package, which appears to have streamlined the use of resources during early implementation activities like engagement and planning.

We note that eight of the nine CHPs successful in being commissioned to provide SHMT packages were large providers. It is unknown to what extent the *'opportunity'* for smaller or niche providers to form partnerships was realised, relative to the government's intention when designing SHMT.

4.2.5. External contextual factors that impacted on SHMT implementation

a. Social connectedness

Strong connectedness and collegiality among the different organisations involved in the social housing sector were pivotal in the planning and 'go-live' of SHMT. Having such a tight-knit sector, combined with a staggered approach to 'go-live' (which enabled CHPs to share their learning), supported strong communication channels between the CHPs.

Relationships and communication with DCJ were also important, especially between the announcement of tender outcome and 'go-live'. CHPs acknowledged, and were appreciative of, the communication channels and support throughout the transfer process provided by the Department. These had significant and wide-reaching implications during the implementation of the transfer, for example in streamlining IT systems and data migration.

> *"The collegiate nature with which we worked with both DCJ and the other colleagues was a highlight for me because it meant that we were all dependent on each other doing well."*

Yet, just as relationships with other organisations (DCJ/other CHPs/external sector) enabled SHMT implementation, difficulty in or a lack of clear communication made implementation more challenging. For example, for CHPs moving to new areas, this meant more work for staff, as they were creating relationships within the community from scratch. Communication channels with LAHC regarding maintenance contracts were also a challenge for CHPs.

b. Relationships with tenants

The large undertaking that SHMT presented for CHPs presented both enablers and barriers in terms of CHPs' relationships with tenants. A barrier was that the large scale of dwellings in each transfer posed a risk that providers would struggle to continue to provide their relatively 'personal touch'- in other words, undermining the strong perception of appropriateness (fit) described in Section 4.1.2. CHPs taking on new clients/tenants had a harder time with relationship-building because of this. Some specific concerns raised were that:

- CHP communications with tenants were tightly controlled by DCJ prior to the transfer, limiting the capacity for early engagement by CHPs with communities (and for co-design with the department on how to best engage with communities)
- It was difficult for CHPs to access information on the needs of particularly high-risk or vulnerable client cohorts, and this limited early implementation planning for these groups
- Contractual terms regarding maintenance provision limited the ability of CHPs to have a positive start to their relationship with tenants.[52]
- One CHP identified they were underprepared for the level and nature of communication they would receive from tenants (and were understaffed in this respect)

To mitigate this, CHPs aimed to quickly establish themselves and remain cognisant of tenant needs and resources during planning and delivery of services.

4.3. Discussion

The initial management transfer and initial period of SHMT worked for CHP stakeholders – it was acceptable and appropriate, and on the whole, feasible for them to implement.

CHPs believe they are a very good fit for implementing management transfers such as SHMT. This is largely because they are already established in the sector and delivering the services required in terms of asset management, support coordination and service delivery. In their view, their specialist approach (which for the most part refers to the relative time/resourcing they can provide to support individuals) is a better alternative to government-managed housing in terms of tenant experience and outcomes. However, importantly, the early stages of SHMT implementation from the tenant perspective (from tenant interviews and quantitative results) suggest that this

[52] One CHP staff commented: *"For our social housing management transfer properties, we spend $1,000 per property per year more [than on our other properties]. We spend about $3,500 per property. We have significantly lower satisfaction levels, to the extent that I get emails from our [tenant advisory group] advising us that our reputation is being damaged because of the poor level of maintenance being delivered."* They also explained that they did not anticipate the extent of repairs required for the SHMT properties.

has not wholly been the experience to date. Although tenant satisfaction survey results (see Section 6.1.1) are more positive, these do not ask specifically about management or maintenance services, and only “overall services” are rated. Future evaluation is required to establish whether the mixed findings between CHP perceptions of tenant experience and actual tenant experience (discussed in Chapter 5) are genuine, unfounded, in part due to early ‘teething problems’ when implementing a transfer of this magnitude, or a blend of these factors.

A key factor in the feasibility of SHMT, both for government and CHPs alike, was the staggered approach to sites ‘going live’. It appears this approach brings with it a trade-off between being an earlier or later site, with pros and cons for each in terms of implementation challenges. On balance, stakeholders perceive this to be an effective way of implementing an initiative on the scale of SHMT. Some of these challenges related to where providers sat chronologically in the staggered go-live process; for the first sites, CHPs primarily faced a greater proportion of technical challenges such as data migration and IT system faults, however, they indicated they had a greater level of support from DCJ in the transfer process. Sites that went live later were less likely to experience these same issues as they had generally been rectified, however, they perceived receiving less support from DCJ, and tended to seek support from other already-live SHMT teams. This later group faced challenges such as employing staff, especially as part of the EOI process for government staff to be recruited to CHPs, as many staff joined earlier go-live sites.

The biggest barrier to implementing SHMT according to all CHPs (regardless of go-live timeline) related to the maintenance contracts. It is important to stress that ultimately, the maintenance delays and inconveniences were felt most significantly by tenants, whose experiences are discussed in Chapter 5 of the report. CHPs were acutely aware of this, as it impacted tenants’ initial impressions of them and reflected poorly on their reputation as specialist providers. It also placed CHPs in a difficult position when taking on the maintenance of properties and attempting to build trust and rapport with tenants. As challenges due to maintenance contracts can affect tenant experience and achievement of the positive outcomes intended by the program, particularly at early stages of implementation, timing management transfers to coincide with the conclusion of prior state-held maintenance contracts may be advisable in the future.

The scale of business growth offered by SHMT, in combination with the support from government during this process, meant that CHPs viewed SHMT as an opportunity that could not be missed. There was an element of strategy in this approach – some preferred to go for sites that were already in their area of work, while others saw SHMT as an opportunity to expand their geographical network. Many providers also felt a sense of obligation to bid for SHMT, for fear of missing out to other providers in the sector and/or if package sites were their current area of work (i.e. driven by a sense of protecting their patch).

CHP stakeholders also reflected on the SHMT objective of sustainably building the capacity and resources of the community housing sector. Stakeholders perceived that SHMT has absolutely changed the landscape (notably through diversifying the management of around 14,000 properties), however they are less convinced about SHMT ensuring diversity and appropriate competitive tension. CHPs speculated that SHMT has in effect made already large CHPs even larger. In turn, some stakeholders posited that this has essentially made the CHP sector less diverse.

Moreover, CHPs perceived that the size and scale of the SHMT packages were prohibitive to smaller, 'boutique' providers – suggesting that the objective of providing opportunity for small or niche providers to form partnerships may not have been successful. With only one of nine packages being awarded to such a partnership, in combination with a lack of specificity in the wording of this objective regarding 'opportunity', it is difficult to ascertain the extent to which this has been meaningfully met.

Future evaluation and/or iterations of SHMT should describe the parameters of and context around success for these objectives more clearly (e.g. what determines 'appropriate competitive tension' or 'opportunity'?). Without this context, it is impossible to understand whether, for example, one of nine packages being awarded to a CHP partnership was more or less than expected, whether the sizing of packages was appropriate for such partnerships, or indeed, the extent to which the opportunity afforded to these partnerships was genuine or tokenistic.

5. How was SHMT implementation perceived by tenants?

Key takeaways

Tenant stakeholders

- The transfer of stock to CHPs was perceived by tenants to work best when dwellings met their needs prior to transfer and when they were able to make any necessary changes or repairs to the dwelling, either themselves or through their housing manager. When they felt these conditions were not met, however, SHMT tenants voiced disappointment with the transfer, but it is important to bear in mind that the transfer process initially involved only a change in tenancy manager. CHPs could not reallocate dwellings to tenants and CHPs were not in charge of maintenance at the time of the interviews.
    - Interviews with SHMT tenants occurred at a time when the contract for maintenance had not yet been fully transferred from Asset Maintenance Services (AMS) (managed by LAHC) to the CHPs, which contributed to a decrease in satisfaction with housing maintenance services by interviewed tenants. As the tenant interview findings demonstrate, tenants found the additional administration required to request maintenance, and slow or inadequate response from CHPs, frustrating.
- Interviews with SHMT tenants also suggest that SHMT worked best for them when they had clear communication channels with their housing manager. Where communication was less clear, SHMT tenants felt the transfer did not work so well.
- These findings highlight that there are limitations to what a management transfer can achieve for tenants if the quality of the dwellings being transferred are poor, and if they have not been appropriately allocated prior to the transfer.

5.1. What are tenants' perceptions of the transfer of tenancy management from DCJ to CHPs?

5.1.1. What has worked well

Reports from the 60 interviewed tenants in SHMT housing indicate that tenants were informed that the tenancy management was to be transferred to CHPs. This was typically through a notification letter, a few were also informed directly by housing management staff, and some had been invited to a DCJ or CHP information session. Tenants reported that one-on-one meetings with CHP staff or community meetings were the most informative and helpful communication strategies.

These interviews characterised the tenancy management transfer as having gone well and smoothly when CHPs engaged in the following actions:

- checking in with tenants following the transfer, including home visits;
- holding community information sessions about new tenancy management and services;
- having CHP staff available to answer questions; and
- staff being open and friendly.

5.1.2. What has not worked well

The interviews with the 60 SHMT tenants demonstrated that when communications about the transfer were not accessible, tenants felt confused as to why the transfer was taking place and about its implications for them. Barriers to engaging with communications provided by DCJ and CHPs about the transfer included: tenants only receiving information via a notification letter in English (other communication mechanisms may have been used, but for some tenants the only medium that reached them was this letter); information sessions held when tenants were working or sessions being run off-site, requiring a car to access; insufficient information provided about the CRA and rent payments; and insufficient information around the new management arrangements:

> *I had to chase up who my housing manager was, there was no letter sent out or email or anything to say your housing manager has changed or anything like that. (Tenant interview)*

Of tenants interviewed, those who were elderly, had low literacy and/or who spoke little or no English were more likely to be confused about the transfer and its implications:

> *Well, I know that we're all elderly people here or mostly all elderly. A lot of the older people just didn't understand what was going on. (Tenant interview)*

> *No Chinese worker to come to explain [the transfer] and I cannot understand [English], so I feel no point to attend their event. (Tenant interview)*

5.1.3. Unexpected outcomes of the transfer

There were no unexpected outcomes that emerged as a result of the transfer.

5.2. How have SHMT tenants' perceptions of management and maintenance of properties, as well as dwelling quality changed since the stock was transferred to CHPs?

5.2.1. Management

The transfer of stock to CHPs improved interviewed tenants' perceptions of the management of SHMT dwellings when they experienced easier communication with their housing manager as a result of the transfer. However, interviewed tenants voiced disappointment in management when they perceived CHPs to be less effective at communicating, and in managing the administrative and social aspects of their housing.

The tenant satisfaction survey results (see Table 6.1 in Section 6.1.1) show that SHMT tenants (according to CHP survey data) are more satisfied than public housing tenants (according to DCJ survey data) with:

- services provided by CHPs/DCJ Housing (+0.42 in 2020 and +0.59 in 2021 on a scale from 1 to 5, with SHMT tenants scoring 3.9 in both years),
- communication by CHPs/DCJ Housing (+0.50 in 2020 and +0.54 in 2021 on a scale from 1 to 5, with SHMT tenants scoring 3.9 in both years), and
- how CHPs/DCJ Housing listen to tenants' views (+0.60 in 2020 and +0.56 in 2021 on a scale from 1 to 5, with SHMT tenants scoring 3.7 in both years).

This was evident from both the 2020 and 2021 surveys which were held from 21 July to 31 August 2020 and from 2 November to 14 December 2021 respectively (about one year and two years after the transfers and covering a similar period of time as the tenant interviews). These results point to the positive impact that the transfer has had on tenants' views of housing management.

Interviews with 60 SHMT tenants demonstrate aspects of housing management that some tenants have appreciated. These include:

- the open, "welcoming", "easy going" and "personal" communications with CHP staff. One Aboriginal tenant described their CHP as "more like family." Multiple Aboriginal tenants noted that their CHP met their cultural needs and felt respected in their interactions with CHP staff.
- CHPs being more responsive than DCJ to meeting their needs:

> *Because if I needed anything they give me a – say if I wanted something done here, I just have to ring up and they'll get the person coming straight away and do it for me. (Tenant interview)*

The interviews with the 60 SHMT tenants also shed light on aspects of management that some tenants have found challenging following the transfer. Concerns raised in the interviews centred on:

- poor communications;

- miscommunication about tenant responsibilities for maintenance and repairs;
- miscalculations of rent or bills that have put them under financial pressure and considerable stress;
- poor record keeping (requiring tenants to have to explain and log problems repeatedly);
- lack of CHP responsiveness to antisocial behaviour or criminality by other tenants; and
- greater restrictions on tenancies (e.g. around keeping pets or smoking) than had been in place under government management:

> *… you used to be able to ring up and speak to your housing manager, or you'd drop in and you'd speak to your housing manager. Now it's like, "oh you need to make an appointment", or they're not in, or if you ring up to speak to them, they're not in. It's just kind of like, why do they have an office if there's no one there? (Tenant interview)*

One change noted by interviewed tenants was that CHP rent statements were not easy to read and did not provide a history of past payments, only the current amount to be paid. Previously with DCJ, they had been able to check their rent bill and statements online, whereas since the transfer they only received a statement when CHP staff did an inspection, making it difficult for them to track payments or pick up mistakes in charges:

> *You used to be able to log in online, … see where you were at with your rent. … [I have now been advised] "You can ring up and request a statement any time or you can ask one of our people to bring one with you at an inspection", but it doesn't give you that instant access. … Whereas you just used to be able to jump on, "okay, that's where I'm at", or there's been an abnormal charge for something and it does happen. … it just gave you that peace of mind and reassurance. (Tenant interview)*

As discussed in Section 4.2.5, CHPs noted that they struggled with building relationships with tenants due to the scale of change they experienced through the transfer. CHPs also noted that there were delays in receiving information about tenants, particularly high-risk or vulnerable tenants, which affected their communications with them. This broader context may help explain the comments made by some interviewed tenants. Additionally, interviews with the 60 tenants pointed to a high staff turnover in CHPs, and staff being unfamiliar with tenants and their files, as contributing to slow responses from their tenancy managers. Some tenants also suggested that CHPs may not have been adequately prepared for the transfer task, contributing to staff turnover:

> *I've probably had five property management managers in the time that I've been with them. And it's not long, and you just get to know one or you get them working on stuff and then that person is gone and your file gets forgotten. (Tenant interview)*

Interviews also revealed that multiple tenants reported negative experiences in their interactions with CHP staff. Tenants reported that some CHP staff lacked empathy or understanding for tenants' situations, or worse, were perceived as bullying in their behaviour:

> *Absolutely incompetent, they had no compassion, no empathy, most of the people who work there, especially in the most senior roles, they definitely shouldn't be in any kind of position to be dealing with people in those vulnerable states. I mean most of us that come into these houses are in homelessness positions or are about to be or, yeah. In dire straits really and yeah. I mean some of the things that they are just turning away from or are ignored and not cared about … (Tenant interview)*

These observations highlight how the barriers experienced by CHPs (and their staff) may have had an impact on tenants' perceptions and experiences of housing management during the transfer process.

5.2.2. Maintenance

Interviews with SHMT tenants occurred at a time when the contract for maintenance had not yet been transferred from Asset Maintenance Services (AMS) (managed by LAHC) to the CHPs. As the tenant interview findings demonstrate, this transitional period was challenging for many tenants. It was an equally challenging period for CHPs, as indicated in Table 4.1 (in Section 4.2), which summarises the key enablers and barriers for SHMT implementation based on CHP stakeholder interviews. This contextual information is critical in the interpretation of the interview findings related to maintenance and suggests that further interviews with tenants, now that maintenance contracts have been transferred to CHPs, would provide important additional insights into tenants' experiences of SHMT.

From the interviews with 60 SHMT tenants we heard accounts of frustration and dissatisfaction with housing maintenance services. Tenants identified the following factors as contributing to their frustration with maintenance:

- More administration required to put in a request for repairs or maintenance (prior to the maintenance contract shifting to CHPs in June 2021);
- Slow or inadequate responses from CHPs to maintenance requests, including disputing the need for repairs, disputing their responsibility for repairs, or arguing they did not have funds for repairs.

A few tenants suggested that their CHP and the government were buck passing until the maintenance contract was handed over to CHPs:

> *Where previously I could just contact my housing manager and go, "hey I've spoken to maintenance, they've said this, whatever you do, I need this done ASAP", usually it got sorted straight away. But now it's got to, "ring this number, you got to go through this, you've got to do this" and it's, oh, it becomes a nightmare. (Tenant interview)*

Nevertheless, these challenges with maintenance were not experienced uniformly, with other interviewed tenants reporting that they found their CHP to be responsive

and helpful around maintenance requests, in some cases much better than under government management:

> *We've been waiting with Housing for many years to get a lot of things done around here, and suddenly in the last couple of months we've had the gutters done, we've had the leaf thing put on the roof, we've had all our places outside all painted and everything. We were stunned by this because we've waited years to get this done by old Housing. (Tenant interview)*

5.2.3. Dwelling quality

The quality of tenants' dwellings did not change as a result of SHMT. Nevertheless, the fit and quality of the dwelling (and the extent to which fit and quality were maintained) has an impact on tenants' reported experience of being in social housing, and of their perceptions of SHMT. The interviews with 60 SHMT tenants highlighted that when dwellings were repaired or maintained, either by the housing manager or by the tenants themselves, tenants reported higher satisfaction with their dwelling quality. Conversely, tenants whose properties did not meet their needs prior to the SHMT transfer, or who were unable to have necessary repairs or maintenance done to their dwelling expressed dissatisfaction with the dwelling quality.

Tenants who noted improvements in their experience of social housing were those whose dwellings had been repaired or maintained by the CHP or government contractor (e.g. to roofs, ceiling and windows; waterproofing of bathrooms; installation of disability assist features; replacement of hot water heater and appliances). One tenant reported increased satisfaction as a result of being moved to a newer dwelling. In other cases, tenants reported increased satisfaction with the quality of the dwelling because they had themselves organised for or made minor repairs to their dwelling (e.g. plumbing, roof repairs), purchased new appliances or furnishings (e.g. air conditioner, curtains), or conducted maintenance (e.g. mowing, gardening).

A key factor contributing to dissatisfaction with quality of the dwelling was when there was a mismatch of the tenant with the dwelling, e.g. the dwelling was too small for their household or visitors, or if a tenant needed disability assist features installed (e.g. handrails, ramps or easy-to-turn handles):

> *I have had to try and get alterations done to my house too for disabilities and things. … For nearly two years, I've been trying to get renovations to my kitchen because I can't access hardly any of my cabinets because of my disease. But I have had about five property managers and it just goes nowhere. (Tenant interview)*

Most commonly, dissatisfaction with housing quality amongst interviewed tenants was due to a need for repairs and/or problems with electricity or water access (this was a critical issue for tenants at one site). This may have been a feature of existing problems worsening or deterioration of the dwelling since the transfer. Some of the issues were serious enough to present health and safety hazards. These are summarised in Table 5.1 below:

Table 5.1: Tenant reports of repairs needed and hazards posed by dwelling

Repairs to dwelling needed	Hazards
• damaged roof, guttering or ceilings • roof and/or interior water leaks • cracks or holes in walls or floor • uneven floors • broken, jamming or missing doors • missing or damaged security screens or locks • broken kitchen cabinets • poor wiring or electric socket issues • power outages • appliances not working • leaking water tanks • dripping taps • mould on walls and ceilings • blocked toilets and drains • broken lights/light fittings • flaking paint and worn carpet or linoleum • broken or missing fence	• trip hazards (e.g. lifted pavers or cracked paths outside the dwelling; uneven floors in dwelling) • slip hazards (e.g. water covers floor in bathrooms, slippery tiles in bathroom) • electrical faults, sparking, water leaks on electrics • mould on walls and ceiling • holes in walls, floor and stairs (reports of snakes seen inside and outside the dwelling) • fire risk (i.e. due to few fire exits and no extinguisher)

You have the sockets in the house, we have watched ours literally burn out and melt about three times and that concerns me. (Tenant interview)

… they put in a new bathroom, they put the wrong flooring down. They didn't make it non-slip and now my daughter has fallen at least six times because she has seizures. And they tried putting different flooring in, it doesn't work and then it gets forgotten about because a new property manager comes. (Tenant interview)

The findings in this section suggest that if the dwellings transferred through the SHMT process are poor quality and not the right fit for tenants, a change in management can only achieve the objective of contributing to a better social housing experience if the new housing provider has the time and resources to adequately address the issues around dwelling quality and appropriateness of tenant allocation that they inherit through the transfer.

5.3. Discussion

Interviews with 60 SHMT tenants suggest that SHMT has worked for tenants when they have clear communication channels with their housing manager, when their dwelling has met their needs and/or when they have been able to make any necessary changes or repairs to the dwelling, either themselves or through their housing manager.

These interviews also suggest that there have been some barriers to SHMT working effectively for certain tenants. A key barrier was the quality of the dwellings that were transferred. When poor quality dwellings are transferred, CHPs become responsible for managing the maintenance of old properties that potentially require considerable upkeep. The interviews for this evaluation were conducted at a time when the contract for maintenance had not yet been transferred from AMS to the CHPs, meaning that several interviewed tenants were experiencing considerable difficulty

obtaining maintenance support at the time of interview. For some tenants, the delays to maintenance and repairs meant having to live for a period of time in a hazardous dwelling.

A second barrier highlighted in the interviews related to communication challenges. When non-English speaking tenants experienced difficulty communicating with their housing manager, this led to challenges understanding what the housing manager could offer and how to seek help.

More broadly, the interviews also demonstrated gaps in tenants' understanding of the transfer process, of Commonwealth Rent Assistance and rent payments and about management arrangements. These knowledge gaps point to areas where communication between CHPs and tenants could be strengthened to reduce misunderstanding, confusion and stress for tenants.

These findings suggest that there are limitations to what a management transfer can achieve for tenants if the quality of the dwellings being transferred is poor, and if they have not been appropriately allocated prior to the transfer. As such, it suggests that CHPs need to be provided with information about quality of the dwellings they are acquiring before signing up to the management transfer so they can appropriately deploy their resources to adequately maintain them and keep them in a safe condition. Additionally, a better process should be developed for future transfers around the transfer of maintenance contracts that will reduce the inconvenience, stress and danger to tenants. And finally, prior to transferring properties DCJ should seek to appropriately allocate tenants to the right housing for their needs.

These findings also point to the need for DCJ and CHPs to refine their communication processes with tenants. These processes should include periodic check-ins with or assessments of whether tenants have correctly understood information regarding the management transfer, CRA and rent payment processes, and approaches to soliciting help with maintenance. In addition, communications need to be accessible to tenants with diverse needs, including those with low English proficiency or other accessibility needs around communication (e.g., low literacy).

It is important to note that the timing of the interviews with tenants meant that this evaluation picked up challenges that tenants may have only experienced for the period of time that CHPs made the transition into their management role. Nevertheless, these experiences are still important to consider for future transfers as for some tenants the stress was considerable and could be mitigated with improved communications and more effectively designed change management processes.

6. Did SHMT affect tenants' and communities' outcomes, and was it cost effective?

Key takeaways

Impacts of the transfer of tenancy management from DCJ to CHPs are expected to originate primarily from the interactions between the CHP and the tenant. No immediate impacts on the tenants' dwellings and their surrounding environment are anticipated.

Tenant satisfaction and wellbeing

- SHMT tenants are more satisfied with services provided by CHPs, communication by CHPs and how CHPs listen to and act on tenants' views than public housing tenants are with corresponding DCJ performance:
    - On average tenants reported being satisfied with these aspects in 2020 and 2021, rating CHPs 3.7-3.9 (out of 5) which was 0.42-0.59 higher than for public housing tenants.
- SHMT tenants have higher levels of satisfaction with various aspects of life (life as a whole, standard of living, achieving in life, personal relationships, their community and future security) than similar public housing tenants in 2020; and similar levels of satisfaction to public housing tenants in 2021:
    - In 2020, SHMT tenants scored between 6.4 and 7.1 (out of 10) on these aspects, which was 0.33 to 0.77 higher than public housing tenants.
    - In 2021 SHMT tenants scored between 6 and 7 (out of 10), which was similar to public housing tenants, however SHMT tenants were less satisfied with how safe they feel.

Exits from social housing

- Overall the impacts from SHMT on exits are mixed (and limited for existing tenants), but they indicate slightly improved housing stability:
    - SHMT tenants who were living in the dwelling prior to the management transfer were 3.6 percentage points less likely to transfer to other social housing than existing public housing tenants. However, they were also 0.3 percentage points less likely to have a positive exit (i.e. to private housing) and 0.3 percentage points more likely to have a negative exit (i.e. due to a tenancy breach).
    - New SHMT tenants (who started their tenancy after the management transfer) were 3.1 percentage points less likely to transfer to other social housing and 1.6 percentage points more likely to have a positive exit, but 1

percentage point more likely to have a negative exit than new public housing tenants.

- Almost all 60 interviewed tenants said they were unlikely to leave social housing due to the expense and instability of private housing.

Other outcomes for Tenants (by Outcome domain)

Impacts are often different for existing and new SHMT tenants, possibly due to their different characteristics and to the additional uncertainty created by the transfer for existing tenants. Note that new tenants are compared with new public housing tenants so the results for new tenants are not reflecting their recent allocation to social housing.

- Home: Housing security is slightly better than for public housing tenants. Existing SHMT tenants are up to 0.4 percentage points less likely to be homeless or at risk of homelessness than public housing tenants and are therefore less likely to use specialist homelessness services. New SHMT tenants are 3 percentage points less likely to be at risk of homelessness than new public housing tenants and also use specialist homelessness services slightly less.
- Social and Community: Tenant satisfaction surveys show that in 2020, SHMT tenants were more satisfied with their personal relationships (and with their community) than public housing tenants. In 2021 SHMT tenants were equally satisfied.
- Safety: While there were no impacts for existing tenants in this domain, new SHMT tenants spend on average two days less in adult custody than new public housing tenants. There are no impacts for the other justice or child protection outcomes.

  Tenant interviews demonstrate that when tenants perceive that CHPs are proactive about monitoring for safety and acting on issues that jeopardise safety, they report an increased feeling of safety. Conversely, when tenants feel like CHPs are not responsive to their reports on safety concerns and are not proactive about managing security issues, they feel less secure in their homes.
- Empowerment: SHMT tenants scored higher on satisfaction with how DCJ housing/CHP listens to tenants' views and acts on them than public housing tenants in both 2020 and 2021, indicating that SHMT tenants may have felt more empowered
- Health: The use of ambulatory mental health services increased by 0.9 to 2.3 percentage points for existing and new SHMT tenants, relative to public housing tenants. There were also small increases in the probability of being admitted to hospital (psychiatric unit) and in the number of emergency room visits and PBS scripts for existing SHMT tenants in the second year. Some of the increases in preventive health services may be due to more proactive tenant support coordination services by SHMT CHPs. However, at this stage it is not clear whether the increase in preventive health services will reduce future service use.
- Economic: For existing SHMT tenants, reliance on income support increased in the first year, by $108 and 2 days per year, compared to existing public housing tenants, but there were no impacts for new SHMT tenants.

- Education: No persistent changes in education outcomes were observed for existing SHMT tenants but new SHMT tenants experienced a 4 percentage point decrease in enrolments in VET courses (relative to public housing tenants).

Unintended negative consequences

- The process of applying for CRA has created difficulties for tenants. At the time of transfer, 28% of tenants did not receive CRA, and 15% were still not receiving it one year later. Although resources were directed at facilitating CRA access, and CHPs put rent relief measures and payment plans in place while issues were sorted out with Centrelink, financial stress and confusion amongst SHMT tenants were nevertheless evident from the tenant interviews.

Outcomes for Communities

- One year after the transfer, outcomes at the community level are unchanged.
- New SHMT tenants are different from existing SHMT tenants (see Chapter 3), but currently only make up a small proportion of all SHMT tenants and so have had limited impact on the tenant composition.

Economic evaluation (over ten years)

- The societal benefit-cost ratio (BCR) for SHMT is estimated to be -0.68 for the 23,084 existing tenants, indicating that the monetised benefits of the transfer are negative or disbenefits (i.e. they add to the cost).
- For the 2,072 new SHMT tenants to date, the benefits of SHMT outweigh the costs. For every dollar that is spent, a benefit of $1.25 is observed via reduced government expenditure elsewhere (BCR=1.25). This is largely driven by new tenants' decrease in the number of adult days in custody.
- Although the number of new tenants is projected to grow over ten years (to 12,612), the benefits arising from new tenants do not outweigh the costs associated with the SHMT reform combined with the disbenefits of SHMT for existing tenants. Overall, SHMT leads to a net present cost of $30,787,102 over ten years in June 2021 prices, or a BCR of 0.04
- With 35,686 individuals predicted to live in SHMT housing over ten years, the net present cost is $862 per person.
- From the narrower perspective of the NSW government, the BCR is 0.01 for all tenants combined. The reduced costs in relation to managing SHMT dwellings and the benefits delivered by SHMT do not fully compensate for the loss in rental revenue.
- There is also the additional expenditure by the Australian Government on Centrelink payments (excluding CRA) and on CRA, which add up to a net present cost of $7,151,741 and $278,995,257 respectively. As these are considered transfers, to tenants and CHPs respectively, their marginal benefits equal their marginal costs thus cancelling each other out in the CBA.

6.1. What is the impact of SHMT on tenants to date?

The management transfer from DCJ to CHPs is not expected to have any immediate impact on the tenants' dwellings and their surrounding environment. Rather, changes in tenant wellbeing under SHMT are expected to originate from tenants' interactions with CHPs. For example, positive interactions between tenants and CHPs may lead to high tenant satisfaction with CHP services and management. In the short-term, not much is expected to change, except that the (perceived) housing uncertainty induced by the transfer may have negatively affected some existing tenants' wellbeing. Minimising the uncertainty associated with the transfer (e.g. through positive interactions with CHP staff) would be a good outcome in this context. In the short- to medium-term, we may expect service usage to increase through Tenant Support Coordination, which assists tenants to access the services they need. In the medium- to long-term this may lead to better outcomes in terms of education, employment, health and wellbeing.

In this section the effect of SHMT is assessed based on differences between 'existing' SHMT tenants and 'existing' comparison tenants from public housing[53] in terms of either changes in outcomes from the baseline levels (when these are observed) or the level of outcome variables (when baseline levels are not observed so changes cannot be assessed).[54] Existing SHMT/non-SHMT tenants are defined as tenants who were living in the SHMT/non-SHMT dwelling at the time of transfer. We also compare outcomes of tenants who moved into a SHMT dwelling after the transfer took place, or "new" SHMT tenants, to outcomes of new tenants from the same comparison groups as above to determine the effect of SHMT on their outcomes after they start their SHMT tenancies.

Existing SHMT tenants experienced the management transfer which resulted in uncertainty and stress for some, and which may confound other impacts, but this is not an issue for new tenants. As described in Section 3.2, new SHMT tenants also differ in many respects from existing SHMT tenants, so we expect SHMT to have different impacts on the two types of tenants, with impacts on new tenants being an indicator of impacts that may dominate in the future as, through natural turnover, new tenants will constitute an increasing proportion of the SHMT tenant population.

We compare each SHMT tenant to one or several non-SHMT tenants in the respective comparison groups who are similar to them based on a large number of characteristics (see Appendix D.1).

Significant results based on the public housing comparison group are presented in tables in this section. Full results are reported in tables in Appendix F. All nine SHMT packages are represented in the results one year after the transfer (or tenancy starting date). Two-year results for existing tenants are available only for the seven packages that were transferred prior to or on 1 July 2019.[55]

[53] Appendix F also presents results based on comparison tenants from LAHC-owned and all community housing.
[54] It is not always feasible to use this difference-in difference approach as we may not observe the baseline information required for this. In these cases, we directly compare the outcome level for SHMT tenants with the outcome level for the non-SHMT tenant after the transfer or tenancy start date. For example, no tenant satisfaction information is available before the transfer or tenancy start date, so we directly compare satisfaction levels after 1 year and after 2 years.
[55] As a result, comparison of one-year and two-year impacts may be affected by differences in impact across packages. However, sensitivity analyses only including the seven packages included in the second year to estimate the one-year impact show slight changes in the size of impacts but it does not change the story. This indicates that differences between packages are unlikely to drive any differences between one-year and two-year impacts.

6.1.1. Does SHMT lead to changes in tenant satisfaction and wellbeing?

Alongside qualitative tenant interviews, we have information on tenant satisfaction and wellbeing collected through the satisfaction surveys (DCJ Housing Outcomes and Satisfaction Survey, and Community Housing satisfaction surveys). Due to the low response rates we have to be cautious about generalising results to all SHMT tenants, as those who responded may not be a representative sample and few respondents participate in both years.[56] Nevertheless, these surveys provide the views of just over 1,400 SHMT tenants in both 2020 and 2021 as well as around 5,000 and 10,000 public housing tenants in 2020 and 2021, respectively. In this analysis no distinction is made between new and existing tenants.

A similar propensity score matching approach as described for the full SHMT population (Section 2.3.6) is used in the analysis and applied separately for 2020 and 2021. In addition to descriptive statistics, estimation results are presented controlling for differences in demographic, dwelling and location characteristics between SHMT tenants and the comparison group.[57] Table 6.1 presents the raw means of the scores as well as the estimation results, controlling for differences between SHMT tenants and public housing tenants.

In 2020, SHMT tenants were more satisfied with CHPs than public housing tenants were with DCJ – in terms of services provided, communication, and listening to and acting on tenants' views. SHMT tenants were also more satisfied with their neighbourhoods. On average, SHMT tenants reported being satisfied with these aspects, rating CHPs between 3.7 and 3.9 (out of 5), which is estimated to be between 0.34 and 0.59 higher than public housing tenants' scores when accounting for the full set of matching variables. In 2021, SHMT tenants were still more satisfied than public housing tenants with services provided, communication and how tenants' views are listened to. SHMT tenants' scores are the same in 2021 as in 2020, but the comparison group of public housing tenants experienced a decrease in scores, so that SHMT tenants now score 0.54 to 0.59 higher than public housing tenants. Although the level of satisfaction with their neighbourhood is still more positive, this is no longer statistically significant.

In 2020, SHMT tenants also scored higher on nearly all measures of subjective wellbeing, as measured by the PWI (satisfaction with their: life as a whole, standard of living, achieving in life, personal relationships, community, future security) except for satisfaction with their health and how safe they feel, where there was no difference after controlling for location characteristics.[58] This indicates that SHMT tenants who responded to the satisfaction survey are likely to be in somewhat safer areas than other public housing tenants who responded so that the raw scores indicate higher satisfaction with how safe they feel but this disappears once location characteristics are controlled for.

[56] For public housing tenants, response rates to the HOSS were 3.6% in 2020 and 7.3% in 2021. For SHMT tenants, the response rates to the CHOSS were 10.1% in 2020 and 11.6% in 2021. One SHMT package was not included in the survey data as no consent had been requested of the respondents by the CHP.

[57] Appendix Table F.6 presents full results. We report the results from the third and preferred model here.

[58] See Appendix B.1 for the exact survey questions.

Table 6.1 SHMT tenant satisfaction comparison with public housing tenants

	SHMT tenants (raw outcomes)		PH tenants (raw outcomes)		Difference (SHMT-PH) (PSM model)	
	2020	2021	2020	2021	2020	2021
Personal Well-being Index (scale 0 to 10)						
Life as a whole	7.1	7.0	6.6	6.5	0.325	-0.104
Standard of Living	6.9	6.9	6.4	6.2	0.344	0.147
Health	6.0	6.0	5.9	5.7	0.020	-0.298
Achieving in life	6.6	6.3	6.0	5.9	0.472	-0.336
Personal relationships	6.9	6.6	6.3	6.1	0.458	-0.149
Safe	6.8	6.8	6.5	6.4	0.117	-0.931
Community	6.4	6.3	5.9	5.8	0.376	-0.405
Future security	6.4	6.5	5.6	5.5	0.771	-0.101
Satisfaction on services (scale 1 to 5)						
Satisfaction: Overall services	3.9	3.9	3.4	3.3	0.424	0.587
Satisfaction: Communication	3.9	3.9	3.4	3.3	0.496	0.542
Satisfaction: Listens	3.7	3.7	3.1	2.9	0.594	0.556
Satisfaction: Neighbourhood	3.9	3.9	3.5	3.4	0.339	0.173

Source: Linked Housing Outcome and Satisfaction Survey and NSW Social housing administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.
Notes: The table reports how SHMT tenants' satisfaction of life and service provided by CHP compared with public housing tenants. Mean value of raw data and estimated difference based on regression-adjusted propensity score matching method (PSM) are presented.
Matching variables in the estimation model include demographic, building, location and community characteristics. Differences between matched SHMT and PH tenants that are significant at the 5% level are marked by a grey background.

On average, in 2020 SHMT tenants report subjective wellbeing scores between 6.4 and 7.1 (out of 10), which is between 0.33 and 0.77 more than comparable public housing tenants. The highest score of 7.1 is for life as a whole, while satisfaction with their health was lowest at 6.0, but this is no different for public housing tenants.

However, differences in levels of satisfaction are not apparent in 2021. Once demographic, dwelling and location characteristics are controlled for, SHMT tenants are as satisfied as public housing tenants with most aspects of life except for satisfaction with how safe they feel, with SHMT tenants now less satisfied with this aspect than public housing tenants. This is not because SHMT tenants are less satisfied in 2021 than in 2020, but because comparable public housing tenants are now more satisfied by an estimated 0.93 above the 6.8 score of SHMT tenants.[59]

For a number of life aspects we can compare the scores of SHMT tenants with the average scores based on a general population survey, using information from the 2019 and 2020 waves of the Household, Income and Labour Dynamics in Australia (HILDA) Survey which includes a few similar satisfaction questions.[60] This shows

[59] It is important to note that responding SHMT tenants in 2020 may be very different from responding SHMT tenants in 2021, so the results between the two years cannot be directly compared. Any impact from COVID-19 should be present in both the SHMT tenant population and the public housing population.
[60] See p. 107 in Wilkins et al. (2022). Victoria's results are presented separately from the rest of Australia; we focus on the "Rest of Australia" results. 2021 HILDA results were not available at the time of writing.

that SHMT tenants are substantially less satisfied in a range of domains than the average person in the Australian population. The average score for satisfaction with their life as a whole for the latter is 7.9 in 2019 and 2020 (versus 7.1 for a SHMT tenant in 2020 and 2021). For satisfaction with health this is 7.2 and 7.3 in 2019 and 2020 (versus 6.0 for SHMT tenants in both 2020 and 2021), while it is 6.8 and 6.9 (versus 6.4 and 6.3) for satisfaction with community, and 8.3 and 8.4 (versus 6.8 in both years) for satisfaction with feeling safe.

6.1.2. Does SHMT increase exits from social housing?

The SHMT program has led to lower transfer and relocation rates for both existing and new tenants. Positive exits increased, but for new tenants only. Negative exits increased for both new and existing tenants. Overall, SHMT tenants have a lower probability of staying in social housing than similar public housing tenants.

Table 6.2 reports the SHMT impacts on exit-related outcomes based on the public housing comparison group. The first three columns present average outcomes for existing SHMT tenants one and two years since the transfer, and for new SHMT tenants one year after their tenancy start date. The next three columns present the estimated impacts of SHMT on the outcome. Here and elsewhere, only outcomes for which at least one impact is statistically significant at the 5% level are presented (full results for all three comparison groups are presented in the tables in Appendix F.1). Unless otherwise indicated, outcome variables are expressed in shares.

The administrative data show that one year after the transfer date **existing SHMT tenants are less likely to exit their tenancy than existing public housing tenants** by 2.4 percentage points (compared to existing community housing tenants this impact is even stronger). In the second year they are 1.8 percentage points less likely to exit their tenancy than public housing tenants (and the impact strengthens compared to community housing).[61] Existing SHMT tenants are also 2.0 percentage points less likely to relocate or transfer to other social housing in the first year, which increases to being 3.6 percentage points less likely to relocate or transfer after the second year. These reductions in exits suggests that many tenants choose to remain in their dwelling and in social housing and may be attributable to greater tenant satisfaction with their housing.

When we examine where tenants exit to, we find that **for existing SHMT tenants the probability of a positive exit was lower than for public housing tenants** (0.3 percentage points in the first year) and there was no impact in the second year. Relative to LAHC-owned community housing, the probability of a positive exit is 1.2 and 1.8 percentage points lower in the first and second year, respectively. **In terms of negative exits, there was no impact in the first year, but in the second year the probability of having a negative exit was 0.3 percentage points higher than in public housing.**

The bulk of the difference between SHMT and public housing exit rates are neutral (and unknown) exits. **Overall, at the end of the second financial year, existing SHMT tenants were 7.3 percentage points less likely to be in social housing**

[61] As discussed in Section 2.3.5, there was a 0.5 percentage point higher exit rate just prior to the management transfer. This may have led to slightly lower exit rates immediately after the transfer, since tenants who were ready to move to private rental at the time of transfer may have moved out slightly earlier to avoid the administrative processes associated with SHMT. However, even after taking this into account, the rate of exit remains lower for SHMT tenants than for public housing tenants with differences mainly due to fewer SHMT tenants relocating to other social housing.

compared with public housing tenants. However, compared to other community housing tenants they were 14 percentage points more likely to remain in social housing.

Table 6.2 SHMT impact on exits from tenancy / social housing one and two years after transfer / tenancy start date –Public Housing comparison group

EXITS	SHMT tenant outcomes			SHMT effect		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Sustaining tenancy						
Moved out of focal dwelling	0.076	0.173	0.206	-0.024	-0.018	-0.002
Tenancy termination reason[a]						
Relocation/Transfer/Re-sign	0.007	0.011	0.016	-0.020	-0.036	-0.031
Tenant Initiated	0.025	0.060	0.108	0.002	0.015	0.048
Provider Initiated	0.001	0.003	0.011	0.001	0.002	0.011
Positive Exit (tenant-initiated into private rental)	0.007	0.019	0.033	-0.003	0.003	0.016
Negative Exit (due to breach of tenancy)	0.004	0.011	0.019	-0.001	0.003	0.010
In social housing (PH/CH/AHO) at financial year end	0.878	0.771	0.749	-0.022	-0.073	-0.056

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares.

Notes: The table reports outcomes of SHMT tenants and how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. Columns 2 to 4 refer to average outcomes of SHMT tenants and Columns 5 to 7 refer to the effects of SHMT programs.

The effects of SHMT programs are generated using a regression-adjusted matching difference-in-difference method with the only exception of the outcomes of Sustaining tenancy and destination after exit where a regression-adjusted matching method is used as there are no before SHMT transfer outcomes. Effects that are significant at the 5%-level are highlighted in grey.

Only outcomes that show at least one significant program impact are reported in this table. For the full results see Appendix F1. Outcomes relating to sustaining the tenancy are measured over 0-365 days (1 year), 0-730 days (2 years) after the day of transfer / tenancy start date. For a detailed description of outcome variables, see Appendix C.

a) For many tenants, the reason for termination is unknown. This proportion is higher for SHMT tenants who moved out (25%) than for public housing tenants (0.2%).

Example of interpretation: SHMT existing tenants are, on average, 2.4 percentage points less likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. This effect is significant at the 5%-level.

After one year, the tenancy exit rate of new SHMT tenants is no different from new comparison tenants in public or community housing. Although the overall tenancy exit rate is the same, where tenants exit to is different. **Compared to new public housing tenants, new SHMT tenants are more likely to experience a positive exit** (1.6 percentage points), **but they are also more likely to have a negative exit** (1.0 percentage points). Their positive and negative exit rates are similar to that of other LAHC-owned community housing tenants. Compared to public housing tenants, new SHMT tenants are 3.1 percentage points less likely to exit a tenancy due to a transfer or relocation. **Overall, new SHMT tenants were 5.6 percentage points less likely than public housing tenants to remain in social housing one**

year after moving into a SHMT dwelling.[62] It is unclear what drives this because, as discussed above, neutral exits (and exits for unknown reasons) make up the bulk of all exits. New SHMT tenants are equally likely as community housing tenants to remain in social housing one year after their tenancy start date.

An expectation of the transfer was that improved support (via services made available with CRA funds) would enable tenants to eventually exit social housing. Although early results for new SHMT tenants are promising, this has not yet occurred on a substantial scale and not at all for existing SHMT tenants, but it is probably still too soon after the transfer for this to be reliably observed. The current rental market is also unlikely to be conducive to exits to private rental housing. From the 60 tenant interviews it is clear that tenants who were interviewed are on such limited incomes that they cannot envisage being able to afford a private rental or own a property. The instability of the private rental market also presents a barrier to exits:

> *We have no option. We cannot go anywhere despite not feeling safe here. (Tenant interview)*

For a few of the 60 tenants who were interviewed, incentives to remain in their current dwelling were that they liked their housing and/or have strong ties to the local community and do not wish to go elsewhere.

6.1.3. Does SHMT improve outcomes of tenants and their household members? To what extent?

The findings discussed in this section are organised by outcome domain and contain a mix of quantitative and qualitative evidence with an emphasis on the quantitative data, where available. Findings are reported by domain in the following order: Home; Social and community; Empowerment; Safety; Health; Economic; and Education outcomes.

Home

The NSW Human Services Outcomes Framework defines the domain of 'Home' as 'All people in NSW are able to have a safe and affordable place to live'. Building on this definition, our definition of the 'Home' outcome is: "All people in NSW have access to high-quality housing that fits their needs". This is the definition that has guided our measurement of the extent to which SHMT has changed outcomes for tenants in this domain. Although the SHMT program does not involve the development of new housing, appropriate maintenance of SHMT dwellings and appropriate assignment of tenants to dwellings will ensure the dwellings are fit for purpose. Although this is difficult to measure it is important to consider as it contributes to SHMT's aim of providing a better social housing experience.

Evidence on tenant satisfaction with the SHMT housing is mixed: as reported above, tenant satisfaction survey data suggest equal or slightly higher satisfaction than

[62] Due to remaining issues with the community housing administrative data, this may be an over-estimate as in some instances, tenants transferring to other housing in the same allocation zone (which has to be community housing) may not be correctly reported in the data, and as a result may not be discovered by us.

public housing and tenant interviews illustrate that the state of the housing prior to transfer plays a key role in satisfaction after the transfer.

We have no direct information from the survey data on tenants' satisfaction with their dwelling (which, given its importance for housing policy, would be a useful question to add to future tenant satisfaction surveys) but life satisfaction (or subjective wellbeing) is likely to be correlated with satisfaction with housing (e.g. see Coates et al., 2021; Mouratidis, 2020; Rojas, 2007) which likely depends on the quality of the dwelling and environment in which tenants live, and so provides an indirect measure of dwelling quality. Tenants' satisfaction with their standard of living, how safe they feel, their community and neighbourhood all relate to different aspects of the environment in which they live. Although CHPs do not have complete control over these aspects, they can influence components of these by, for example, enforcing regulations regarding anti-social behaviour, by checking in with tenants and responding to their concerns, or organising tenant activities. The satisfaction survey results initially showed higher satisfaction in a range of domains relative to similar public housing tenants (see Section 6.1.1), but by 2021 SHMT tenants seemed to no longer be more satisfied than similar public housing tenants.

The results in Section 6.1.2 above on exits from SHMT tenancies and social housing can be read as contributing to outcomes in the Home domain. Table 6.3 reports the SHMT impacts on additional housing-related outcomes based on the public housing comparison group. Full results for all three comparison groups are presented in the tables in Appendix F.1.

Table 6.3 shows that the SHMT program has provided some protection against homelessness for existing tenants. **Compared to public housing tenants there has been a slight decrease or no change in homelessness or the risk of homelessness** as observed through the use of a range of services: less than 1% of existing SHMT tenants reported being homeless in the first or second year and 1.4% and 1.8% reported being at risk of homelessness (0.2 to 0.4 percentage points lower than for public housing tenants). Relative to similar non-SHMT community housing tenants, SHMT tenants were up to 3 percentage points less likely to be experiencing or at risk of homelessness. Amongst new SHMT tenants, most impacts are insignificant, except a 2.9 percentage point lower probability of being at risk of homelessness relative to new public housing tenants; this puts new SHMT tenants' probability of being at risk at 13.4%.

Specialist homelessness services use is either slightly lower or the same for existing and new SHMT tenants compared to both public and community housing tenants. However, new SHMT tenants are 2 percentage points more likely to use short-term/emergency accommodation (at the time of seeking these services) in the first year after starting their SHMT tenancy than new public housing tenants, and so are existing SHMT tenants in the second year, but to a lesser extent (+0.3 percentage points).

Although we know from interviews with tenants and CHPs that there has not yet been much opportunity to improve the quality of the SHMT dwellings (e.g. through maintenance), recorded market rents of SHMT dwellings have increased by more than market rents for public housing dwellings: $39-$49 more depending on whether existing or new SHMT tenants are considered and on the time since transfer. The location of the dwellings has obviously remained the same, and so it is not clear what is causing this relatively larger increase in market rents for SHMT dwellings.

Similar relative increases in market rent are found when comparing to community housing dwellings for existing tenants, but not for new tenants.

Table 6.3 SHMT impact on outcomes one and two years after transfer/ tenancy start date –Public Housing comparison group

HOUSING OUTCOMES	SHMT tenant outcomes			SHMT effect		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy						
Market Rent ($)	424.23	395.93	356.64	49.40	38.82	41.02
Rent Charged 30 June Excl CRA ($)	157.52	145.24	130.89	6.30	-2.36	3.72
Difference market Rent and rent paid ($)	235.72	199.73	179.72	29.68	15.29	13.74
Total CRA received in week of 30 June ($)	60.93	62.15	55.92	60.34	61.35	55.80
Housing security						
Reported being homeless	0.007	0.010	0.090	-0.002	0.000	-0.006
Reported being in short-term/emergency accommodation (at the time of seeking SHS)	0.016	0.023	0.188	0.001	0.003	0.019
At risk of homelessness	0.014	0.018	0.134	-0.004	-0.004	-0.029
Received SHS short-term accommodation	0.006	0.006	0.034	0.001	-0.002	-0.017
Received SHS med/long-term accommodation	0.002	0.002	0.037	-0.001	0.000	0.004
Received tenancy/mortgage maintenance services	0.011	0.013	0.145	-0.002	-0.003	-0.001
Received other specialist homelessness services	0.033	0.041	0.248	-0.003	0.000	-0.012

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. Units are shares unless otherwise indicated.

Notes: See notes for Table 6.2. For the full results see Appendix F.1. Outcomes relating to rent payments and subsidies are measured on 1st and 2nd "30June" after the transfer/tenancy began; outcomes relating to overall housing security are measured in 0-365 days (1 year) and 366-730 days (2 years) after the tenancy began. For a detailed description of outcome variables, see Appendix C.

Example of interpretation: SHMT existing tenants are, on average, 0.4 percentage points less likely to be at risk of homelessness in the first and second year after SHMT transfer, than comparable tenants in public housing. This effect is significant at the 5%-level.

The level of market rent only directly affects the small proportion of tenants whose income is sufficiently high to have to pay the market rent. However, the higher market rents may affect tenants' perceptions of the opportunities for private rentals outside the social housing system. If they perceive that the cost of renting privately has increased, it may discourage them from exiting social housing to the private rental market. We do not have sufficient information to assess the underlying causes for the higher market rent reported in the data; further investigation by DCJ and LAHC is required.

Social and community

The NSW Human Services Outcome Framework defines the domain of 'Social and community' as "All people in NSW are able to participate and feel culturally and socially connected". For existing SHMT tenants there is no change in location as they remain in the dwelling that they were already living in. Their community only changes as a result of SHMT if the CHP management and/or the Tenant Support

Coordinator have an impact on broader community outcomes. This is unlikely to have happened in the one to two years since the management transfer occurred. For new SHMT tenants, the location of the SHMT dwellings determines their community-related outcomes.

As outlined in Section 2.3.8, in order to measure what it means to be allocated to a SHMT dwelling in terms of the impact on the tenants' environment, we examine dwelling location, economic opportunity in the area, neighbourhood safety and housing market, alongside findings from qualitative interviews with tenants. Differences in the circumstances in SHMT tenants' environments relative to those in the comparison group may lead to differential impacts on their outcomes down the track. For example, employment outcomes may be more likely to improve in future if they are in an area with more economic opportunity.

Location characteristics are not unambiguously better or worse for SHMT dwellings compared to other social housing dwellings (see Section 3.1). Compared with public housing, **SHMT dwellings are in less densely populated areas** with many of them in regional areas outside the capital city, leading to slightly longer distances to some amenities compared with other public housing. **SHMT areas have slightly lower unemployment rates, crime rate and drug related offences** (although these differences are only significant for new tenants). New tenants are slightly more likely to be assigned to a less favourably located SHMT dwelling due to higher turnover of such dwellings, but economically there is no difference, with both the local unemployment and labour force participation rates being slightly more favourable for new tenants.

The tenant satisfaction surveys ask how satisfied the tenant is with their community and with the neighbourhood in which they live. As reported above in Section 6.1.1, **SHMT tenants rated their satisfaction with their neighbourhood and community higher than similar public housing tenants in 2020 and similarly to public housing tenants in 2021.** The majority of responding tenants are likely to have been existing tenants rather than new tenants, as is the case for the qualitative tenant interviews.[63] As a result, we have limited (in-depth) information on how the new tenants value their community.

The tenant interviews, however, do help explain how SHMT influenced existing tenants' social interactions. Although tenants did not change dwellings as a result of SHMT, the program had different effects on tenants' perceptions of the quality of their dwelling, and therefore on how they used it to socialise. Tenants whose properties were improved after the transfer, reported strengthening their social relationships because their housing felt safe and comfortable for family and friends to visit. Conversely, other tenants commented in interviews that the poor quality of their home made them ashamed to have friends or family visit. These results suggest that the transfer of poor-quality dwellings limits CHPs' ability to improve social interactions. CHPs can possibly enhance tenants' social experiences in SHMT properties by responding in a timely way to maintenance requests so that tenants' homes are in reasonable condition for hosting visitors, and by ensuring that they address safety issues within communities (e.g. by ensuring that building entry doors and gates are in good working order, and by addressing anti-social behaviour by

[63] Although some of these interviews would have been with new SHMT tenants, this is likely to be a small proportion of the interviews, given the large number of existing SHMT tenants relative to new SHMT tenants in all locations.

tenants), but the extent to which they can do this is constrained by the quality of the original housing stock.

COVID-19 may have had an impact on tenants' personal relationships and interactions with their community, however this would have affected the comparison group as well. Support provided by DCJ housing versus support provided by CHPs may also have been different, but we have no data on this, nor do we know to what extent that would have alleviated the impact from COVID-19.

Safety

The NSW Human Services Outcomes Framework defines the domain of 'Safety' as "All people in NSW are able to feel safe". As outlined in Section 2.3.8, we use a range of indicators that show tenant interactions with child protection services and with the justice system, along with findings from qualitative interviews with tenants, to assess progress against this outcome. Overall, (a feeling of) safety appears to be lacking for a substantial number of tenants and is an aspect of tenants' lives that could be improved.

Table 6.4 reports the SHMT impacts on safety-related outcomes based on the public housing comparison group. Full results for all three comparison groups are presented in the tables in Appendix F.2.

There are no impacts in the safety domain for existing SHMT tenants (compared to public housing tenants).[64]

Table 6.4 SHMT impact on outcomes one and two years after SHMT transfer/ tenancy start date –Public Housing comparison group

SAFETY OUTCOMES	SHMT tenant outcomes			SHMT effect		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Total days in custody/prison	1.217	1.211	2.044	0.087	-0.111	-1.831
Total days in adult custody/prison	1.097	1.145	1.900	0.079	-0.047	-1.958

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: See notes for Table 6.2. For the full results see Appendix F.2. For a detailed description of outcome variables, see Appendix C.

Example of interpretation: new SHMT tenants spend, on average, 1.8 days less in prison in the first year after the tenancy start date than comparable new tenants in public housing. This effect is significant at the 5%-level.

New SHMT tenants have a larger decrease in the number of days in adult custody/prison during their first year in a tenancy than new public housing tenants (by 2 days).[65] As the impact on having any proven court appearance in the first year is insignificant, the large impact on days in custody may be a result of a reduction in the severity of any offences committed. This may be due to the stability

[64] Compared to community housing tenants a few impacts appear significant, indicating existing SHMT tenants have poorer outcomes. However, these are few and small, and given the data issues discussed earlier, which would tend to understate the presence of community housing tenants in the justice and child protection data (causing these results), we conclude that there is no evidence for an impact for existing SHMT tenants.

[65] Although new SHMT tenants seem more likely to have had an increase in their contact with child protection services than new community housing tenants (by 9.9 percentage points), this is likely to be at least partly due to the data issues for community housing tenants (see the previous footnote).

(and improved affordability) of the housing provided combined with the tenant support coordination linking tenants to any services they may need.

Section 3.1 showed that for new tenants being allocated to a SHMT dwelling meant that they ended up in safer communities (in terms of crime rates) than new public or community housing tenants. Nevertheless, after controlling for location characteristics, **safety is one of the few aspects of life where SHMT tenants do not feel more satisfied than public housing tenants** in 2020 (see Section 6.1.1). And in 2021, SHMT tenants score significantly lower in terms of their satisfaction with how safe they feel.

The tenant interviews show that CHPs can have a direct impact on tenants' sense of safety. When CHPs demonstrate their commitment to safety, tenants report feeling more confident about their own safety.

[CHP] have made it safer that way because you feel like they are keeping a closer eye on all the tenants....whereas I don't think the Department of Housing didn't give you that feeling. Because you would see, with the Department of Housing, you'd see the houses getting smashed up and stuff like that. You know that nothing was going to happen about it, the tenants would just be given another chance.

Conversely, tenants have a poorer experience of social housing when CHPs fail to respond to their concerns about safety and are not proactive about setting up systems to ensure the communities they manage are safe.

No, [CHP] have done nothing. I found – it might seem rude, but if you go directly into the office there seems to be a lot of young people in the office. You mention your problems to them, they have no idea what they seem to be talking about, so that can be very frustrating. You know what you need to get across, the young staff don't understand; they'll tell you that somebody will get back to you and sometimes messages just don't even get passed on.

I wouldn't like to [move] but if the maintenance issues get too bad, it becomes a safety issue and a health issue for my children with their disabilities. (Tenant interview)

More female tenants than male tenants expressed feeling unsafe in the interviews, which may be related to the former's heightened sense of vulnerability if they are sole tenants, have prior experiences of domestic violence, have small children, live with disability or are elderly.

[I feel] less safe because there's so much violence around here. My kids are scared to sleep in their own bedroom because of violence around this area. (Tenant interview)

One Aboriginal tenant spoke about experiencing racist abuse from other tenants, that they had reported to the CHP but received no response.

it's damaged me a lot, it damaged me. I just - I just - I'm an Aboriginal man on my own, no family, no nothing - no nothing, and I got people that intimidate me. (Tenant interview)

Empowerment

The NSW Human Services Outcomes Framework defines the domain of 'Empowerment' as "All people and communities in NSW are able to contribute to decision making that affects them and live fulfilling lives". This outcome is difficult to measure. Administrative data cannot provide insights into this outcome as it relates to an individual's own (subjective) perception.

Findings from the tenant satisfaction survey along with findings from qualitative interviews with tenants are used to assess progress against this outcome. Ideally, the tenant satisfaction survey would ask direct questions to identify to what extent tenants feel they can influence outcomes in their lives.

In 2020, SHMT tenants scored higher on what they are achieving in life and on how satisfied they are that DCJ/CHP listens to tenants' views and acts on them (6.6 out of 10 for achieving in life which is 0.47 points higher than public housing tenants; 3.7 out of 5 for being listened to which is 0.59 higher than public housing tenants), indicating that SHMT tenants may have felt more in control of what happened to them. **In 2021, only the satisfaction score on how DCJ/CHP listen to tenants remains higher for SHMT tenants than for public housing tenants** (0.56 points higher on average), indicating that SHMT tenants still feel they can influence what CHPs do.

Tenant interviews demonstrate factors that undermine a sense of empowerment for tenants, which include:

- Feeling unsafe;
- Being separated from their social network;
- Financial stress related to managing/understanding payments for their dwelling;
- Poor communication and/or inflexibility around the transfer process;
- Fear of being forced out (e.g. by the CHP forcing them out for making complaints, due to their own incapacity to continue to pay rent, worsening housing quality or threatening/abusive neighbours making living in the neighbourhood untenable).

These factors could be what is driving the 2021 satisfaction survey no longer indicating an improved satisfaction with future security of SHMT tenants relative to public housing tenants, although in 2020 SHMT tenants were still more satisfied with their future security.

Health

The NSW Human Services Outcomes Framework defines the domain of 'Health' as "All people in NSW are able to live a healthy lifestyle". As outlined in Section 2.3.8, the measures we use to assess progress against this outcome include tenants' hospital stays, visits to emergency rooms, use of ambulatory mental health services

and MBS/PBS services, alongside qualitative interview data. The quantitative results are mixed, with ambiguity in relation to several of the quantitative findings, and although there is some evidence of more health care services usage, no clear or strong patterns are observed.

Table 6.5 reports the SHMT impacts on health-related outcomes based on the public housing comparison group. Full results for all three comparison groups are presented in the tables in Appendix F.4.

Table 6.5 SHMT impact on outcomes one and two years after SHMT transfer/ tenancy start date – Public Housing comparison group

HEALTH SERVICE USAGE	SHMT tenant outcomes			SHMT effect		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (psych. unit)	0.018	0.026	0.039	-0.001	0.008	0.008
Nr. emergency visits	0.781	0.848	1.186	0.004	0.146	0.272
Nr. emergency visits (with no hosp. admission)	0.576	0.632	0.944	0.009	0.156	0.314
Ambulatory mental health (AMH) services						
Used AMH services for mental health issues	0.087	0.087	0.142	0.013	0.009	0.023
Used AMH services (AMB) for all issues	0.098	0.088	0.151	0.004	-0.001	-0.011
Ambulance call-outs						
Used ambulance service	0.182	0.174	0.228	-0.001	-0.008	0.015
Medicare Benefit and Pharmaceutical Benefit						
Nr. PBS scripts	25.693	25.785	14.965	0.190	0.154	-0.226

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.
Notes: See notes for Table 6.2. For the full results see Appendix F.4. For a detailed description of outcome variables, see Appendix C.
Example of interpretation: new SHMT tenants are on average 2.3 percentage points more likely to use ambulatory mental health services for a mental health issue in the first year after the tenancy start date than comparable new tenants in public housing. This effect is significant at the 5%-level.

Comparing existing SHMT tenants to existing public housing tenants, several significant differences in changes in health outcomes are observed but these point in different directions and are often different in the first and second year. Only the **increase in ambulatory mental health services for a diagnosed mental health issue for existing tenants** is significant in both years, with use increasing by 1.3 and 0.9 percentage points more in the first and the second year after transfer, compared to existing public housing tenants. However, compared to other LAHC-owned community housing tenants the increase was smaller by 1.2 and 2.6 percentage points for SHMT tenants.

Although the increase in psychiatric hospital admissions and in the number of emergency room visits was larger than for public housing tenants in the second year only (by 0.8 percentage points and 0.15 times respectively), similar impacts (of 1.7 percentage points and 0.39 times) were observed in the second year when comparing to other LAHC-owned community housing tenants. And similarly for the number of PBS scripts, which increased by 0.19 more than for public housing tenants, and by 0.71 more than for other LAHC-owned community housing tenants.

The group of new SHMT tenants is much smaller and is further reduced when assessing outcomes one year after starting their tenancy. Most of the estimated impacts for new tenants are insignificant which could be due to a lack of impact or to the small sample size. **A significant increase in the use of ambulatory mental health services for a diagnosed mental health issue is identified for new tenants**, in both the comparison with new public housing tenants and the comparison with new other LAHC-owned community housing tenants (by 2.3 percentage points and 3.0 percentage points, respectively). This could potentially indicate improved access to these services.[66]

The interviews with tenants show a similar mix of no, positive, and negative impacts on health. While there were interviewed tenants who did not report any changes to their mental or physical health since the transfer, interviewed tenants who said their health had improved attributed it to:

- improved property management
- having a safer and better-quality dwelling for family and friends to visit.
- assistance by the CHP to access health supports.

Interviewed tenants who spoke of deteriorating health, some of whom had pre-existing mental and physical health problems, attributed this to:

- deteriorating mental health resulting from stress related to the transfer,
- poor housing quality and/or
- poor dealings with the CHP around the maintenance of their dwelling

> *My health has gone downhill since it's moved to [CHP] because none of the work's getting done and it's just driving me crazy. Even my mental health. (Tenant interview)*

Economic

The NSW Human Services Outcomes Framework defines the 'Economic' domain as "All people in NSW are able to contribute to, and benefit from, our economy". As outlined in Section 2.3.8, we measure progress against this outcome by examining income, employment and income support, alongside qualitative data.

Table 6.6 reports the SHMT impacts on economic outcomes based on the public housing comparison group. Full results for all three comparison groups are presented in the tables in Appendix F.3. Although employment, individual gross weekly income and main source of income are reported in the appendix tables, and seem to suggest increases in employment, they are left out of the table in this section. All three variables have many missing values, and this is particularly the case for SHMT tenants (and especially for the employment and main income source

[66] Compared to new community housing tenants, there is also an increase in the number of MBS services used by 1.7 services and in the probability of being admitted to a general hospital (by 4.8 percentage points).

variables).[67] As a result these variables are not deemed sufficiently reliable to include in the main text.

There is no impact on existing SHMT tenants' probability of being on income support one or two years after the transfer, or on new SHMT tenants' probability of being on income support after one year. **However, for existing SHMT tenants, the average total time on income support increases in the first year by 2 days and the total amount received in income support increases by $108 more in the first year than for the public housing comparison group.** No impact is observed in the second year. Compared to LAHC-owned community housing an additional $286 and $337 in income support are received by existing SHMT tenants in the first and second year respectively. **No effects are observed for new SHMT tenants compared to either public or other community housing tenants**.

Table 6.6 SHMT impacts on outcomes one and two years after SHMT transfer/ tenancy start date –Public Housing comparison group

ECONOMIC OUTCOME	SHMT tenant outcomes			SHMT effect		
	Existing tenants		New tenant	Existing tenants		New tenant
	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year						
Total number of days on income support	297.1	302.3	328.2	2.089	1.293	-0.193
Total regular Centrelink payment amount (excl. CRA) ($)	18,382	18,183	20,639	108	-11	100

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: See notes for Table 6.2. For the full results see Appendix F.3. For a detailed description of outcome variables, see Appendix C.

Example of interpretation: existing SHMT tenants spend on average two additional days on income support in the first year after the transfer date than comparable existing tenants in public housing. This effect is significant at the 5%-level.

CRA receipt is a crucial feature of SHMT, and close to 100% of tenant households should receive this as CRA eligibility is determined by receipt of Centrelink income support or more than base rate Family Tax Benefit A (for example, for a family with two children, the income threshold for FTB A above the base rate is $100,412). At the time of transfer, the proportion of existing SHMT tenants who receive CRA is 72% (see Section 3.2.1), the same as for existing community housing tenants (all or LAHC-owned only).[68] **The proportion receiving CRA is lower than expected but similar to that for tenants in other community housing** (although we are likely to underestimate the CRA rate to some extent for community housing tenants due to the poor linkage rates of community housing data with Centrelink data). At the household level, about $61 per week is received in the first year and about $62 in the second year (see Table 6.3). Receiving CRA when eligible is important for SHMT tenants as the determination of the weekly rent charged assumes that they receive

[67] In addition, some of the results are difficult to reconcile: e.g. in 2021 no one had employment as the main source of income, and no one had zero income. Gross weekly income is missing for 30% of community housing tenants, while an alternative variable "assessable income" appears inconsistent with the rent charged information.

[68] CRA receipt is 1.2% for existing public housing tenants who should not be eligible at the time of transfer, but who could have been eligible in the preceding year.

the CRA they are eligible for. Individuals must apply to Centrelink to receive CRA as the CRA legislation does not allow CHPs to receive CRA directly from Centrelink.

The interviews with tenants indicate that the transition to CRA worked, as most of the 60 interviewed tenants saw no effective change in their economic outcomes related to the transfer of housing management.

However, there were interviewed tenants who thought their rent had increased, despite having no change in income. This appears to align with the around 30% of SHMT tenants who do not receive CRA. This is an unintended consequence of the SHMT program, which we discuss in more detail in Section 6.1.5.

Education and skills

The NSW Human Services Outcomes Framework defines the 'Education' outcome as "All people in NSW are able to learn, contribute and achieve". To measure progress against this outcome, we considered a range of education outcomes related to vocational education, alongside qualitative data from tenant interviews.[69]

Table 6.7 reports the SHMT impacts on educational outcomes based on the public housing comparison group. Full results for all three comparison groups are presented in the tables in Appendix F.3.

Table 6.7 SHMT impacts on outcomes one and two years after SHMT transfer/ tenancy start date –Public Housing comparison group

EDUCATION OUTCOME	SHMT tenant outcomes			SHMT effect		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Vocational education and training						
Enrolled in VET course	0.119	0.101	0.129	0.002	-0.014	-0.037
Enrolled in VET certificate III (and above) course	0.065	0.059	0.064	0.002	-0.003	-0.045

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.
Notes: See notes for Table 6.2. For the full results see Appendix F.3. For a detailed description of outcome variables, see Appendix C.
Example of interpretation: new SHMT tenants are on average 3.7 percentage points less likely to enrol in a VET course in the first year after the tenancy start date than comparable new tenants in public housing. This effect is significant at the 5%-level.

For existing tenants, we find no significant impacts on enrolling in/completing any Vocational Education and Training (VET) course or at least a Certificate III course.

The impacts for new SHMT tenants are all negative, reducing enrolments in any VET course compared to enrolments in any VET course by public housing tenants (by 3.7 percentage points). Enrolments in at least a Certificate III VET course decline by 4.5 percentage points for new SHMT tenants compared to new tenants in public housing (with a similar impact of a 3.6 percentage point lower enrolment rate for new tenants in LAHC-owned community housing). At this early

[69] Schooling outcomes are not examined because our intended measures were substantially affected by COVID-19 with NAPLAN testing paused in 2020, and attendance records affected by there being online schooling in NSW for substantial parts of 2020 and 2021.

stage, CHP staff do not seem to have been more likely to link (or successful in linking) their new tenants to available education or training opportunities than DCJ staff were.

6.1.4. Does SHMT change the service usage patterns of tenants and their household members?

The previous sections have reported a number of instances where SHMT tenants were observed to have increased or decreased their service use. These include that overall, SHMT tenants are less likely to need assistance to avoid homelessness and they seem to receive more primary (and preventative) health care. We currently only have one year of information after the tenancy start date for new tenants, but in future years it will be possible to observe how this develops further.

6.1.5. Does SHMT have any unintended negative consequences?

With the introduction of SHMT, **all existing tenants should have immediately applied for the CRA for which they were now eligible as community housing tenants**, but administrative data from Centrelink show that this may not have occurred. **Only 72% of all SHMT households were receiving CRA.** Although this is not lower than the proportion of comparison community housing tenants receiving CRA, the community housing CRA receipt rate is likely to be under-estimated due to the lower data linkage rate between CHIMES and DOMINO. Table 6.8 examines the percentage receiving CRA further, comparing the proportion of households receiving CRA at the time of transfer and one year after the transfer (for tenants who remained in a SHMT dwelling or comparison community housing dwelling for at least one year). At the time of transfer, the percentages for SHMT and the community housing dwellings are 71.9% and 71.8%, respectively, and this increases to 85.1% and 78.7% respectively one year later.[70] There is considerable variation by package at the time of transfer (63.1% to 76.6%) which reduces after one year (82.0% to 88.2%).[71]

As SHMT tenants are charged rent plus CRA after the transfer, on the basis that they are eligible to receive CRA, there is likely to have been a clear financial impact on tenants who did not apply for/receive CRA (or who did not apply immediately) in the transition from being a public housing tenant to a SHMT tenant.

The tenant interviews suggest that this may indeed have occurred. These indicate that some SHMT tenants were not receiving CRA, possibly due to not understanding the process and requirements, and as a result faced financial stress. **Although resources were directed at facilitating CRA access and CHPs put rent relief measures and payment plans in place while any issues were sorted out with Centrelink, this did not completely prevent the financial stress and confusion for all SHMT tenants as was evident from the tenant interviews.** Tenants interviewed for this evaluation expressed some confusion about the amount of rent

[70] When using the CRA receipt rates as reported in CHIMES, which are only available as at 30 June of each year (and therefore cannot be used to measure CRA receipt at the transfer dates), the receipt rates of SHMT and comparison tenants are very similar after one year. This indicates that although there is a delay in CRA receipt after the transfer, SHMT tenants' CRA receipt becomes similar to that of other community housing tenants in due course.

[71] Similar patterns are observed for new tenants: 65.9% of new SHMT tenants receive CRA at the tenancy start date versus 66.6% of new community housing tenants. After one year this has increased to 84.6% and 82.1%, respectively, for those who remain in the SHMT/focal dwelling. CRA receipt again varies by package from 59.2% to 78.1% at the start of the tenancy and from 79.7% to 92.5% after one year. The packages which do best and worst in this regard vary by timing and by existing versus new tenants.

they were paying or their bond payment. For many of these tenants, a major source of confusion was around the CRA payment. As the CRA is determined based on a tenant's circumstances, it is paid directly to tenants. Tenants must agree to have the payment automatically deducted from their bank accounts and transferred to the CHP, to be used for delivery of services to tenants. Some of the 60 interviewed tenants were confused as to why they received a payment that was automatically passed on to the CHP, and why it did not go directly to the CHP. Some tenants seemed unaware of the CRA payment and believed they had been subject to a substantial rent increase but did not know why; possibly some of these tenants had not yet applied for the CRA (as confirmed by the administrative data). More than one tenant tried but found it difficult to get information from their CHP about the CRA and its impact on rent calculations.

> *They just didn't explain that [CRA payment and process] in more detail. I think they caused anxiety for a lot of people. Myself included at the time, because it was like, hang on, this doesn't seem right.*

Table 6.8 Percentage of households receiving CRA

SHMT package	SHMT	Community housing	SHMT	Community housing
Existing tenants	**At time of transfer**		**One year after transfer[a]**	
1	69.9	72.5	86.1	79.0
2	74.1	72.7	88.2	78.7
3	70.7	72.4	84.1	78.6
4	73.4	72.8	83.3	78.6
5	75.4	73.1	82.0	78.9
6	72.8	72.7	84.7	78.6
7	76.6	72.8	84.5	78.6
8	72.1	72.4	86.1	79.0
9	63.1	64.4	84.3	78.6
All households	71.9	71.8	85.1	78.7
number of households	13,127	148,369	10,922	117,810
New tenants	**At time of moving in**		**One year after moving in[a]**	
1	78.1		92.5	
2	60.8		85.7	
3	68.0		84.5	
4	63.5		87.0	
5	59.2		80.0	
6	64.3		85.6	
7	67.1		79.7	
8	70.1		89.4	
9	65.7		82.1	
All households	65.9	66.6	84.6	82.1
number of households	1,126	3,779	846	2,250

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: a) for households remaining in the same property for at least one year.

A few of the 60 interviewed tenants complained about feeling unduly pressured by CHPs to agree to automatic deductions of rent and CRA from their accounts, which they felt made it difficult to track and manage their outgoings.

> *Well, as I say, I don't really know how to compare it to what it used to be because they automatically adjust your settlement with your Centrelink [payment] and everything, so it's really impossible.*

A few of the 60 interviewed tenants reported a lag between paying rent and the CRA to their CHP and receiving the CRA, resulting in them being in arrears. For those on marginal incomes, this mistiming has been distressing, with real life financial implications:

> *Because sometimes a payday for example, you pay your rent on housing, [and then] you're going to get that rental subsidy from Centrelink. … So people that are on a much tighter budget, it may be that they are in arrears for a little bit before being able to make their payment. One or two days in arrears or something like that.*

Several of the 60 interviewed tenants have entered serious disputes with CHPs about rent charges and possible miscalculations. These findings are also consistent with findings from interviews with tenants undertaken by the Tenants' Union during the SHMT transfer process in 2018-19 (Tenants' Union of NSW 2020). This report highlighted that some tenants were confused about the processes they had to follow to organise their CRA payments, and that in some cases there were problems with rent calculations linked to the requirement that all transfers occurred on a specific date leading tenants to be in arrears.

The tenant interviews are consistent with the implementation challenges (barriers) reported by CHPs regarding the embedding of CRA into their processes as part of the transfer; CHPs understood that tenants faced difficulties with navigating CRA. In the main, the barriers discussed by providers were a combination of the administrative complexity of CRA itself and the engagement and communication undertaken by CHPs to ensure it was fully understood by tenants. Findings from tenants suggest that these activities and implementation efforts were insufficient in many instances. Specific examples reflecting these barriers are described below by stakeholders:

> *"It was just a mammoth task because of the complexities of the clients that we're managing and the sheer geographical volume, you know. When we were doing individual door knocks, you're on the road all day to maybe get six signatures."*

> *"Internally, we were also implementing a rent automation process at the same time we were doing our transfer and that impacted on the smoothness of our CRA sign up process internally in terms of admin. So, that was a mistake."*

CHPs also reflected on successes (or enablers) in their implementation of the CRA. These related to their strategic approaches to overcoming the same barriers described above.

> *"We sent out commission letters and went round and door knocked every single SHMT property to help them set up. We did a bit of an incentive as well- every tenant [that engaged with CHP for CRA 'set-up' procedure] got an $80 credit subtracted from their rent account. I think we got something like 97 percent back- very, very effective."*

Despite these barriers and enablers to implementation, some CHPs reflected that their implementation of CRA as part of SHMT could be improved. These reflections included:

> *"We tried to make it as smooth as possible, but it just wasn't. I guess one thing that I think could have been looked at more closely, and maybe tenants could have been engaged in the process some more, was explaining and really understanding what the changes to rent would mean, because I think that's had a huge, huge impact on tenants. A more gradual CRA charging process might have been a good idea too."*

6.2. What is the impact of SHMT for the communities in which the program is operating?

6.2.1. Does SHMT change the average characteristics of the receiving community?

Does SHMT lead to changes in the utilisation of the housing stock? In what way?

We are unable to answer this question with the current data extract. We had anticipated examining vacancy rates and vacancy duration to answer this question. However, due to missing data and an issue in the property data regarding whether or not a property is tenantable, these could not be derived accurately.

We had also planned to examine how well the dwellings allocated to new tenants match their required number of bedrooms by comparing information in their housing register application with the characteristics of the dwelling in which they are housed. Too many tenants in community housing (recorded in CHIMES data) cannot be matched to their housing register application information, making this comparison infeasible.

Does SHMT affect the number of applicants entering and exiting the Housing Register in the relevant allocation zones?

So far, the increase in exits from social housing has been relatively modest. These results are discussed in detail in Section 6.1.2. As a result, not much impact on the Housing Register is expected yet.

Does SHMT lead to improvements in communities' experiences?

An analysis at the postcode level shows that postcodes with at least 50 SHMT dwellings do not have different outcomes one year after the SHMT transfer compared to other postcodes.

We examine a range of outcomes at the postcode level over the period 2017 to 2020.[72] Outcomes include the number of crimes per 100,000 population, the number of drug offences per 100,000 population, the number of domestic violence reports per 100,000 population, the number of homelessness services used per 100,000 population, and the number of homeless people per 100,000 population. Appendix Table F.5 reports the results and shows no significant effects on these postcode outcomes one year after SHMT.[73]

6.2.2. Does it affect local level outcomes of the receiving community?

Does SHMT change the composition of social housing tenants?

It is clear from the discussion in the previous sections that the sample of new tenants is still relatively small at this stage. As a result, **it is too early to be able to observe any impacts from a changed population of new SHMT tenants**. However, we can compare the average characteristics of the new tenants with those of the existing tenants. This shows that the composition of the two tenant groups is quite different, so we expect this to lead to changes in the overall composition of social housing tenants in the future. Overall, new SHMT tenants appear to be more disadvantaged than existing SHMT tenants.

Section 3.2 (Table 3.3) showed that, on average, new SHMT tenants are younger (32 instead of 44) with fewer people aged over 55 (20% versus 41%). New SHMT tenants are more likely to be Aboriginal (31% versus 21%). New tenants' households are slightly larger (1.81 versus 1.75) and the household is less likely to be a single woman but more likely to be a single mother. They are also more likely to have been on income support in the previous year (91% versus 83%) and received a higher average amount of income support ($20,042 versus $18,493). New SHMT tenants are also much more likely to have been homeless in the previous year (14% versus 1%) and as a result have used far more housing services than existing SHMT tenants. New tenants are also more likely to have had contact with the justice system (29% versus 16%) and to have been reported for domestic violence (11% versus 4%), while children of new tenants are more likely to have been in contact with child protection services (54% versus 41%). All types of health services observed in the administrative data are more intensively used by new tenants over the year preceding the start of the tenancy than by existing tenants in the year preceding the transfer.

[72] We do this by estimating fixed effects models which control for all unobserved characteristics of a postcode that remain constant over time. Other control variables include year dummies, a baseline SHMT dummy, and the number of SAHF dwellings, the number of LAHC FDI dwellings and the total number of social housing dwellings in the relevant postcode.
[73] A number of sensitivity analyses were conducted, which made no difference to the conclusion of no change. Alternative specifications involved changing the number of SHMT dwellings that are required for a postcode to be defined as a SHMT postcode, and estimating a random effects model controlling for a number of variables at the postcode level: including total population in the postcode, SEIFA, proportion of people commuting by public transport, unemployment rate, labour force participation, proportion of population aged 20 and over who completed year 12, median commuting distance, postcode is part of a major city area, and median rent.

So overall, **new SHMT tenants appear to be more likely to be receiving income support, more likely to have had contact with the criminal justice system and be in poorer health than existing SHMT tenants.** Whether the provision of stable housing (and additional support) will assist in turning some of these disadvantages around, and whether the most disadvantaged tenants will be able to maintain their social housing tenancy remains to be seen. This will determine whether in future, due to the inflow of new tenants, the SHMT population becomes more disadvantaged than the current existing SHMT population is.

6.3. Did the benefits of SHMT outweigh the cost?

The overall result of the cost-benefit analysis (CBA) is that SHMT had a net present value of -$30,787,102 in June 2021 prices. The benefits of SHMT, which are largely seen in new SHMT tenants' interaction with the justice system, are not large enough to outweigh the costs associated with the SHMT reform and more importantly, the dis-benefits of the reform attributable to applicable tenants who were transferred. With 35,686 individuals predicted to receive SHMT housing over ten years (23,084 existing tenants plus 12,612 new tenants), this results in a net present cost of $862 per person.

This section provides details of the costs and benefits of SHMT leading to these CBA findings. We conclude with sensitivity analyses to key parameter assumptions and a discussion of the limitations of the SHMT CBA.

6.3.1. How much did SHMT cost?

First, we discuss the net costs of SHMT in June 2021 prices. Tables 6.9a and 6.9b present the ten-year estimated costs of providing SHMT housing compared to the public housing counterfactual. These two tables provide the calculations for the comparison of the overall costs of the SHMT program with the counterfactual costs if the NSW government had continued to manage the relevant dwellings as public housing. Table 6.9a provides the total costs of SHMT, which include one-off costs associated with the transfers. These costs are relevant for all existing tenants of SHMT. Table 6.9b provides the ongoing costs of SHMT excluding these one-off costs; these are the relevant costs for new tenants of SHMT dwellings.

The net unit cost of management of SHMT housing (C3) in Table 6.9a is computed as the difference between the per-dwelling-night cost of the reform (C1) minus the per-dwelling-night cost of the base case (C2). This equals a cost of $2.49 per dwelling night in the first year and $0.96 thereafter when one-off transitory costs are no longer relevant. Tenancy management and access and demand service costs are included in the unit costs provided at C1, C2 and C3. Details behind the measurement of the unit cost estimates of C1, C2 and C3 are provided in Section 2.4.

Table 6.9a Estimated full costs of SHMT compared to public housing base scenario over first 10 years, June 2021 prices, ($)

		Years after entry to treated dwelling										
		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Net present cost
Recurrent costs per dwelling night (pdn) [1]												
Reform	C1	9.6	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	NA
Base case	C2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	NA
Net unit cost per dwelling night	C3=C1-C2	2.5	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	NA
Net rental revenue												
Impact on weekly rent charged – existing tenants[2]	C4	6.3	-2.4	2.0	2.0	2.0	2.0	2.0	2.0	2.0	2.0	NA
Impact on daily rent charged – existing tenants	C5=C4/7	0.9	-0.3	0.3	0.3	0.3	0.3	0.3	0.3	0.3	0.3	NA
Time spent in SHMT dwellings												
Total number of days in dwellings per existing tenant households[3]	C6	4,524,788	4,125,786	3,726,783	3,327,781	2,928,779	2,529,776	2,130,774	1,731,772	1,332,769	933,767	NA
Total net annual costs												
Net recurrent costs	C7=C6*(C3-C5)	7,195,099	5,349,917	2,528,351	2,257,657	1,986,963	1,716,269	1,445,575	1,174,881	904,187	633,493	NA
Discounted net recurrent cost (annual)	TC=C7/(1+r/100)^t	6,724,391	4,672,825	2,063,887	1,722,356	1,416,677	1,143,622	900,231	683,791	491,818	322,036	20,141,634
Transfers												
CRA transfers from Australian Government to CHPs (existing tenants):												
Net CRA transfer (pdn)	T1	8.6	8.8	8.7	8.7	8.7	8.7	8.7	8.7	8.7	8.7	NA
Discounted annual net CRA transfer	T2=(T1*C6)/(1+r/100)t	36,451,148	31,582,515	26,442,344	22,066,669	18,150,342	14,651,990	11,533,686	8,760,675	6,301,126	4,125,893	180,066,387
Annual rent foregone by NSW government (existing tenants)[4]	T3	93,755,230	90,589,504	79,524,467	71,010,303	62,496,138	53,981,974	45,467,809	36,953,645	28,439,480	19,925,316	NA
Discounted rent foregone (existing tenants)	T4	87,621,711	79,124,381	64,915,654	54,173,420	44,558,883	35,970,468	28,315,066	21,507,358	15,469,193	10,129,020	441,785,154

1. Includes tenancy management costs, access and demand service costs and one-off costs associated with SHMT.

2. Average treatment effect on weekly rent paid (excluding CRA) estimated from outcome evaluation

3. Calculated across all existing principal tenants of SHMT dwellings from HOMES for years 1 and 2. Years 3 to 10 are estimated based on linear trend.

4. The rent foregone by NSW government is the rent they would have raised if no transfer had occurred. Weekly rent foregone is therefore estimated as average weekly rent collected from SHMT properties by CHPs minus C4, the impact on rent charged estimated in the outcome evaluation. This is then converted to a daily amount and multiplied by C6.

Table 6.9b Estimated ongoing costs of SHMT compared to public housing base scenario over first 10 years, June 2021 prices, ($)

		Years after entry to treated dwelling										
		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Net present cost
Recurrent costs per dwelling night (pdn)[1]												
Reform	C1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	8.1	NA
Base case	C2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	7.2	NA
Net unit cost per dwelling night	C3=C1-C2	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	NA
Net rental revenue												
Impact on weekly rent charged – new tenants[2]	C4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	NA
Impact on daily rent charged – new tenants	C5=C4/7	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	NA
Time spent in SHMT dwellings												
Total number of days in dwellings per new tenant households[3]	C6	445,194	405,936	366,678	327,420	288,163	248,905	209,647	170,389	131,131	91,873	NA
Total net annual costs												
Net recurrent costs	C7=C6*(C3-C5)	427,386	389,699	352,011	314,324	276,636	238,949	201,261	163,574	125,886	88,198	NA
Discounted net recurrent cost (annual)	TC=C7/(1+r/100)^t	399,426	340,378	287,346	239,796	197,238	159,222	125,335	95,201	68,474	44,836	1,957,251
Transfers												
CRA transfers from Australian Government to CHPs (new tenants):												
Net CRA transfer (pdn)	T1	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	8.0	NA
Discounted annual net CRA transfer	T2=(T1*C6)/(1+r/100)t	3,316,805	2,826,471	2,386,098	1,991,247	1,637,846	1,322,163	1,040,774	790,544	568,600	372,311	16,252,860
Annual rent foregone by NSW government (new tenants)[4]	T3	9,625,186	8,776,424	7,927,661	7,078,898	6,230,135	5,381,373	4,532,610	3,683,847	2,835,084	1,986,321	NA
Discounted rent foregone (new tenants)	T4	8,995,501	7,665,668	6,471,333	5,400,457	4,442,000	3,585,836	2,822,682	2,144,032	1,542,098	1,009,745	44,079,353

1. Includes tenancy management costs and access and demand service costs.

2. Average treatment effect on weekly rent paid (excluding CRA) estimated from outcome evaluation.

3. Calculated across all new principal tenants of SHMT dwellings from HOMES for year 1. Years 2 to 10 take year 1 values.

4. The rent foregone by NSW government is the rent they would have raised if no transfer had occurred. Weekly rent foregone is thus estimated as rent collected from SHMT properties by CHPs minus C4, the impact on rent charged estimated from the outcome evaluation. This is then converted to a daily amount and multiplied by C6.

As discussed in Section 2.4, when calculating the overall costs of SHMT it is important to also consider the base rent paid by tenants (excluding CRA) that may offset the above costs for SHMT delivery. The net impact of SHMT on weekly rents paid by existing tenants is presented as 'C4'. See Section 6.1 for further details on these impact estimates. C5 converts these weekly figures to a per-dwelling-night estimate.

Annual SHMT cost estimates (C7) are then calculated by multiplying the respective per-dwelling-night unit costs net of rent revenue (C3-C5) by the total amount of time "treated" households spent in SHMT dwellings in each year (C6). Costs C7, which can be thought of as the recurrent costs of a more traditional CBA, are then discounted in the row labelled TC.

The ten-year sum of costs (TC) presented in the final column shows that SHMT is estimated to cost an additional $20,141,634 compared to continuing with public housing management over the first 10 years when considering existing tenants only.

In the final set of rows in Table 6.9a we present the net cost impacts of SHMT on the Australian Government (as a result of CRA payments now paid to community housing tenants) and to the NSW government from the rent foregone as a result of transferring the management of SHMT housing to CHPs. These are not included as costs in the CBA in line with the NSW Treasury (2017) guidelines as they are net transfers.

The daily cost estimate of CRA paid to SHMT tenants by the Australian Government (T1) equals $8.60 per dwelling night on average for each existing SHMT tenant in the year following the transfer, and $8.80 per dwelling night two years following the transfer and so on. Again, for details behind the estimates of the average effects of SHMT on the CRA see Section 6.1.

Converting these to annual estimates and discounting (T2), SHMT is estimated to increase the total payment of CRA to social housing tenants by just under $180.1 million over ten years in present values when existing tenants only are considered.

Finally, estimates of the rental revenue foregone by the NSW government in transferring the management of SHMT dwellings to CHPs (T3) are presented. Discounting these annual estimates (T4) and then summing over the ten years shows that the NSW government is estimated to lose around $441.8 million in rental revenue due to SHMT over ten years in present values when considering existing tenants only.

The equivalent costs for new tenants of SHMT dwellings are presented in Table 6.9b. In this table, unit costs exclude any one-off costs associated with the reform. We then undertake the same calculations as conducted in Table 6.9a for existing tenants, replacing values with those estimated for new tenants where relevant. This shows that in relation to the 2,082 new tenants that SHMT has already housed it costs an additional $9,231,823 in present values. SHMT is also estimated to add an additional $16.3 million in CRA transferred from the Australian Government to CHPs for new tenants. However, the $44.1 million in rental revenue for these 2,082 new tenants is no longer received by the NSW government.

6.3.2. What did the resources from SHMT achieve?

In Section 6.1 SHMT is shown to affect tenant outcomes in several key areas. These estimates are used in the CBA by multiplying them with the monetary values that

were presented in Table 2.12 of Section 2.4.3 to calculate the overall net benefits of SHMT. Resulting estimates of the benefits achieved by SHMT compared to a base case scenario of continued public housing provision are presented in Table 6.10. Panel A of the table presents the results for the sample of tenants that were in SHMT housing at the time of the transfer (the existing tenant cohort) and Panel B presents the results for new entrants to SHMT housing (the new tenant cohort).

As discussed in Section 2.4, the payment of CRA to SHMT tenants (which flows through to CHPs via an increase in rent) is considered a transfer. The additional revenue which is currently being used by CHPs to cover the ongoing costs of delivering SHMT housing is paid for by other taxpayers, thus cannot be considered a net benefit to the people of NSW unless it improves tenants' welfare by more than its cost. Over time however, this injection of CRA into the social housing sector may allow CHPs to increase social housing stock. This should be monitored over time.

Table 6.10 presents the steps involved in calculating the annual monetary benefits of SHMT over ten years. It shows how the monetary values of key outcomes presented in Table 2.12 (reproduced in column B1 of the table) are multiplied by the estimate of the overall SHMT effect for each outcome. This overall SHMT effect is computed by multiplying the population of individuals 'treated' by the SHMT reform (B2) by the estimate of the causal impact of SHMT for each outcome (reproduced by year in the two B3 columns), to generate the estimated benefit for years 1 and 2. Thus the annual monetary benefit (B4) equals B1 times B2 times B3. Outcomes where average treatment effects are not significant are denoted by zeros in the table.

The effects of SHMT are expected to persist beyond the period captured in the outcome evaluation (which is two years for the existing sample of tenants and 1 year for new tenants). For new tenants we assume that the 1-year outcomes are repeated for years 2 to 10, whereas for existing tenants longer-term outcomes are predicted for years 3 to 10 after the transfer by taking a simple average of the effects on outcomes in the two years.[74] In the future, once outcomes for further years are known, these predictions should be substituted for the *ex-post* outcome effects estimated and the CBA analysis updated.

We illustrate how to read Table 6.10 Panel A using an example focusing on the use of mental health outpatient services of existing tenants. Column 'B1' shows that mental health outpatient services cost the government on average $270 per person treated. Column 'B2' shows that there were 23,084 individuals that lived in SHMT dwellings at the time of the SHMT transfer. Column 'B3' shows that the causal impacts of SHMT are to increase the use of mental health outpatient services by 1.3 percentage points one year after the SHMT transfer and by 0.9 percentage points two years after the transfer. This equates to a disbenefit of $87,570 in year 1 and $61,302 in year 2. The predicted dissavings in Years 3 through 10 take the simple average of savings over the first two years, which comes to $74,436 per year.

[74] Another option would be to predict using a linear extrapolation of estimates from earlier years, but as the two-year outcomes do not have the same predicted power of those of year 1 (and therefore are more likely to be zero) a simple average was considered to be more appropriate.

Table 6.10 Estimated benefits of SHMT compared to public housing base case scenario over first 10 years

	$ Benefit (-Cost) Value B1	Number of treated persons B2	Estimates of average treatment effects (ATEs) B3		Total estimated annual benefit ($) B4=B1xB2xB3		Total predicted annual benefit ($) Mean of B4
			Year 1	Year 2	Year 1	Year 2	Years 3 to 10
A. Existing tenant cohort							
Health							
Hospital days (non-psychiatric)	-$1,579	23,084	0	0	$0	$0	$0
Days in psychiatric ward/hospital	-$1,269	23,084	0	0	$0	$0	$0
Ambulance call-out	-$910	23,084	0	-0.008	$0	$168,955	$84,477
Number of emergency department presentations (leading to admission)	-$1,049	23,084	0	0	$0	$0	$0
Number of emergency department presentation (not admitted)	-$657	23,084	0	0.156	$0	-$2,365,838	-$1,182,919
MBS services	Actual value	23,084	0	0	$0	$0	$0
PBS costs	Actual value	23,084	0	0	$0	$0	$0
Use of mental health services (ambulatory)	-$297	23,084	0.013	0.009	-$87,570	-$61,302	-$74,436
Housing							
Evicted from social housing	-$25,432	23,084	0.000	0.003	$0	-$1,581,997	-$790,999
Use of homelessness support with accommodation	-$12,201	23,084	0	0	$0	$0	$0
Safety							
Adult days in custody	-$292	20,695	0	0	$0	$0	$0
Juvenile justice days in custody	-$1,956	20,695	0	0	$0	$0	$0
Proven court appearance	-$11,556	20,695	0	0	$0	$0	$0
Child ever in contact with child protection services	-$1,412	5,200	0	0	$0	$0	$0
Education							
Child achieves minimum NAPLAN standard	$4,954	0	0	0	$0	$0	$0
Completion of a VET qualification/apprenticeship at Cert III or above	$16,628	18,582	0	0	$0	$0	$0
Centrelink payments							
Income support payments (annual)	Actual value	18,582	$108.6	0	$2,018,919	$0	$1,009,460

Table 6.10 Estimated benefits of SHMT compared to public housing base case scenario over first 10 years

	$ Benefit (-Cost) Value B1	Number of treated persons B2	Estimates of average treatment effects (ATEs) B3		Total estimated annual benefit ($) B4=B1xB2xB3		Total predicted annual benefit ($) Mean of B4
			Year 1	Year 2 (Uses Year 1 values)	Year 1	Year 2	Years 3 to 10
B. New tenant cohort							
Health							
Hospital days (non-psychiatric)	-$1,579	2,072	0	0	$0	$0	$0
Days in psychiatric ward/hospital	-$1,269	2,072	0	0	$0	$0	$0
Ambulance call-out	-$910	2,072	0	0	$0	$0	$0
Number of emergency department presentations (leading to admission)	-$1,049	2,072	0	0	$0	$0	$0
Number of emergency department presentations (not admitted)	-$657	2,072	0	0	$0	$0	$0
MBS services	Actual value	2,072	0	0	$0	$0	$0
PBS costs	Actual value	2,072	0	0	$0	$0	$0
Use of mental health services (ambulatory)	-$297	2,072	0.023	0.023	-$13,972	-$13,972	-$13,972
Housing							
Evicted from social housing	-$25,432	2,072	0.010	0.010	-$541,417	-$541,417	-$541,417
Use of homelessness support with accommodation	-$12,201	2,072	0	0	$0	$0	$0
Safety							
Adult days in custody	-$292	1,583	-1.958	-1.958	$905,008	$905,008	$905,008
Juvenile justice stays	-$1,956	1,583	0	0	$0	$0	$0
Proven court appearance	-$11,556	1,583	0	0	$0	$0	$0
Child ever in contact with child protection services	-$1,412	725	0	0	$0	$0	$0
Education							
Child achieves minimum NAPLAN standard	$4,954	0	0	0	$0	$0	$0
Completion of a VET qualification/apprenticeship at Cert III or above	$16,628	1,394	0	0	$0	$0	$0
Centrelink payments							
Income support payments (annual)	Actual value	1,394	0	0	$0	$0	$0

Panel B shows that a further 2,072 individuals started tenancies in SHMT dwellings after the transfer. Using the same example of mental health outpatient services as for panel A, Table 6.10 Panel B shows that the causal impacts of SHMT are to increase new entrants' use of mental health outpatient services by 2.3 percentage points one year after their entry to SHMT dwellings. This leads to a disbenefit of $13,972 in year 1 which is assumed to continue in years 2 to 10.

Table 6.10 Panel A shows that SHMT adversely affected existing tenants on a number of key outcomes, with disbenefits from an increase in dwelling evictions and an increase in the number of visits to hospital emergency departments. The only outcome which showed a positive monetary benefit was from reduced ambulance call-outs, with SHMT reducing the probability of call-out by 0.8 percentage point in the second year following the transfer leading to a saving of $168,955 in year 2 and an average predicted saving of $84,777 for years 3 to 10.

In addition to the disbenefits associated with an increase in the use of mental health services, the only other outcomes affected by SHMT relative to a public housing base case for new entrants relates to evictions and contact with the justice system. SHMT led to a 1 percentage point increase in evictions of new tenants compared to a public housing counterfactual. This leads to a further annual disbenefit of $541,417 if we assume that this eviction rate persists in Years 2 to 10. On the other hand, SHMT led to a 1.958 day reduction in the average number of days tenants spent in adult prison which if it persists in later years leads to a benefit of $905,008 each year.

Future costs and benefits require discounting. Thus Table 6.11 presents the annual benefit estimates by outcome discounting the amounts in Table 6.10 by a 7% discount rate. Table 6.12 then presents the total estimated annual benefits. All monetary values are reported in June 2021 prices.

For existing tenants, Table 6.11 Panel A shows that while SHMT led to savings in the number of ambulance callouts (of $588,169), it led to greater increases in expenditure on other health and hospital services due to an increase in emergency department visits that did not lead to hospital admission, costing an additional $8.2 million, and increased utilisation of community mental health services, costing an additional $523,610. Table 6.11 also shows a large increase in expenditure arising from an increase in evictions from SHMT housing for existing tenants. This increased government expenditure by over $5.5 million.

Panel B of Table 6.11 however shows that SHMT led to overall savings when considering its impact on new tenants. Although SHMT led to an increase in expenditure on mental health services (by $98,130) and evictions from social housing (by over $3.8 million), a reduction in the average number of days tenants spent in adult detention saves almost $6.4 million. Overall, the result is a net benefit of $2,455,580.

Table 6.11 Discounted benefits of SHMT compared to base scenario of public housing over first 10 years

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Net present benefit	NPB per capita
A. Existing tenant cohort												
Health												
Hospital days (non-psychiatric)	0	0	0	0	0	0	0	0	0	0	0	0
Days in psychiatric ward/hospital	0	0	0	0	0	0	0	0	0	0	0	0
Ambulance call-out	0	147,572	68,959	64,447	60,231	56,291	52,608	49,167	45,950	42,944	588,169	25
Emergency department presentation (leading to admission)	0	0	0	0	0	0	0	0	0	0	0	0
Emergency department presentation (not admitted)	0	-2,066,415	-965,614	-902,443	-843,405	-788,229	-736,663	-688,470	-643,430	-601,336	-8,236,004	-357
MBS services	0	0	0	0	0	0	0	0	0	0	0	0
PBS costs	0	0	0	0	0	0	0	0	0	0	0	0
Use of mental health services (ambulatory)	-81,841	-53,544	-60,762	-56,787	-53,072	-49,600	-46,355	-43,322	-40,488	-37,839	-523,610	-23
Housing												
Evicted from social housing	0	-1,381,778	-645,691	-603,449	-563,971	-527,076	-492,594	-460,368	-430,251	-402,104	-5,507,282	-239
Use of homelessness support with accommodation	0	0	0	0	0	0	0	0	0	0	0	0
Safety												
Adult days in custody	0	0	0	0	0	0	0	0	0	0	0	0
Juvenile justice stays	0	0	0	0	0	0	0	0	0	0	0	0
Proven court appearance	0	0	0	0	0	0	0	0	0	0	0	0
Child ever in contact with child protection services	0	0	0	0	0	0	0	0	0	0	0	0
Education												
Child achieves minimum NAPLAN standard	0	0	0	0	0	0	0	0	0	0	0	0
Completion of a VET qualification/apprenticeship at Cert III or above	0	0	0	0	0	0	0	0	0	0	0	0
Centrelink payments												
Income support payments (annual)	1,886,840	0	824,020	770,112	719,731	672,646	628,641	587,515	549,079	513,158	7,151,741	310

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Net present benefit	NPB per capita
B. New tenant cohort												
Health												
Hospital days (non-psychiatric)	0	0	0	0	0	0	0	0	0	0	0	0
Days in psychiatric ward/hospital	0	0	0	0	0	0	0	0	0	0	0	0
Ambulance call-out	0	0	0	0	0	0	0	0	0	0	0	0
Emergency department presentation (leading to admission)	0	0	0	0	0	0	0	0	0	0	0	0
Emergency department presentation (not admitted)	0	0	0	0	0	0	0	0	0	0	0	0
MBS services	0	0	0	0	0	0	0	0	0	0	0	0
PBS costs	0	0	0	0	0	0	0	0	0	0	0	0
Use of mental health services (ambulatory)	-13,058	-12,203	-11,405	-10,659	-9,962	-9,310	-8,701	-8,132	-7,600	-7,102	-98,130	-47
Housing												
Evicted from social housing	-505,998	-472,895	-441,958	-413,045	-386,023	-360,769	-337,168	-315,110	-294,495	-275,229	-3,802,689	-1,835
Use of homelessness support with accommodation	0	0	0	0	0	0	0	0	0	0	0	0
Safety												
Adult days in custody	845,802	790,469	738,756	690,427	645,258	603,045	563,594	526,723	492,265	460,060	6,356,400	3,068
Juvenile justice stays	0	0	0	0	0	0	0	0	0	0	0	0
Proven court appearance	0	0	0	0	0	0	0	0	0	0	0	0
Child ever in contact with child protection services	0	0	0	0	0	0	0	0	0	0	0	0
Education												
Child achieves minimum NAPLAN standard	0	0	0	0	0	0	0	0	0	0	0	0
Completion of a VET qualification/apprenticeship at Cert III or above	0	0	0	0	0	0	0	0	0	0	0	0
Centrelink payments												
Income support payments (annual)	0	0	0	0	0	0	0	0	0	0	0	0

Table 6.12 Total estimated annual benefits of SHMT compared to base scenario of public housing over first 10 years, June 2021 dollars

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
A. Existing tenant cohort										
Undiscounted net benefit/cost	-87,570	-3,840,183	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876
Discounted net benefit/cost[1]	-81,841	-3,354,164	-1,603,108	-1,498,232	-1,400,217	-1,308,614	-1,223,003	-1,142,994	-1,068,219	-998,335
Discounted net benefit/cost (upper bound)[2]	-85,019	-3,619,740	-1,797,225	-1,744,879	-1,694,057	-1,644,715	-1,596,811	-1,550,302	-1,505,148	-1,461,308
Discounted net benefit/cost (lower bound)[3]	-79,609	-3,173,705	-1,475,489	-1,341,354	-1,219,413	-1,108,557	-1,007,779	-916,163	-832,875	-757,159
Undiscounted net savings/dissavings to NSW government	-87,570	-3,840,183	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876	-1,963,876
Discounted net savings/dissavings to NSW government)[1]	-81,841	-3,354,164	-1,603,108	-1,498,232	-1,400,217	-1,308,614	-1,223,003	-1,142,994	-1,068,219	-998,335
B. New tenant cohort										
Undiscounted net benefit	349,619	349,619	349,619	349,619	349,619	349,619	349,619	349,619	349,619	349,619
Discounted net benefit[1]	326,747	305,371	285,394	266,723	249,274	232,966	217,725	203,482	190,170	177,729
Discounted net benefit (upper bound)[2]	339,436	329,550	319,951	310,632	301,585	292,801	284,273	275,993	267,954	260,150
Discounted net benefit (lower bound)[3]	317,836	288,942	262,674	238,795	217,086	197,351	179,410	163,100	148,273	134,793
Undiscounted net savings to NSW government	349,619	349,619	349,619	349,619	349,619	349,619	349,619	349,619	349,619	349,619
Discounted net savings to NSW government)[1]	326,747	305,371	285,394	266,723	249,274	232,966	217,725	203,482	190,170	177,729

Notes: costs and dissavings are represented by negative values in red.

1. Applying a 7% discount rate.
2. Applying a 3% discount rate.
3. Applying a 10% discount rate .

6.3.3. Did the economic benefits of SHMT housing outweigh its costs?

Table 6.13 combines the results of previous sections to summarise the findings of the CBA for SHMT against the base case scenario where public housing continues to be managed by the NSW government. Results are first presented separately for existing and new tenants for whom separate outcome comparisons were made. Then in the final two columns these estimates are combined to reflect the CBA estimates across all tenants. As the new tenant sample includes tenants who entered SHMT properties after the transfer occurred, transitory (one-off) costs (as defined in Section 2.4) are not included when estimating the costs for the new tenants.

For tenants in SHMT dwellings at the time of the transfer, the benefits of SHMT do not outweigh the costs. Compared to continuing with public housing management, SHMT has **a negative BCR of -0.68** and a net overall present cost of almost $33.8 million. With 23,084 individuals in SHMT housing at the time of the transfer, this equals a net present cost of $1,465 per person. The negative benefit-cost ratio indicates that the effect of SHMT on tenants already in SHMT housing at the time of the transfer is to further increase government expenditure in addition to expenditures directly related to the reform costs. Not included in these figures is the additional expenditure of the Australian Government due to Centrelink payment transfers to tenants, at a net present cost of $7,151,741, and due to CRA payments transferred to CHPs, at a net present cost of $180,066,387.

When looking at the effect of SHMT on new tenants, however, benefits seem to outweigh the costs with a BCR of 1.25 and a net present value of $498,329. With 2,072 new entrants to SHMT housing observed over the analysis period, the net present value per new tenant equals $241. This is partly driven by lower costs, as transitory costs are no longer relevant. In addition, SHMT appears to result in a relatively large decrease of 1.95 days per year that new tenants spend in adult custody. In Section 6.1 we saw no significant effect on proven court appearances for the new tenant cohort, thus this seems to be driven solely by the length of sentences that new SHMT tenants have received. It may be that CHPs are better able to connect tenants to services such as legal aid. However, as this is the only substantial difference in the benefits of SHMT for existing tenants versus new tenants this outcome should be monitored over time for persistence.

The estimates for new tenants described above are based on the 2,072 new entrants to SHMT that have already been observed over the analysis period (prior to June 2021). Over time we expect that this population will grow as existing tenants exit their dwellings and new tenants enter them. As a result, the relativities between the two groups will change. To account for this, in the final two columns of Table 6.13 we present estimates of the CBA that include predictions regarding the changes over time of the relative composition of SHMT tenants. We assume an exit rate of 7.6% each year for existing tenants, which is the one-year exit rate of existing tenants observed in the analysis data. Assuming that all these individuals will be replaced by new tenants, there will be a population of 12,612 new tenants over 10 years.

Table 6.13 Ten-year CBA results for SHMT compared to a public housing counterfactual (7% discount rate, June 2021 prices)

	Existing tenants		New tenants (within sample period)		All tenants[1]	
Category	**Total**	**Per capita**	**Total**	**Per capita**	**Total**	**Per capita**
Costs						
Tenancy Management and Access and Demand services	$26,362,806	$1,142	$1,957,251	$945	$38,276,320	$1,072
Rental offsets	-$6,221,172	-$270	$0	$0	-$6,221,172	-$174
Total costs	**$20,141,634**	**$873**	**$1,957,251**	**$945**	**$32,055,148**	**$898**
Benefits						
Health						
Hospital days (non-psychiatric)	$0	$0	$0	$0	$0	$0
Stay in psychiatric ward/hospital	$0	$0	$0	$0	$0	$0
Ambulance call-out	$588,169	$25	$0	$0	$588,169	$16
Emergency department presentation (leading to admission)	$0	$0	$0	$0	$0	$0
Emergency department presentation (not admitted)	-$8,236,004	-$357	$0	$0	-$8,236,004	-$231
MBS services	$0	$0	$0	$0	$0	$0
PBS costs	$0	$0	$0	$0	$0	$0
Use of mental health services (ambulatory)	-$523,610	-$23	-$98,130	-$47	-$1,120,917	-$31
Housing						
Evicted from social housing	-$5,507,282	-$239	-$3,802,689	-$1,835	-$25,644,803	-$718
Use of homelessness support with accommodation	$0	$0	$0	$0	$0	$0
Safety	$0	$0	$0	$0	$0	$0
Adult days in custody	$0	$0	$6,356,400	$3,068	$38,690,510	$1,084
Juvenile justice stays	$0	$0	$0	$0	$0	$0
Proven court appearance	$0	$0	$0	$0	$0	$0
Child ever in contact with child protection services	$0	$0	$0	$0	$0	$0
Education						
Child achieves minimum NAPLAN standard	$0	$0	$0	$0	$0	$0
Completion of a VET qualification/apprenticeship at Cert III or above	$0	$0	$0	$0	$0	$0
Total benefits	**-$13,678,726**	**-$593**	**$2,455,580**	**$1,185**	**$1,268,046**	**$36**
Transfers (not included in NPV or BCR)						
Income Support Payments	$7,151,741	$310	$0	$0	$7,151,741	$200
CRA	$180,066,387	$7,800	$16,252,860	$7,844	$278,995,257	$7,816
Net present value	**-$33,820,361**	**-$1,465**	**$498,329**	**$241**	**-$30,787,102**	-$862
Benefit-cost ratio	**-0.68**	**-0.68**	**1.25**	**1.25**	**0.04**	**0.04**

1. Assume an exit rate of 7.6% for existing tenants that is fully compensated by new entrants. This leads to a further 12,612 new entrants over 10 years in addition to the 23,084 existing SHMT tenants.

Multiplying the per capita new tenant costs and benefits by this predicted population and adding the costs and benefits of the existing tenant cohort produces the 'All tenants' estimates presented in the table.

This shows that even when we incorporate the increase in new tenants relative to existing tenants, a net present cost of SHMT of close to $30.8 million remains, or $862 per person it houses. **The predicted disbenefits of SHMT for existing tenants outweigh the more limited predicted benefits experienced by new tenants over the ten-year period. The overall BCR is 0.04.**

There is a large caveat, especially for new tenants. Only one-year outcomes were able to be estimated for new tenants and it is assumed that these effects continue over the ten-year period. Thus, if SHMT has a detrimental effect on tenants over a longer time horizon or if the positive effects wane, we overestimate SHMT's benefits for new tenants. This is, to a slightly smaller extent, also an issue in the analysis of existing tenants, although there we are at least able to examine outcomes over a two-year window and observe whether impacts on outcomes in the first year are sustained in the second year. This suggests that **caution should be taken in comparing the results between the existing and new tenant samples, and in drawing strong conclusions at this early stage.**

We also note that although CRA payments are considered transfers (as they are funded by other taxpayers) they do represent an injection of additional funding into the social housing system. At present it appears that this funding has been used by CHPs, at least in part, to deliver additional tenant services and to cover asset maintenance costs. Future evaluations should examine whether there is evidence that this funding is being used to grow sector capacity and has led to improved outcomes for tenants.

Table 6.14 reports results testing the sensitivity of these CBA results to alternative scenarios or assumptions, including assumptions about discount rates (alternative scenarios A and B), and expanding the criterion to include benefits related to outcomes where the p-value is less than 0.10 (instead of 0.05 which is used in the main analysis) (Alternative Scenario C). The table also presents the net cost implications to the NSW government. These are not presented as an alternative scenario but as a guide to the government to consider in their budget calculations, and these exclude benefits from services that are delivered by the Federal government where relevant, such as MBS and PBS. On the cost side, rental revenue losses are included which are partially offset by savings in tenancy management, access and demand services in SHMT areas, and in asset maintenance and repairs costs.

The results presented for Scenario A and B show that the results are not overly sensitive to assumptions about the discount rate: applying a 3% discount rate results in a slightly larger net present cost of SHMT of $35.2 million whereas a 10% discount rate results in a slightly lower net present cost of $28.1 million. However, the BCR is unchanged at 0.04.

Scenario C shows that if we expand the criterion to include benefits where the outcome effect is significant at the 10% level of significance, as opposed to the 5% criterion used in the main analysis, SHMT results in a net present cost of almost $51 million and a BCR of -1.0. Although we observe some further benefits when the criterion is expanded, with decreases in the use of homelessness services and in the

need for child protection services, at the same time there is a much larger offsetting increase in the need for acute health services, with relatively large increases in psychiatric ward stays.

Table 6.14 Sensitivity of CBA results for 'All tenants' to alternate assumptions

	NPV	NPV per capita	BCR
7% discount rate	-$30,787,102	-$862	0.04
Scenario A. 3% discount rate (upper bound)	-$35,174,405	-$985	0.04
Scenario B. 10% discount rate (lower bound)	-$28,093,578	-$787	0.04
Scenario C. Expanded criterion to include benefits (p<0.10)	-$50,979,790	-$1,428	-1.00
Scenario D. 20 year period, 7% discount rate	-$25,853,840	-$624	0.32
Cost implications to NSW government	-$147,573,336	-$4,134	0.01

Note: An exit rate of 7.6% for existing tenants that is fully compensated by new entrants is assumed. As a result, a further 12,612 new entrants are predicted over 10 years in addition to the 23,084 existing SHMT tenants.

In scenario D we see the results of the CBA when examined over the full 20-year contract window of the SHMT programme. Assuming that benefits (and disbenefits) continue over the entirety of the SHMT contract period this would translate to a net present cost of almost $25.9 million (or BCR of 0.32) after 20 years. We however caution against using these results due to the crude assumptions made to project benefits over this longer time frame.

The final row of Table 6.14 shows the overall estimated cost implications of SHMT to the NSW government. From the cost analysis in Tables 6.9a and 6.9b we saw that while the NSW government saves from no longer having to pay for tenancy management, repairs and maintenance, and access and demand services in SHMT areas, this does not make up for the loss in rental revenue. This loss of revenue is also not offset by the $1.3 million of benefits that SHMT delivers overall. As such, SHMT is estimated to have a net present cost to the NSW government of $147.6 million over 10 years, or $4,134 per person it houses.

6.3.4. What about the non-monetised benefits of SHMT?

There are other potential costs and benefits of SHMT that may not have been fully monetised. The CBA estimates in the previous section account for impacts on tenant evictions and on homelessness service usage, where relevant, but there are also indications that SHMT has had a broader effect on the housing security of tenants, with security decreasing for certain tenants and improving for others. If the effects of housing security (or insecurity) flow through to health or quality of life more generally and are not captured by changes in health or homelessness service usage then the benefit estimates in the previous CBA analysis could be either under- or overstated.

There is also some evidence that SHMT has had an impact on the quality of life of certain tenants (some positive and some negative) from both the qualitative analysis and from the satisfaction surveys of tenants. However, as the former are not observed for a suitable comparison group and the latter suffers from low response rates we are not able to quantify the overall effects on quality of life due to SHMT.

Perhaps the best estimates of the potential magnitude of quality-of-life effects that arise due to changes in housing security come from evaluations of the Housing First program, which has been implemented in cities around the world using an experimental design, therefore giving us confidence that the observed effects are indeed causal impacts of the program. Housing First offers permanent supportive housing to homeless individuals. Typically, it targets the most vulnerable subgroups of the homeless, including those experiencing chronic homelessness and/or those with mental illness. This is not the counterfactual for SHMT tenants, who are a vulnerable population, but are already housed in public housing, and thus the estimates in these studies provide bounds (both upper and lower) of the range of estimates that could be expected for SHMT tenants.

Aubry et al. (2020) provides a systematic review of the effects of permanent supportive housing in high-income countries, with many of the studies included evaluating the effectiveness of Housing First interventions. In addition, Carnemolla and Skinner (2021) undertake an international review of outcomes associated with providing permanent housing for people who have been homeless, with Housing First interventions again providing much of the literature examined.

These studies suggest that large improvements in housing security led to small but significant improvements in the quality of life of those affected in the short to medium term. Aubry et al. (2020) finds that permanent supportive housing improves the adjusted standardised mean of the quality of life of those housed by 0.15 after 12 months, with this effect waning over time. They find little evidence of effects of permanent supportive housing on other health outcomes, however. Thus, based on this evidence alongside the qualitative evidence of the evaluation in this report, we expect that the Future Directions reforms have at best led to a small improvement, and at worst led to a small decrease, in the quality of life of its tenants, with an upper bound estimate of a 0.15 increase in the average standardised mean of the quality of life of tenants and a lower bound estimate of a 0.15 decrease in the average standardised mean of the quality of life of tenants.

Another challenge in undertaking the CBA is that we only have relatively crude proxies for tenants' welfare. While utilisation of health services is captured, actual health and wellbeing are not (at least not in the administrative data). Therefore, we cannot tell if changes in health service use reflect a change in need or a change in access to these services. By taking increases in the utilisation of these services as a cost we are implicitly assuming the former but this may not be accurate. The increase in acute health services are most affected by SHMT, such as increases in emergency department presentations, which seems to suggest that the health of tenants has been negatively affected by SHMT. However, the increase in the use of ambulatory mental health services that is also observed may lead to potential reductions in service usage (and health costs) in future years, after the initial increase in costs. Thus, a longer-term assessment of outcomes is required. In addition, there are likely to be substantial additional, and potentially unobservable, costs if SHMT has led to further homelessness due to the increase in evictions associated with SHMT, even if homelessness services are not utilised (and therefore the homelessness remains unobserved in administrative data). Again, it is important to monitor the data over a longer time period and seek other (complementary) measures where possible.

Finally, there are potential externalities associated with housing vulnerable people which we do not attempt to monetise. These include the potential impacts on neighbourhood amenity which may affect both social housing tenants and other residents. It is unlikely however that the simple transfer of management of SHMT dwellings from the state government to CHPs has had substantial externalities given that neither the quality nor quantity of housing provided change with the SHMT programme.

6.3.5. Limitations of CBA

In the previous subsection we discussed some of the limitations of CBA analysis by focusing on potential factors that we have been unable to fully measure and/or monetise. Even in the absence of these issues, CBA as an analysis method has its limitations.

CBA is a method to determine the economic efficiency of a project and does not explicitly account for equity concerns. It treats a dollar taken from a wealthy person equivalently to a dollar given to a poor person. However, as outlined by NSW Treasury (2017, p.4), '(w)hile acknowledging its limitations, CBA is widely used as the first-best and preferred method to assess the merits of proposed government policies and public expenditure.' Treasury does not recommend weighing the welfare of some groups, such as those on the lowest incomes, more than the welfare of others in the CBA. Rather it recommends that a thorough analysis of the distribution of the benefits of the reform be considered alongside the CBA results. Thus, it is essential to consider the subgroup analysis presented in Chapter 7 in addition to the results of the CBA.

6.4. Discussion

The SHMT program is different from the other programs in the Future Directions strategy in that it is a transfer of the management of mostly older dwellings in specific regions rather than the delivery of new or redeveloped dwellings as is the case for other Future Directions Programs like SAHF and LAHC FDI. Therefore, there are different expectations regarding the impact of SHMT on tenants' outcomes, especially on the outcomes of existing tenants who may have already lived in the SHMT dwelling for many years. The results in this section show that impacts on existing and new tenants are quite different, which may be due to existing tenants directly experiencing the transfer and/or to the different characteristics of new and existing tenants (see Section 3.2).

We find a number of significant impacts from the analyses comparing SHMT tenants to public housing tenants. The strongest and most consistent results are summarised in Table 6.15 below.

For existing SHMT tenants, tenancy exit rates decreased; this was mostly due to a lower transfer rate to other social housing. At the end of two years existing SHMT tenants were 7.3 percentage points less likely to be in social housing than existing public housing tenants. However, positive exits were (slightly) lower in the first year compared to public housing tenants and the same as public housing tenants in the second year, and negative exits were slightly higher in the second year. This

suggests that, overall, the various changes in exit rates reflect a negative impact on existing tenants.[75]

Table 6.15 Summary of Outcome Evaluation Results

	Impact of SHMT on		
	Existing Tenants		New Tenants
	Year 1	Year 2	Year 1
Tenancy exit rates	Decrease	Decrease	
In social housing	Less likely	Less likely	Less likely
Positive exits	Decrease		Increase
Negative exits		Increase	Increase
Risk of homelessness	Decrease	Decrease	Decrease
Total days in custody			Decrease
Use of ambulatory mental health services for mental health issues	Increase	Increase	Increase
Number of days on income support	Increase		
Enrolment in vocational education			Decrease
Notes: Green indicates a positive impact; red indicates a negative impact; grey indicates an impact which may be positive or negative; and white indicates no impact. Impact of SHMT compared to Public Housing tenants			

New SHMT tenants are also less likely to remain in social housing due to a similarly lower transfer rate to other social housing when they do exit (although unlike existing tenants, they experience no impact on tenancy exit rates). However, new SHMT tenants differ from existing tenants in that they have a 1.6 percentage point higher positive exit rate than new public housing tenants and a 1 percentage point higher negative exit rate. So overall, impacts on exit rates reflect a more positive impact for new tenants than for existing tenants.

The risk of homelessness (and thus the use of homelessness services) decreases for existing and new SHMT tenants compared to public housing tenants (with larger impacts for new SHMT tenants). This implies that SHMT provides some protection from homelessness for existing tenants and substantially better protection for new tenants.[76]

New SHMT tenants spend on average fewer days in custody than new public housing tenants (a positive impact of SHMT) but there is no difference for existing tenants. Negative impacts on enrolment in/completion of a VET course are observed when comparing new SHMT tenants with public housing tenants.

Although there are no strong patterns in terms of health outcomes, administrative data point to increases in the use of ambulatory mental health services for existing and new SHMT tenants. These increases imply an increase in costs for SHMT tenants but may also indicate a better use of primary (preventive) health services which may lead to reduced health services use in future years.

[75] Note that for a relatively large proportion of tenants who exit the reason and/or destination are unknown.
[76] Results also show that SHMT tenants fared better than other community housing tenants.

For existing tenants, the number of days on and the amount of income support increased slightly in the first year (without changing the overall probability of being on income support), but there is no change for new tenants. We interpret this as being little impact on economic outcomes.

In summary, the impacts on outcomes are quite mixed. The strongest results are a decrease in the likelihood of homelessness (experienced by all SHMT tenants but with much larger impacts for new tenants) and the decrease in the total days in custody for new SHMT tenants. The decrease in the probability of remaining in social housing is consistent across new and existing tenants but we are reluctant to classify this as a success of SHMT given the observed increases in negative exits. The increase in the use of ambulatory mental health services is also observed consistently across years and across new and existing tenants. As discussed above, it is difficult to know if this reflects an improvement or deterioration in tenant outcomes.

Since the above impacts on outcomes for SHMT tenants are quite mixed, especially for existing SHMT tenants, the economic evaluation is particularly helpful in summarising the overall impact of SHMT. That is, it assists in assessing whether there may have been an overall benefit or cost to the reform. The cost-benefit analysis revealed increases in the costs of delivering SHMT ($22 million) as well as disbenefits ($13.7 million) for existing tenants, whereas a small positive benefit ($2.5 million) was observed for new tenants – largely driven by reductions in adult days in custody. Combining these effects for existing and new tenants and accounting for expected increases in the ratio of new tenants to existing tenants over time finds that SHMT is predicted to lead to a net present cost of almost $30.8 million over ten years (and a BCR of 0.04).

Viewed from the NSW government's perspective, SHMT is more costly as the state government loses rent revenue from SHMT tenants. The cost savings in no longer having to deliver tenancy management, access and demand services and repairs and maintenance associated with SHMT dwellings in SHMT areas do not make up for this.

The overall negative impact may be due to the relatively low quality of dwellings, coupled with the maintenance issues that occurred, perhaps further deteriorating the quality of the SHMT dwellings relative to similar public housing. In the period of observation these were both largely out of CHPs' control. The transfer also generated uncertainty for some existing tenants. A key question is whether any negative impact arising from the direct impacts of the transition will disappear over time, and it is therefore crucial to continue monitoring tenants' outcomes in future years. In addition, tenant investments in their health now (through greater use of health services) may lead to lower expenditures on health services in future. Impacts on education and employment outcomes are especially relevant for younger, healthy SHMT tenants, and should be carefully monitored in future evaluations.

Another consideration to keep in mind is that many of the benefits of social housing (and in this case also cost of additional stress due to the transition) are not easily monetised. Although some of these are likely to be small given that SHMT does not involve any changes to the quality of tenants' housing, there is also broader evidence of improved satisfaction from tenant satisfaction surveys. That is, despite the dissatisfaction expressed in several of the tenant interviews, these surveys show that in 2020, SHMT tenants were, on average, more satisfied with their personal

relationships (and with their community) than public housing tenants, and in 2021 SHMT tenants were equally satisfied. In 2020, SHMT tenants also scored higher on satisfaction with what they are achieving in life, and with how DCJ housing/CHP listens to tenants' views and acts on them than public housing tenants, indicating that SHMT tenants may have felt more in control of (empowered regarding) what happened to them. By 2021, of these latter two impacts, only the higher satisfaction score on how DCJ housing/CHP listens to tenants remains. These higher satisfaction levels have not been monetised and therefore are not included in the CBA. However, this is unlikely to change the overall conclusion based on the CBA. The broader social benefits associated with community housing are unlikely to be much different from the benefits associated with public housing, and so the impact on societal welfare is likely to be limited and would also not affect the CBA's conclusion.

In terms of the anticipated mechanism for improved tenant experiences through SHMT, there is a notable absence of tenants mentioning tenant support coordination in the tenant interviews except for perhaps a few tenants mentioning assistance they received from CHPs to access services.[77] Tenant support coordination is not discussed explicitly in any of the interviews. It is not clear whether this is because tenants do not know about it or whether it has not affected their social housing experience. Although COVID-19 with its potential impacts on in-person engagement and provision of support could be (partly) to blame, this is an important omission as the expectation was that tenant support coordination would provide a better experience for tenants and link them to services they need. Tenant support coordination in these early months could have assisted and steered tenants through the transition. It appears, however that tenant support coordination was still not fully developed and had not yet received sufficient attention at that early stage. This is supported by CHP interview results reported in Chapter 4 which indicate that some CHP stakeholders felt that the complexity of SHMT prevented them from building the trusting relationship that they seek with their tenants (and which may be essential for effective provision of tenant support coordination). The COVID-19 pandemic may also have adversely affected the ability of CHPs to engage with tenants.

Finally, one unintended negative consequence that was evident from both administrative data and from the tenant interviews relates to the process of applying for CRA. This seems to have created difficulties for tenants, some of whom ended up not applying (and therefore not receiving CRA) or who delayed applying. At the time of transfer 28% of tenants did not receive CRA. This decreased to 15% one year after transfer for those who were still in their SHMT dwelling. Although CHPs may have tried to address this issue, it nevertheless created financial stress and confusion amongst some SHMT tenants as is evident from the tenant interviews and may require continued attention.

In terms of community-wide impacts, it is still too early to expect significant changes in communities that contain a substantial number of SHMT dwellings, and in which we would expect to see community impacts over the longer term.

[77] As tenant support coordination is intended to build and maintain stronger partnerships with specialist support services, this may well occur outside the view of tenants.

7. For whom did SHMT improve outcomes?

Key takeaways

Impacts and differences in impacts between subpopulations are generally stronger for new SHMT tenants than for existing SHMT tenants. (All impacts are calculated relative to public housing tenants.)

Key findings are that:

- New SHMT tenants are more likely to exit their tenancy and for that exit to be positive (to private rental) in regional areas than in major cities, compared to similar new public housing tenants
- Few impacts on domestic violence, except an increase for Aboriginal tenants (see below).
- Total days in custody decreases most substantially for new male SHMT tenants
- Impacts on education are negative (or zero at best) for all subpopulations of new SHMT tenants except on completing a VET course for new male SHMT tenants.
- There is no clear pattern in impacts on income support.
- Health impacts are often mixed, but SHMT tenants in major cities seemed to benefit from health improvements that were absent in rural areas, possibly due to greater availability of health services
- Older new SHMT tenants experience more health improvements
- Younger new SHMT tenants experience more improvements in terms of positive exits, housing security and contacts with the justice system.

Impacts for two specific vulnerable subpopulations

Aboriginal versus non-Aboriginal tenants

- Positive and negative impacts balance one another out for existing Aboriginal SHMT tenants
    - No differences in exit rates between existing Aboriginal and non-Aboriginal SHMT tenants
    - Slight improvements in housing security, like other subgroups
    - Health outcomes improved more for Aboriginal tenants
    - Increases in reports of domestic violence offences which were not observed for non-Aboriginal tenants
    - Mixed impacts on economic outcomes
- New Aboriginal SHMT tenants benefit substantially more than other SHMT tenants is in terms of improved housing security

    - Larger decreases in homelessness and risk of homelessness among new Aboriginal tenants than new non-Aboriginal tenants
- New Aboriginal tenants also benefit in terms of greater decreases in contacts with child protection
- New Aboriginal tenants also have a larger increase in income support than their non-Aboriginal counterparts, the largest of any subgroup
- However new Aboriginal tenants experience larger negative health and education impacts
    - Larger increase in general hospital visits
    - Larger decrease in VET certificate III (or above) enrolments

CALD versus English-speaking tenants

- Overall outcomes for existing CALD SHMT tenants are slightly poorer than for other subgroups
    - They did not experience the large decrease in contacts with child protection services experienced by English-speaking tenants
    - They experienced large increases in the number of emergency room visits
- New CALD SHMT tenants experienced the largest increase in negative exit rates of any subgroup and a smaller increase in positive exits than other subpopulations
- Nevertheless, SHMT improved new CALD tenants' risk of homelessness by more than for English-speaking tenants
- Except for the improved housing security, new CALD tenants do not benefit much from being in a SHMT dwelling relative to a public housing dwelling.
- Tenant interviews indicated that existing CALD tenants face challenges communicating with management making it difficult to advocate for better outcomes for themselves during the transfer process.

We repeat the analyses of Chapter 6, now allowing the effect of SHMT to vary across subgroups, to assess what tenant characteristics are associated with positive or negative SHMT outcomes. The subgroups considered in this section are defined: 1. by gender: male versus female tenants; 2. by Aboriginal status: tenants who reported being Aboriginal 3. by CALD: tenants who reported that English is not their main language versus all other tenants; 4. by age: tenants aged 55 and above versus those aged 54 and below; and 5. by location: tenants in major cities of NSW

versus those in regional and remote areas.[78,79] We only consider the comparison with public housing tenants here.

Tables in this chapter report impacts of SHMT by subgroup for outcomes where the difference in impact is significant for at least one year for the existing or new tenants. Full results are available in the tables in Appendix G.

The cost-benefit analysis in Chapter 6 shows that existing SHMT tenants experienced on average poorer outcomes after SHMT was introduced, while new SHMT tenants had on average better outcomes after SHMT was introduced. When we examine subgroups of tenants, we also find bigger differences between subpopulations for new tenants. This could indicate more heterogeneity across sub-populations of new tenants when they enter social housing or a greater responsiveness of some new tenants to the additional support available through the SHMT program.

We therefore again discuss existing and new tenants separately in the following sections. Each section starts with a brief overall summary, followed by a more detailed discussion in separate subsections for existing and new tenants.

7.1. Male versus female tenants

Overall, neither men nor women are affected unambiguously more positively or more negatively by the introduction of SHMT. The impacts for existing tenants are less and smaller than for new tenants, and differences between men and women are less prevalent among them. This suggests that it may be more difficult to affect existing tenants' outcomes than to affect new tenants' outcomes. Housing outcomes may have been slightly better for new female SHMT tenants than for new male SHMT tenants, but child protection and education outcomes were worse.

Since the SHMT implementation is still at an early stage, it will be important to assess estimated impacts in another one or two years' time to check the persistence of any of the observed impacts in this section (as well as in the other sections in this chapter). Further qualitative interviews and/or quantitative surveys with tenants can perhaps shed light on the increase in emergency room usage for men and psychiatric hospital admission for women so strategies to reduce these can be developed.

7.1.1. Existing male and female tenants

Amongst **existing SHMT tenants**, Table 7.1 shows that the management transfer resulted in a decrease in exit rates for both men and women two years after the management transfer, relative to that experienced by public housing tenants. Men's exit rates decreased slightly more than women's (2.5 percentage points versus 1.1 percentage points in year 2). **There was no significant gender difference in the probability of men and women remaining in social housing** two years after the

[78] Note that the variables Aboriginal status and whether English is the main language are missing for a substantial proportion of social housing tenants. As a result, the sample of analysis that can be used for the outcome comparisons for these groups is smaller.

[79] We also considered subgroups by timing of transfer with early transfer defined as before April 2019 and late transfer defined as after April 2019. This would allow an assessment of the impact of CHPs and DCJ having a longer preparation time before the transfer occurred, However, the small sample size of new tenants in the late transfer group was too small. For existing tenants, there are only a few significant differences without a strong pattern. We therefore do not report these results in the main text in this section. Readers interested in these results can find them in Appendix G.6.

transfer with both being less likely to remain in social housing than public housing tenants (by 6.4 percentage points and 7.9 percentage points, respectively). There were also **no gender differences in positive and negative exit rates and housing security** with these outcomes being largely unaffected.

In terms of non-housing outcomes, contacts with child protection services increased by 3.9 and 4.7 percentage points for girls (women under 18 years of age) as a result of SHMT and decreased by 3 and 6 percentage points for boys (men under 18 years of age) in year 1 and year 2 of the tenancy respectively as reported in Table 7.2. There is no (obvious) reason why the risk of harm to children would have increased as a result of the management transfer[80] and why it would have increased for girls and not for boys.

Table 7.1 SHMT impact on exits and housing security outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by gender

EXITS AND HOUSING SECURITY OUTCOMES	SHMT effect – Men			SHMT effect – Women		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Sustaining tenancy						
Moved out of focal dwelling	-0.037	-0.025	-0.007	-0.014	-0.011	0.010
Tenancy termination reason						
Relocation/Transfer/Re-sign	-0.019	-0.033	-0.016	-0.021	-0.039	-0.044
Tenant Initiated	0.000	0.013	0.037	0.003	0.016	0.053
Positive Exit (Tenants initiated moving to private rental)	-0.003	0.004	0.008	-0.002	0.002	0.017
Negative Exit (Exit due to breach of tenancy)	0.000	0.003	0.010	-0.001	0.002	0.009
Housing security						
Reported being in short-term/emergency accommodation	0.000	0.004	0.024	0.002	0.003	0.017
At risk of homelessness	-0.005	-0.006	-0.023	-0.003	-0.002	-0.048
Received tenancy/mortgage maintenance services	-0.003	-0.005	0.007	-0.002	-0.001	-0.018
Received other Specialist homelessness services	-0.006	-0.002	-0.014	-0.001	0.002	-0.018
In social housing (PH CH AbH) at financial year end	-0.005	-0.064	-0.030	-0.035	-0.079	-0.101

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. SHMT effect estimates that are significantly different at 5% are highlighted in grey. Full results are provided in Appendix G.1.

Example of interpretation: SHMT program effects increase new tenants' rate of positive exit by 0.8 ppt for men and 1.7 ppt for women and this difference between men and women is statistically significant at 5% level.

[80] A possible explanation could be greater reporting of families to child protection by CHP workers resulting from workers spending more time with tenants and therefore being more likely to observe issues of concern and / or greater care of tenants. However, this does not explain the difference between boys and girls.

There are no clear differences in health impacts between men and women. Female SHMT tenants made 0.05 fewer emergency room visits while male SHMT tenants made 0.39 additional emergency room visits. However, women were 0.7 percentage points more likely to need admission to a psychiatric hospital. **There were no differences in impacts on economic or education outcomes between male and female SHMT tenants.**

Table 7.2 SHMT impact on non-housing outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by gender

NON-HOUSING OUTCOMES	SHMT effect – Men			SHMT effect – Women		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Child protection and justice						
Individual (<18 years old) was in contact with child protection services	-0.060	-0.030	-0.047	0.039	0.047	0.005
Total days in custody/prison	0.113	-0.356	-3.512	0.005	0.062	-0.873
Total days in adult custody/prison	0.126	-0.253	-3.711	0.015	0.081	-0.842
Total days in juvenile custody/prison	-0.013	-0.103	0.200	-0.010	-0.019	-0.031
Centrelink payments over the year						
Total regular Centrelink payment amount (excl. CRA) ($)	49.014	-124.9	-19.8	149.9	69.0	343.0
Vocational education and training						
Enrolled in a VET course	0.003	0.016	-0.017	0.001	-0.018	-0.058
Enrolled in a VET certificate III (and above) course	0.000	0.004	-0.025	0.004	0.016	-0.051
Completed a VET program	0.003	0.014	0.009	0.001	-0.001	-0.014
Completed a VET certificate III (and above) program	0.002	0.012	0.003	0.001	0.001	-0.009
Health service usage						
Admitted to hospital (psych. unit)	-0.001	-0.001	0.005	0.000	0.007	0.014
Days in psychiatric unit	-0.063	0.300	-0.712	-0.040	0.493	0.966
Nr. emergency visits	0.051	0.385	0.423	-0.038	-0.054	-0.036
Nr. emergency visits (with no hosp. admission)	0.060	0.372	0.478	-0.020	-0.018	-0.027
Nr. emergency visits (with hosp. admission)	-0.009	0.012	-0.047	-0.018	-0.036	-0.007
Used ambulance service	-0.003	-0.003	0.041	0.002	-0.011	0.003
Nr. ambulance trips	-0.003	0.007	0.083	-0.004	-0.036	-0.002

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares, unless otherwise indicated.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.1.

7.1.2. New male and female tenants

Amongst new SHMT tenants, there is no impact of SHMT on the (overall) exit rate from their tenancy for either men or women. **New female SHMT tenants experience a greater increase in positive exits (i.e. to private rental) compared to public housing tenants than men** (1.7 percentage points versus 0.8 percentage

points). New female SHMT tenants also have a larger decrease in the probability of remaining in social housing (10.1 percentage points) than new male SHMT tenants where the decrease is 3 percentage points. **New female tenants also experience greater improvements in housing security**, as measured by a decrease in the probability of being at risk of homelessness (by 4.8 versus 2.3 percentage points for men) and in the probability of using tenancy or mortgage maintenance services (by 1.8 percentage points versus an increase by 0.7 percentage points for men).

In terms of non-housing outcomes, as was the case for existing tenants, new female tenants (under 18 years of age) living in a SHMT household experience an increase in contact with child protection services (0.5 percentage point) and new male tenants (under 18 years of age) experience a decrease (4.7 percentage points). **All new tenants experience a decrease in the number of days spent in custody, with larger decreases for men, probably reflecting their higher incarceration rates** (3.5 days for men versus 0.9 days for women). Similar to existing SHMT tenants, men increase emergency room visits by 0.42 visits (while women decrease these by 0.04 visits). Men are also more likely to use ambulance services (an increase by 4.1 percentage points in the incidence and an additional 0.08 ambulance trips versus a 0.3 percentage point increase and a very slight decrease in the number of trips for women). Female SHMT tenants are however 1.4 percentage points more likely to be admitted to psychiatric hospital and spend an additional 0.97 days there (versus a 0.5 percentage point increase and 0.71 fewer days for male SHMT tenants). New female SHMT tenants receive a larger increase in income support (compared to new female public housing tenants) than new male SHMT tenants who experienced a small decrease. It is not clear what might be driving this. Finally, there is a substantially larger decrease in VET course enrolments for women (of over 5 percentage points) than for men (around 2 percentage points), and male new tenants are the only subpopulation for whom VET course completion rates increase.

7.2. Aboriginal tenants versus non-Aboriginal tenants

Overall, more positive impacts on some outcomes and more negative impacts on other outcomes seem to balance each other out for existing Aboriginal SHMT tenants, so although they do not appear particularly disadvantaged by the management transfer, they also do not seem better off than they were before. The impacts of SHMT for new Aboriginal tenants are different from the impacts for existing Aboriginal tenants, and stronger positive impacts on more of the outcomes are observed. The SHMT program seems to have led to better outcomes for new Aboriginal tenants in a number of important domains, such as housing security, safety and justice, and income support, but not all of them, with health and education outcomes for Aboriginal SHMT tenants seemingly poorer than for Aboriginal public housing tenants (and poorer than for other SHMT tenants).

7.2.1. Existing Aboriginal and non-Aboriginal tenants

Existing Aboriginal SHMT tenants experienced the largest decrease in the tenancy exit rate of all subpopulations and a significantly larger decrease than non-Aboriginal tenants (9.3 versus 1.6 percentage points) but this difference becomes statistically insignificant in the second year (see Table 7.3). **Existing Aboriginal tenants were no more or less likely than non-Aboriginal tenants to remain in social housing and they are no more likely to experience a positive or negative exit**. There are

no differences between Aboriginal and non-Aboriginal tenants in terms of housing security (with both experiencing very slight improvements).

Table 7.3 SHMT impact on exits and housing security outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by Aboriginal status

EXITS AND HOUSING SECURITY OUTCOMES	SHMT effect – non-Aboriginal			SHMT effect – Aboriginal		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Sustaining tenancy						
Moved out of focal dwelling	-0.016	-0.010	0.005	-0.093	-0.074	-0.005
Tenancy termination reason						
Relocation/Transfer/Re-sign	-0.017	-0.031	-0.029	-0.045	-0.079	-0.035
Tenant Initiated	0.005	0.018	0.053	-0.026	-0.013	0.027
Provider Initiated	0.000	0.002	0.004	0.005	0.006	0.023
Positive Exit (Tenants initiated moving to private rental)	-0.002	0.003	0.015	-0.008	0.002	0.006
Negative Exit (Exit due to breach of tenancy)	0.000	0.004	0.012	-0.004	-0.003	0.003
Housing security						
Reported being homeless	-0.002	-0.001	0.004	-0.003	0.002	-0.024
Reported being in short-term/emergency accommodation	0.001	0.002	0.028	0.003	0.011	0.002
At risk of homelessness	-0.004	-0.004	-0.027	-0.003	-0.002	-0.059
Received SHS short-term accommodation	0.000	-0.001	-0.012	0.002	-0.003	-0.024
Received SHS med/long-term accommodation	-0.001	0.000	0.005	-0.002	0.002	-0.007
Received any SHS accommodation services	0.000	-0.001	-0.007	0.001	-0.002	-0.022
Received tenancy/mortgage maintenance services	-0.003	-0.003	0.009	0.000	0.000	-0.046
Received other Specialist homelessness services	-0.004	-0.002	0.001	-0.001	0.011	-0.059
In social housing (PH CH AbH) at financial year end	-0.025	-0.071	-0.077	0.006	-0.082	-0.042

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.4.

Interviews with existing Aboriginal tenants illustrated reasons they preferred to stay in their existing dwelling: they liked their home, it felt like home, it was near friends and family and because they could not afford to rent privately.

Yeah, [I would live here long term] because I love it here. (Tenant Interview)

I've lived here for about four years and I don't see a change [in where I would live] as I like the neighbourhood I'm in. (Tenant Interview)

Well, I have to [live here] because I got nowhere else to live. (Tenant Interview)

In terms of non-housing outcomes (reported in Table 7.4), **existing Aboriginal SHMT tenants experienced an increase in the probability of being reported for a domestic violence offence** in the second year (1.2 percentage points) compared to Aboriginal public housing tenants, while there was no change for non-Aboriginal SHMT tenants.

Health outcomes, with the exception of psychiatric visits, improved more for Aboriginal SHMT tenants: i.e. they experienced a decrease in general hospital admissions (a decrease of 8.3 percentage points versus an increase of 2.6 percentage points in the second year), in emergency room visits (a decrease of 0.2 visits versus an increase of 0.2 in the second year) and in ambulance trips (a decrease of 0.06 trips versus an increase of 0.01 in the first year). The cost of PBS scripts increased for Aboriginal tenants (an additional $516) but not for non-Aboriginal tenants. An open question is whether the additional PBS costs worked to prevent some health conditions from deteriorating, thus avoiding hospitalisation and visits to the emergency room.

The impacts on economic outcomes are mixed for existing Aboriginal SHMT tenants with most results, but not all, indicating that less income support was received compared to Aboriginal public housing tenants while there was no change or an increase in income support for non-Aboriginal SHMT tenants. Differences between educational outcomes for Aboriginal and non-Aboriginal SHMT tenants were either statistically insignificant or very small in magnitude.

7.2.2. New Aboriginal and non-Aboriginal tenants

For new tenants, Aboriginality does not seem to be significantly associated with the probability of exiting their tenancy after the first year. Like other new SHMT tenants, Aboriginal SHMT tenants are more likely to have a positive exit than Aboriginal public housing tenants, but the increase is smaller than for other groups (0.6 versus a 1.5 percentage point increase). While SHMT was associated with an increase in the probability of a negative exit for new non-Aboriginal tenants (1.2 percentage points), for Aboriginal tenants there was very little change (0.3 percentage points). The decrease in the probability of remaining in social housing is smaller for Aboriginal tenants than for non-Aboriginal tenants (4.2 versus 7.7 percentage points). **Where new Aboriginal SHMT tenants seem to benefit substantially more than other new SHMT tenants is in terms of improved housing security, including a reduction in homelessness** (2.4 percentage point decrease versus a 0.4 percentage point increase) and decreased probability of being at risk of homelessness (5.9 versus 2.7 percentage points), as well as a reduction in the use of a range of Specialist Homelessness Services (5.9 percentage point decrease versus a 0.1 percentage point increase). This larger improvement is likely to be partly due to a higher prevalence of homelessness among Aboriginal tenants compared to non-Aboriginal tenants, so that the scope for improvement is larger.

In terms of non-housing outcomes, **new Aboriginal SHMT tenants experience larger decreases in contacts with child protection services compared to new Aboriginal public housing tenants** (4.6 versus 0.4 percentage points), as well as a decrease in court appearances (2.9 percentage point decrease versus 0.2 percentage point increase). This is potentially due to a larger scope for improvement,

combined with greater support than is available in public housing through SHMT's Tenant Support Coordination component. Compared to Aboriginal public housing tenants, **new Aboriginal SHMT tenants experienced a large increase in income support** ($707.50 versus $15.10 per year), which may be due to better information on their eligibility for such payments. This increase was the largest amongst all subgroups, possibly because Aboriginal tenants may have been less aware of their full eligibility for income support than other groups of tenants.

Table 7.4 SHMT impact on non-housing outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by Aboriginal status

NON-HOUSING OUTCOMES	SHMT effect – non-Aboriginal			SHMT effect – Aboriginal		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Child protection and justice						
Individual was in contact with child protection services	-0.025	0.037	-0.004	0.021	-0.038	-0.046
Any proven court appearance	0.000	-0.002	0.002	0.011	0.015	-0.029
Any domestic violence offence (proven court appearance)	-0.002	0.000	0.005	0.008	0.012	-0.002
Centrelink payments over the year						
Individual received income support	0.000	0.001	-0.005	-0.005	-0.007	-0.009
Total number of days on income support	2.584	1.979	-0.439	-1.433	-2.587	1.174
Total regular Centrelink payment amount (excl. CRA) ($)	110.1	3.9	15.1	73.2	-158.9	707.5
Vocational education and training						
Enrolled in a VET certificate III (and above) course	0.002	0.008	-0.034	0.002	0.052	-0.055
Completed a VET certificate III (and above) program	0.001	0.007	-0.003	0.003	-0.006	-0.005
Hospital service						
Admitted to hospital (non psych. unit)	-0.006	0.026	-0.003	0.006	-0.083	0.023
Days in hospital (non psych. unit)	0.007	0.128	-0.692	-0.282	-2.611	0.175
Admitted to hospital (psych. unit)	-0.001	0.001	0.010	0.001	0.037	0.008
Nr. emergency visits	0.019	0.212	0.173	-0.095	-0.188	0.202
Nr. emergency visits (with no hosp. admission)	0.031	0.222	0.219	-0.068	-0.152	0.194
Nr. emergency visits (with hosp. admission)	-0.012	-0.010	-0.046	-0.025	-0.036	0.024
Ambulance call-outs						
Used ambulance service	0.001	-0.007	0.020	-0.013	-0.010	0.025
Nr. ambulance trips	0.006	-0.014	0.011	-0.057	-0.029	0.108
Medicare Benefit and Pharmaceutical Benefit						
Nr. MBS services	-0.123	-0.174	0.933	-0.238	0.111	-0.159
Cost of MBS services ($)	-11.239	-0.588	-15.213	2.303	0.968	-62.479
Nr. PBS scripts	0.257	0.216	-0.339	-0.072	0.025	0.482
Cost of PBS scripts ($)	33.7	-27.1	106.4	101.0	516.3	441.9

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares, unless otherwise indicated.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.4.

However, there is **a larger increase in use of several health services among new Aboriginal SHMT tenants**, including general hospital (2.3 percentage points versus a decrease of 0.3 percentage points), and ambulance trips (0.1 versus 0.01 trips), and PBS scripts (an increase of 0.48 scripts versus a decrease of 0.34 scripts), but a reduced use of MBS services (-0.16 versus +0.93 services). **This suggests poorer health outcomes for new Aboriginal tenants**, at least in this first year. And although impacts on education are negative for nearly all subgroups, **the decrease in enrolment of a VET Certificate III (or above) course is larger for new Aboriginal SHMT tenants than for new non-Aboriginal SHMT tenants** (5.5 versus 3.4 percentage points).

7.3. CALD tenants versus English-speaking tenants

Overall, outcomes for existing CALD SHMT tenants are similar or possibly slightly poorer than for other subgroups. Except for the improved housing security, new CALD tenants do not benefit much from being in a SHMT dwelling relative to a public housing dwelling.

7.3.1. Existing CALD and English-speaking tenants

For existing CALD SHMT tenants, Table 7.5 shows that the exit rate from their tenancy after the first year is lower than for similar CALD tenants in public housing, and this decrease is larger than for English-speaking SHMT tenants (3.7 versus 1.2 percentage points) (but not as large as for other subgroups, such as younger tenants or Aboriginal tenants), and not different in the second year. **Existing CALD SHMT tenants are however less likely to remain in social housing at the end of the second year (9.5 versus 5.3 percentage points).** That is, although the exit rate from their tenancy is lower, if CALD SHMT tenants do exit, they are less likely to exit to other social housing. The decrease in the probability of a positive exit in the first year is small for both groups, but slightly larger for CALD SHMT tenants at 0.5 percentage points. There are no differences in housing security between CALD and English-speaking tenants, with all impacts being small in magnitude.

For non-housing outcomes, Table 7.6 shows that **contacts with child protection services increased slightly for young CALD persons (under 18 years of age) living in a SHMT household (1.6 percentage points), while they substantially decreased for young English-speaking persons living in a SHMT household (6.6 percentage points).** The increase for CALD tenants could reflect closer relationships between CHP staff and tenants which would increase the probability of observing and reporting potential child protection issues.

Health impacts are mostly similar for CALD and English-speaking SHMT tenants, except the number of visits to an emergency room increases by more for CALD SHMT tenants (0.28 additional visits) than for English-speaking SHMT tenants (0.03 additional visits).

Income support increases for CALD SHMT tenants and decreases for English-speaking SHMT tenants (+$84.20 versus -$101.80 per year). As indicated before, information on employment and main source of income is insufficiently reliable, so that we cannot check whether the decrease and increase in income support align with improved information regarding eligibility and/or with better employment outcomes for tenants. Differences in educational outcomes between CALD and English-speaking households are either insignificant or very small in magnitude.

Table 7.5 SHMT impact on exits and housing security outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by CALD background

EXITS AND HOUSING SECURITY OUTCOMES	SHMT effect – English speaking			SHMT effect – CALD		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Sustaining tenancy						
Moved out of focal dwelling	-0.012	-0.007	0.022	-0.037	-0.030	-0.001
Tenancy termination reason						
Relocation/Transfer/Re-sign	-0.012	-0.022	-0.015	-0.030	-0.052	-0.033
Tenant Initiated	0.005	0.018	0.038	-0.002	0.012	0.046
Provider Initiated	0.000	0.000	0.018	0.002	0.004	0.008
Positive Exit (Tenants initiated moving to private rental)	-0.001	0.002	0.025	-0.005	0.004	0.011
Negative Exit (Exit due to breach of tenancy)	0.001	0.004	-0.002	-0.002	0.002	0.011
Housing security						
Reported being in short-term/emergency accommodation	0.000	0.000	0.046	0.002	0.007	0.017
At risk of homelessness	-0.004	-0.005	0.012	-0.003	-0.002	-0.042
Received SHS short-term accommodation	0.000	-0.001	-0.004	0.001	-0.002	-0.017
Received SHS med/long-term accommodation	-0.001	0.000	-0.019	-0.001	0.001	0.004
In social housing (PH CH AbH) at financial year end	-0.022	-0.053	-0.056	-0.022	-0.095	-0.069

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.3.

7.3.2. New CALD and English-speaking tenants

New CALD SHMT tenants are no more or less likely to exit their tenancy than new CALD public housing tenants, and this is similar to the result for most other subpopulations. However, compared to other subpopulations, **new CALD SHMT tenants benefit to a lesser extent in terms of increased positive exit rates** (1.1 versus 2.5 percentage points), and **at the same time they experience among the highest increases in negative exit rates** (an increase of 1.1 percentage points versus a decrease of 0.2 percentage points). The decrease in CALD SHMT tenants' probability of remaining in social housing after one year is no different from that of English-speaking SHMT tenants. **SHMT has improved CALD tenants' housing security to a relatively large extent by reducing their probability of being at risk of homelessness** (4.2 percentage point decrease compared to a 1.2 percentage point increase for English-speaking SHMT tenants, relative to public housing tenants).

With regard to non-housing outcomes, **CALD SHMT tenants** have a smaller increase in time spent in juvenile custody compared to public housing tenants than English-speaking SHMT tenants (0.022 days versus 0.451 days). In terms of education, they **experience a much lower decrease in enrolment and completion**

of VET courses (for example, a 3.3 percentage point decrease in the probability of being enrolled in a VET Certificate III versus a 7.9 percentage point decrease for English-speaking tenants). However, **in terms of health outcomes they do less well relative to English-speaking tenants**: they are more likely to visit an emergency room and do so more often (a 0.6 percentage point increase versus a 7.7 percentage point decrease; and 0.28 more versus 0.56 less visits, respectively). At the same time, CALD new SHMT tenants experience a decrease in ambulatory mental health services (1.3 percentage points) while English-speaking new SHMT tenants experience an increase (2.2 percentage points), and a smaller increase in preventive health services such as MBS (0.28 services) than English-speaking new SHMT tenants (3.2 services).

Table 7.6 SHMT impact on non-housing outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by CALD background

NON-HOUSING OUTCOMES	SHMT effect – English speaking			SHMT effect – CALD		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Child protection and justice						
Individual was in contact with child protection services	-0.066	0.019	NA	0.016	0.005	NA
Total days in juvenile custody/prison	-0.037	-0.095	0.451	0.016	-0.013	0.022
Centrelink payments over the year						
Total number of days on income support	2.318	1.572	-9.462	2.001	1.255	1.271
Total regular Centrelink payment amount (excl. CRA) ($)	84.4	-101.8	100.1	131.1	84.2	189.7
Vocational education and training						
Enrolled in a VET course	0.003	-0.013	-0.063	0.001	0.015	-0.036
Enrolled in a VET certificate III (and above) course	0.001	0.001	-0.079	0.003	0.030	-0.033
Completed a VET program	0.001	0.005	-0.024	0.003	0.006	-0.001
Completed a VET certificate III (and above) program	0.001	0.007	-0.014	0.002	0.003	-0.002
Hospital service						
Visited emergency room	-0.010	0.009	-0.077	-0.004	-0.002	0.006
Nr. emergency visits	-0.030	0.032	-0.562	0.032	0.255	0.278
Nr. emergency visits (with no hosp. admission)	-0.012	0.034	-0.474	0.043	0.281	0.301
Ambulatory mental health (AMH) services						
Used AMH services (AMB) for all issues	0.007	0.003	0.022	0.004	-0.001	-0.013
Ambulance call-outs						
Used ambulance service	0.002	-0.007	0.062	-0.004	-0.008	0.016
Medicare Benefit and Pharmaceutical Benefit						
Nr. MBS services	-0.271	-0.159	3.209	-0.016	-0.094	0.284
Cost of MBS services ($)	-25.630	-9.666	64.765	6.192	8.807	-40.893

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares, unless otherwise indicated.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.3.

7.4. Younger tenants versus older tenants

There are limited differences between existing younger and older SHMT tenants, but younger tenants experience a larger decrease in exiting their tenancy, in positive and negative exits, and in relocation, while older tenants experience a larger decrease in the probability of remaining in social housing. Overall, new younger SHMT tenants experience more improvements in terms of positive exits and housing security, as well as in reduced contacts with the justice system, but they are doing less well in relation to health and education outcomes. It is still early in the implementation (especially for outcomes of new tenants), but the latter two sets of outcomes are likely to be important on the way to achieving positive exits from social housing. This is particularly important for younger tenants who are more likely to achieve such exits, for example through obtaining secure employment.

7.4.1. Existing younger and older tenants

In the first year after transfer, **younger existing SHMT tenants have a larger decrease in the probability of exiting their tenancy than older existing SHMT tenants** (4 versus 0.5 percentage points; see Table 7.7), and both positive and negative exit rates decrease slightly for younger SHMT tenants while they increase slightly for older tenants (-0.7 versus +0.2 percentage points; and -0.4 versus +0.3 percentage points, respectively). **Younger existing tenants also experience a much larger decrease in the probability of relocation or transfer than the decrease in this probability for older tenants** (e.g. 4.5 versus 2.6 percentage point decrease in the second year). Nevertheless, older SHMT tenants have a larger reduction in their probability of remaining in social housing after one year (3.1 versus 1.4 percentage points). **Similar to the impacts for other subgroups, housing security has improved slightly for younger and older SHMT tenants.**

There are surprisingly few significant differences between younger and older existing SHMT tenants in non-housing outcomes.(see Table 7.8). The only significant difference occurs in the health domain for the second year after the transfer: younger SHMT tenants slightly increase their use of ambulatory mental health services while older SHMT tenants slightly decrease their use but impacts on both groups are very small in magnitude.

7.4.2. New younger and older tenants

There are many more differences in outcomes between new younger and older SHMT tenants. Although overall new SHMT tenants are equally likely to exit their tenancy as new public housing tenants, this hides a different impact by age. Older new SHMT tenants are substantially more likely than older new public housing tenants to exit their tenancy in the first year while younger SHMT tenants are slightly less likely to do so (+5 percentage points and -0.9 percentage points, respectively). However, **positive exits increase more for younger SHMT tenants while they slightly decrease for older SHMT tenants** (+1.7 versus -0.3 percentage points), and negative exits increase more or less equally for both groups. As was the case for existing SHMT tenants, the decrease in the probability of remaining in social housing is substantially larger for older SHMT tenants than the decrease for younger tenants (10 versus 6 percentage points). **And although both groups experience improved housing security, the improvement is substantially larger for the younger SHMT tenants** (for example, a 4.1 percentage point decrease in the

probability of being at risk of homelessness for younger tenants versus a 1.5 percentage point decrease for older tenants). **Younger new SHMT tenants also had less need for specialist homelessness services, while usage of some of these services increased for older SHMT tenants** (e.g., -2.2 versus +0.9 percentage points for other specialist homelessness services).

Table 7.7 SHMT impact on exits and housing security outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by age group

EXITS AND HOUSING SECURITY OUTCOMES	SHMT effect – age below 55			SHMT effect – 55 and above		
	Existing tenants		New ten.	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Sustaining tenancy						
Moved out of focal dwelling	-0.040	-0.019	-0.009	-0.005	-0.016	0.050
Tenancy termination reason						
Relocation/Transfer/Re-sign	-0.027	-0.045	-0.036	-0.012	-0.026	-0.007
Tenant Initiated	-0.005	0.010	0.046	0.009	0.020	0.042
Provider Initiated	0.001	0.003	0.008	0.000	0.001	0.012
Positive Exit (Tenants initiated moving to private rental)	-0.007	0.002	0.017	0.002	0.004	-0.003
Negative Exit (Exit due to breach of tenancy)	-0.004	-0.001	0.009	0.003	0.007	0.012
Housing security						
At risk of homelessness	-0.004	-0.005	-0.041	-0.003	-0.002	-0.015
Received SHS short-term accommodation	0.001	-0.002	-0.018	0.000	-0.001	-0.005
Received tenancy/mortgage maintenance services	-0.002	-0.004	-0.014	-0.002	-0.001	0.027
Received other Specialist homelessness services	-0.003	0.000	-0.022	-0.003	0.000	0.009
In social housing (PH CH AbH) at financial year end	-0.014	-0.080	-0.060	-0.031	-0.064	-0.100

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.2.

In terms of non-housing outcomes, **younger new SHMT tenants experience a larger reduction in the number of days in custody than older SHMT tenants** (2.7 versus 0.2 days), likely from a higher starting point of days in custody. Younger SHMT tenants also experience an increase in the amount of income support they receive and the number of days on income support, while these decrease for older SHMT tenants ($339.10 increase versus a decrease of $227.4 for older tenants; and +3.3 versus -8.6 days, respectively).

However, **in relation to health outcomes, older new SHMT tenants experience more improvements than younger new SHMT tenants**. Older SHMT tenants are less likely to be admitted to general hospital (5.7 percentage point decrease versus 1.7 percentage point increase), visit an emergency room (-3.9 versus +0.5 percentage points) and use ambulance services (-1.5 versus +2.9 percentage points), while younger SHMT tenants increase their use of these services. Older SHMT tenants also have a greater decrease in MBS costs ($119.70 versus $7.80) and fewer PBS scripts (-2.5 versus +0.45), although the latter are at a higher cost

($861.30 versus $51.00). The only services used more by older SHMT tenants than by older public housing tenants are ambulatory mental health services for all issues (0.9 percentage points) – opposite to what is observed for older existing SHMT tenants – and psychiatric hospital services (+1.1 day). Younger SHMT tenants use (slightly) less of these services than younger public housing tenants (1.3 percentage points and -0.02 days, respectively). Finally, **the decrease in VET course enrolments is much larger for younger SHMT tenants than for older SHMT tenants** (5 versus 0.7 percentage points).

Table 7.8 SHMT impact on non-housing outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by age group

NON-HOUSING OUTCOMES	SHMT effect – age below 55			SHMT effect – 55 and above		
	Existing tenants		New tenants	Existing tenants		New tenants
Child protection and justice						
Total days in custody/prison	0.029	-0.227	-2.702	0.080	-0.004	-0.201
Total days in adult custody/prison	0.040	-0.126	-2.823	0.092	0.000	-0.136
Centrelink payments over the year						
Individual received income support	-0.002	-0.003	-0.002	0.002	0.002	-0.015
Total number of days on income support	2.380	0.514	3.325	1.976	2.288	-8.614
Total regular Centrelink payment amount (excl. CRA)	125.4	-51.0	339.1	88.9	17.5	-227.4
Vocational education and training						
Enrolled in a VET course	0.002	-0.012	-0.050	0.002	0.004	-0.007
Enrolled in a VET certificate III (and above) course	0.004	0.020	-0.047	0.000	0.004	-0.016
Hospital usage						
Admitted to hospital (non psych. unit)	0.000	0.022	0.017	-0.010	0.015	-0.057
Days in hospital (non psych. unit)	-0.021	-0.352	-0.055	-0.053	0.162	-2.309
Admitted to hospital (psych. unit)	0.000	0.005	0.011	-0.002	0.003	0.004
Days in psychiatric unit	-0.010	0.561	-0.016	-0.107	0.265	1.069
Visited emergency room	0.002	0.008	0.005	-0.019	-0.002	-0.039
Ambulatory mental health (AMH) services						
Used AMH services for mental health issues	0.003	0.006	0.030	0.003	-0.004	0.029
Used AMH services (AMB) for all issues	0.008	0.005	-0.013	0.003	-0.005	0.009
Ambulance call-outs						
Used ambulance service	-0.005	-0.004	0.029	0.005	-0.012	-0.015
Nr. ambulance trips	-0.001	-0.008	0.087	-0.006	-0.029	-0.172
Medicare Benefit and Pharmaceutical Benefit						
Nr. MBS services	-0.072	-0.348	0.765	-0.234	0.191	-0.011
Cost of MBS services ($)	-0.1	-18.1	-7.8	-21.9	25.1	-119.7
Nr. PBS scripts	0.300	0.201	0.447	0.085	0.159	-2.506
Cost of PBS scripts ($)	2.6	-17.2	51.0	100.2	181.5	861.3

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares, unless otherwise indicated.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.2.

7.5. Tenants in major cities versus tenants in regional areas

Overall, existing SHMT tenants in major cities on balance appear to have experienced more positive impacts than SHMT tenants in regional areas. For new SHMT tenants, positive and negative impacts appear to balance each other out in both locations at this early stage of implementation. If the potential health improvements observed for new major city SHMT tenants continue, they may have flow-on impacts on education and employment outcomes in future years, with the potential to subsequently increase the probability of positive exits to private rental dwellings. This would lead to an overall more positive impact of SHMT for major city tenants.

7.5.1. Existing tenants in major cities and in regional areas

The location of SHMT dwellings has also been shown to be important. Table 7.9 shows that the **probability of exiting a SHMT dwelling is lower than the probability of exiting a public housing dwelling for all subgroups** of existing tenants **except for existing SHMT tenants living in a major city who were equally likely to exit** their tenancy by the second year as a public housing tenant living in a major city. Impacts on positive exits in both major cities and regional areas are small in magnitude and there are no significant differences in negative exits and the probability of remaining in social housing by location of the SHMT dwelling. **Differences in improvements in housing security according to location are also small.**

In terms of other outcomes (reported in Table 7.10), location is particularly relevant for justice and child protection related outcomes and for health outcomes, but not for income support and education outcomes. Although there are many differences, **there is no clear pattern in justice and child protection outcomes by location of the dwelling**. The probability of being in contact with child protection services decreased markedly among existing SHMT tenants (relative to public housing tenants) in major cities in year 1, while they increased slightly among SHMT tenants in regional areas (-7.0 versus +0.4 percentage points). However, in the second year SHMT tenants in major cities experience an increase in the number of days in custody whereas there is a decline for SHMT tenants in regional areas (0.75 versus -0.55 days).

The impacts on health outcomes show a clearer pattern. **Existing SHMT tenants in major cities are using more preventive services**, such as MBS services in the second year, while these decreased in regional areas (+0.91 services in cities versus -0.43 services in regional areas). Ambulatory mental health service use also increased in cities and decreased elsewhere in the first year (1.5 versus -0.2 percentage points), which may have led to a slight reduction in the probability of being admitted to psychiatric hospital (-0.2 versus 1.6 percentage points) and a reduction in the number of days in general hospital (-0.32 versus +0.1 days). The question is whether the higher use of preventive services has been encouraged and facilitated by CHP staff who engage with tenants, and whether such services are perhaps more readily available and accessible in major cities than in regional areas.

Table 7.9 SHMT impact on exits and housing security outcomes 1 and 2 years after SHMT transfer/ tenancy began – by location

EXITS AND HOUSING SECURITY OUTCOMES	SHMT effect – regional and remote			SHMT effect – major city		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Sustaining tenancy						
Moved out of focal dwelling	-0.029	-0.025	0.017	-0.015	0.005	-0.043
Tenancy termination reason						
Relocation/Transfer/Re-sign	-0.025	-0.052	-0.036	-0.014	-0.008	-0.019
Tenant Initiated	0.001	0.022	0.058	0.004	0.004	0.014
Provider Initiated	0.001	0.003	0.011	0.001	0.001	0.004
Positive Exit (Tenants initiated moving to private rental)	-0.004	0.003	0.016	-0.001	0.004	0.004
Housing security						
Reported being in short-term/emergency accommodation	-0.001	0.006	0.031	0.005	-0.005	-0.016
At risk of homelessness	-0.004	-0.004	-0.030	-0.004	-0.004	-0.054
Received SHS short-term accommodation	0.000	-0.001	-0.016	0.002	-0.003	-0.018
Received SHS med/long-term accommodation	-0.002	0.001	0.002	0.001	-0.001	0.001
Received any SHS accommodation services	-0.001	-0.001	-0.010	0.003	-0.004	-0.019
Received other Specialist homelessness services	-0.004	0.002	-0.016	-0.002	-0.007	-0.016
In social housing (PH CH AbH) at financial year end	-0.015	-0.083	-0.080	-0.036	-0.066	-0.032

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.5.

7.5.2. New tenants in major cities and in regional areas

There are also many differences by location for new SHMT tenants, some of which (but not all) show similar patterns to the differences for existing SHMT tenants. Although the tenancy exit rate for new SHMT tenants is mostly the same as for new public housing tenants, **new SHMT tenants living in regional areas are more likely to exit their tenancy than new public housing tenants living in regional areas**, while new SHMT tenants living in major cities are substantially less likely to exit their tenancy (+1.7 versus -4.3 percentage points). This may be because private rental places in some regional areas are more affordable. This explanation is supported by the **higher positive exit rate for new regional SHMT tenants**; it is also higher for new SHMT tenants in major cities than for new public housing tenants in major cities but to a lesser extent (1.6 versus 0.4 percentage points). Negative exits do not differ by location. The probability of remaining in social housing after one year decreases for both groups of new SHMT tenants (relative to public housing tenants), but the decrease is larger for SHMT tenants in regional areas (-3.2 percentage points in major cities versus -8.0 percentage points in regional areas). **Housing security also improves for both groups, but the improvement is larger for SHMT tenants in major cities** whose probability of being at risk of

homelessness decreases to a larger extent (a decrease of 5.4 versus 3 percentage points). For new tenants, there is no difference in the extent to which the use of specialist homelessness services decreases.

Table 7.10 SHMT impacts on non-housing outcomes 1 and 2 years after SHMT transfer/ tenancy start date – by location

NON-HOUSING OUTCOMES	SHMT effect – regional and remote			SHMT effect – major city		
	Existing tenants		New tenants	Existing tenants		New tenants
	1 year	2 years	1 year	1 year	2 years	1 year
Child protection and justice						
Individual was in contact with child protection services	0.004	-0.002	-0.031	-0.070	0.051	0.036
Total days in custody/prison	-0.054	-0.546	-2.799	0.239	0.750	-0.424
Total days in adult custody/prison	-0.059	-0.511	-2.939	0.279	0.873	-0.347
Total days in juvenile custody/prison	0.005	-0.035	0.139	-0.041	-0.124	-0.077
Any domestic violence offence (proven court appearance)	0.001	0.004	0.008	-0.002	-0.001	-0.007
Centrelink payments over the year						
Individual received income support	0.000	0.000	-0.012	-0.001	-0.004	0.007
Total number of days on income support	2.442	2.026	1.618	1.378	-0.814	-6.054
Total regular Centrelink payment amount (excl. CRA) ($)	123.6	-27.5	297.5	48.4	-143.6	-86.4
Hospital service						
Admitted to hospital (non psych. unit)	0.005	0.040	0.023	-0.018	0.010	-0.048
Days in hospital (non psych. unit)	0.103	-0.589	0.103	-0.315	-0.067	-1.863
Admitted to hospital (psych. unit)	0.000	0.016	0.015	-0.003	-0.002	-0.012
Visited emergency room	0.003	-0.003	0.027	-0.024	0.019	-0.100
Nr. emergency visits	0.052	0.194	0.356	-0.088	0.055	-0.239
Nr. emergency visits (with no hosp. admission)	0.047	0.208	0.367	-0.039	0.058	-0.177
Ambulatory mental health (AMH) services						
Used AMH services for mental health issues	-0.002	-0.001	0.034	0.015	0.014	0.016
Used AMH services (AMB) for all issues	0.002	-0.003	-0.019	0.013	0.013	0.018
Ambulance call-outs						
Used ambulance service	0.000	-0.008	0.032	-0.001	-0.007	-0.014
Nr. ambulance trips	0.001	-0.027	0.109	-0.012	0.002	-0.146
Medicare Benefit and Pharmaceutical Benefit						
Nr. MBS services	-0.104	-0.434	0.485	-0.170	0.909	0.179
Cost of MBS services ($)	-1.898	-26.003	-24.875	-19.648	79.613	-78.248
Nr. PBS scripts	0.187	0.040	0.131	0.187	0.234	-0.964
Cost of PBS scripts ($)	-48.808	-0.719	67.867	178.554	56.991	586.394

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. All units are shares, unless otherwise indicated.

Notes: see notes of Table 7.1. Full results are provided in Appendix G.5.

In terms of non-housing outcomes, there are also some clear differences between locations. First, **justice and child protection outcomes improved substantially more for SHMT tenants in regional areas**, with the number of contacts with child protection services decreasing while it increased for SHMT tenants in major cities (-3.1 versus +3.6 percentage points); and the number of days spent in custody decreasing by more for tenants in regional areas than for tenants in major cities (2.8 versus 0.4 days). This is different from the mixed pattern for existing SHMT tenants.

Second, the results show **health improvements for new SHMT tenants in major cities but not for new SHMT tenants in regional areas**. This is similar to the impacts for existing tenants (but stronger). New SHMT tenants in major cities use less general hospital (1.9 fewer days), emergency room (0.24 fewer visits) and ambulance services (1.4 fewer services), while new regional SHMT tenants use more of these services (0.10 days; 0.36 visits; and 0.03 services, respectively). Similar to existing SHMT tenants, new SHMT tenants in major cities also use more preventive services such as ambulatory mental health services for all issues than new public housing tenants in major cities (+0.02 versus -0.02 percentage points) and although they have fewer PBS scripts these are at a higher cost ($586 versus $68).

Third, SHMT tenants in regional areas experienced an increase in the amount of income support while SHMT tenants in major cities experienced a slight decrease. For example, an increase of $297.50 per year in regional areas versus a decrease of $86.40 per year in major cities. There are no impacts on education.

7.6. Discussion

Housing security seems to have improved across all subgroups with the largest increases for new tenants, but security also seems to have slightly increased for existing tenants. The other near-universal impact was that all groups of new SHMT tenants are (slightly) more likely to have had a positive exit, except if they were over 55 years of age.

The heterogeneity that we find is of three types.

First, there is heterogeneity due to some measured outcomes being more or less relevant for one subpopulation than another, such as education being more relevant for younger tenants than for older tenants.

Second, there are domains where the variation in program impacts across groups speaks to SHMT being important to different tenants for different reasons. For example, the finding that existing and new tenants in SHMT dwellings in major cities used more preventive health services and less hospital and emergency room services is a notable finding. If this is due to improved access (and perhaps facilitated through tenant support coordination), we should observe better health outcomes in future years for this group. However, we find opposite impacts for regional SHMT tenants indicating that a substantial proportion of SHMT tenants miss out on this potential beneficial impact. Regional SHMT tenants on the other hand experience more improvements in terms of fewer days in custody and a larger increase in positive exits to private rentals.

This evaluation also revealed a substantial third, and more problematic, type of heterogeneity: some groups of existing tenants suffered more through the transfer of

their SHMT dwellings, and some groups of new tenants benefitted to a lesser extent from the positive impacts that it seemed to have had overall.

This was particularly prevalent for new CALD tenants across a broad range of outcomes. Tenant interviews shed light on why CALD tenants may have had poorer outcomes: tenants' ability to self-advocate seemed to be a key determinant of their positive experiences, as well as their sense of being supported by the CHP. A language barrier hinders a tenant's ability to advocate for themselves and make the most of support that is available to them, and some tenants reported experiences with racism that would affect trust and connection. For the other groups, positive and negative impacts seemed more balanced with each of these groups having clear improvements in one outcome domain at least. For example, for new regional tenants the local environment potentially provides fewer opportunities in some regards (e.g. access to preventive health services), but has likely more opportunities in terms of affordable private housing. And at this point (after one year), it is not yet clear whether the increase in the use of hospital and emergency room services by regional SHMT tenants may lead to improved health in future years.

Aboriginal tenants are another group where, although experiencing more mixed results (with both positive and negative impacts on outcomes), new tenants seemed to face more disadvantages in terms of education outcomes than other subgroups. And similar to the increased health services use by new regional tenants, we do not yet know whether the increased use by new Aboriginal tenants may lead to future health improvements.

It is important to note that the underlying mechanisms – variation in capacity to self-advocate and being able to access available support – can be at play for a much broader range of tenant subgroups than merely those defined by the information that was available for a direct test in the quantitative evaluation framework. Differences in mental health, physical health, financial situation, and other determinants of a tenant's individual vulnerability (which may not all be easily measured in administrative data), can easily lead to similar differences in self-advocacy and community connectedness. The need for increased attention and additional more accessible support identified for CALD tenants may therefore be required for a broader group of vulnerable tenants.

Further, a perceived lack of support by CHPs, felt by some of the tenants may play a key role in some tenants' dissatisfaction. However, this may be a temporary issue which is only present in this relatively early stage of SHMT program implementation. In Chapter 4, it is reported that some CHPs experienced challenges in communications with tenants, especially at the start of the transfer, and in building trust in tenants which needs time. If such issues can be overcome, tenants may become more satisfied with CHPs and the support they receive from them. It is important to continue following up with tenants in future years to understand whether and how tenants' views on property management, maintenance and tenant support by CHPs changes.

8. Lessons learned and recommendations arising from the SHMT program evaluation for future social housing management

Lessons and recommendations in this section have been organised in four categories, each in their own subsection: 1) SHMT and future management transfers; 2) implementation recommendations; 3) strategic and system-wide recommendations; and 4) data and future evaluation recommendations.

8.1. Improving SHMT and Future Management Transfers.

8.1.1. Lesson 1.1: The costs of SHMT are not (yet) outweighed by the benefits

Our evaluation of the initial period of the SHMT program shows a mix of impacts for tenants, and that it experienced some early implementation challenges.

The Cost-Benefit Analysis shows that SHMT is more expensive than continuing public housing management and there are substantial disbenefits associated with SHMT for existing tenants (leading to a negative Benefit-Cost ratio of -0.68) that are not outweighed by the benefits for new tenants (where the BCR is 1.25). The overall BCR is 0.04 with a net present cost over the first 10 years of just under $31 million dollars or $862 per tenant. This is due to increased health services use and an increase in evictions (as a result of tenancy breaches). At this early stage, there is no evidence of positive impacts on education, and employment could not be reliably measured.

Recommendation A: SHMT should continue to run its current course and further evaluation of medium- and longer-term outcomes undertaken, with improved measurement of outcomes

It will be critical to closely monitor health outcomes in future years to assess the longer-term impacts and determine whether health is likely to improve in due course as a result of the additional service use, leading to lower expenditure in the longer term. The BCR calculated for existing tenants over the window of the current evaluation is negative, whereas the BCR for new tenants is over 1. The differing experiences of new and existing tenants may be partly due to differences in tenant composition for the two groups and could also reflect the disruption and uncertainty some existing tenants perceived they faced as a result of the transfer. Longer-term evaluation is particularly needed to identify whether sufficient benefits arise over time for tenants who experience the transfer to outweigh the costs. This will also enable

evaluation over a more normal time, rather than during a pandemic when CHPs' ability to engage with tenants was adversely affected.

Also, COVID-19 has had considerable impacts on students and on our ability to measure education outcomes. With the impacts of COVID-19 waning, a key question is whether positive impacts on education will result. Monitoring employment outcomes is equally important. A further recommendation to improve measurement of this outcome is presented in Section 8.4.3 (recommendation B).

If there are to be more transfers soon within NSW, we recommend NSW government review the findings of this evaluation as well as international evidence, given the current lack of medium- and long-term evidence for SHMT, to ensure future transfers are implemented more effectively. In the UK and parts of Europe public housing management transfers have been undertaken and evaluated and there is much to be learned in how they were implemented.

To provide an example, the UK in particular has transferred a large number of former council housing (comparable to public housing in Australia) into Housing Association ownership starting from 1988 (Pawson et al., 2009). By 2008, there was no longer any council housing in half of the local authority areas in England. Pawson et al. (2009) focus on ten case studies in urban areas which were transferred since 1997. They found substantial positive impacts in terms of transfer promises (made at the time of the ballot among tenants) being kept or exceeded. The focus of these promises was on housing repairs and modernisation, which went beyond the English "Decent Homes Standard" and that of its equivalent in Scotland and Wales. This is despite the poor condition of the transferred stock. Although these are results according to the transfer Housing Associations themselves (and therefore arguably somewhat subjective), high performance is also observed more objectively through Audit Commission inspection scores. These show that post-1997 urban transfer landlords are among the highest performing organisations in their sector. These organisations have emphasised a more customer-focused approach, an interest in neighbourhood management (through community regeneration activities, encouraging education and employment), and more functional specialisation within the organisation.

However, impacts were often not universally or instantaneously positive. For example, a large transfer of the entire social housing stock of the Glasgow City Council to the newly created Glasgow Housing Association (GHA) in 2003 revealed substantial variation in outcomes (McKee, 2009; Lawson and Kearns, 2010). At the same time that ownership was transferred to GHA, housing management was transferred to Local Housing Organisations (LHOs), with the expectation that in a second stage, ownership would be transferred to these LHOs as well, leading to community ownership (and to empowerment and control). This had not occurred across all LHOs by the time McKee, and Lawson and Kearns carried out their analyses. McKee (2009) points to the lack of forward planning with regard to the financial resources (in the form of a public subsidy) that would be needed for such a transfer. In addition, there were internal tensions and differences in opinion in GHA that made it difficult to work together towards a common goal. The question McKee poses in conclusion is whether the ambition of more local control can be achieved in other ways than community ownership if insufficient funding is available for the latter. Lawson and Kearns (2010) examine this question and find that community ownership is not essential for community empowerment/control. Their definition of

empowerment implies that communities need critical awareness (which may need to be developed), have the opportunity to make choices and have the capability to institute actions based on decisions made (i.e. changes can be implemented). Based on qualitative research through interviews and focus groups with LHO staff and management committee members in Glasgow, they identify four broad groups defined by their level of empowerment, ranging from confident to powerless. Different LHOs faced different local organisational arrangements, different contexts, and were at different stages of development. E.g., less complex areas (such as more homogenous, smaller areas with fewer problems), and smaller LHOs with wide-ranging experience provided more opportunities for community empowerment, but high-quality staff and leadership can make a substantial difference too. Their overall conclusion is that the opportunity and capability to make choices about preferred management or ownership arrangements, and on other areas of importance to the community seem more empowering than the actual ownership.

There has been limited quantitative analysis of the Glasgow stock transfer, but adopting a quasi-experimental design, a recent evaluation by Zhang et al. (2022) has examined the impact of the stock transfer on employment for 26-65 year old men and 26-60 year old women in 2011. They find that overall, Local Authority tenants do not benefit but other residents living in the same area do. They conclude that this is due to the capital spending in the area by government as a result of the transfer. Examining subgroups within the tenant population, they find that male tenants over 21 years living in households without dependent children experienced some positive effects on employment rates. However, more disadvantaged subgroups did not benefit in terms of increased employment.

Recommendation B: CHPs need to be informed in advance that overall transfer success will be judged on tenants' achievement of Human Services Outcomes Framework outcomes

We found some positive but more often limited impacts of SHMT on Home; Social and community; Empowerment; Safety; Health; Economic; and Education outcomes for tenants. This may have been (partly) due to the achievement of outcomes against the Human Services Outcomes Framework not being a SHMT contractual requirement, although it was a key part of the Future Directions for Social Housing in NSW document (NSW Government, 2016). Had CHPs been more aware of and resourced to achieve those outcomes they might have worked with tenants differently in the first few years of SHMT, and greater impact of SHMT on these outcomes might have been achieved.

8.1.2. Lesson 1.2: All successful SHMT tender recipients were established organisations in the sector

While competitive tendering processes are of course necessary for providing equal opportunity and transparency, programs such as SHMT are realistically of a scope and scale that the intended audience is more closed than other tender opportunities.

Recommendation: Streamline the tendering process (both in terms of duration and associated costs) for the Community Housing Sector

A key strategy to reduce the resource intensiveness of the tendering process for organisations applying for tenders includes scoping the program with as much transparency as possible alongside the sector prior to tender. This approach would provide a platform for implementation barriers to be addressed ahead of time and

would ultimately leave successful (and unsuccessful) CHPs better placed to prepare and (continue to) dedicate resources toward tenant satisfaction and positive impacts on tenant outcomes.

8.1.3. Lesson 1.3: Lack of choice undermines tenants' empowerment

The Human Services Outcome Framework includes empowerment as a desired outcome, and the SHMT program has been assessed according to its ability to achieve Framework outcomes for tenants. Importantly, poor communication and/or inflexibility around the transfer process was found to undermine tenants' sense of empowerment.

Recommendation: Consider how to maximise opportunities for tenants to have choice and agency.

Given the centrality of empowerment to the Human Services Outcome Framework, it is important for those managing SHMT housing to consider ways of maximising opportunities for tenants to have choice. Some areas of choice to consider include flexibility for tenants to make repairs to their housing themselves, allowing the option of pets, making choices around potential services provided to them and giving tenants the choice of being transferred to a CHP or remaining with the state manager. While providing choice and agency to tenants can be a more lengthy and resource-intensive process, it enhances tenant empowerment and potentially longer-term satisfaction with their housing situation. There are various ways to implement tenant choice of housing manager, for example, giving tenants in areas considered for management transfer voting rights over the transfer. DCJ should look to international experience on this point, e.g. UK stock transfers. Pawson et al. (2009:p.12) provide an overview of ballot outcomes among tenants in England from 1988-1989 to 2006-2007, which shows that a substantial number of transfer proposals are voted down indicating that the ballot provides a real choice. They discuss how the ballot process creates an incentive for the local authorities and prospective new landlord to prepare and present an attractive package for tenants. This opportunity for choice and influence often continues post transfer as well with inclusion of tenant members on local authority landlord's boards providing direct tenant representation in discussions and decisions to be made regarding their housing. Another way in which tenants could obtain greater influence is illustrated by Glasgow Housing Association's approach of setting up a citywide tenants' panel of 500 members who could be used to test policy ideas and provide service evaluation.

8.1.4. Lesson 1.4: Several components of SHMT worked well for CHPs

CHPs are strongly in favour of SHMT and have an interest in more management transfers in the future, and the staggered approach to SHMT sites going live appears to have enabled implementation.

Generally, the design of SHMT has made it acceptable, appropriate and feasible for CHPs to implement. CHPs believe strongly in their specialist approach to housing management and support for tenants and consider this their 'bread and butter'. SHMT not only provided an opportunity to continue this work at a larger scale, but it also enabled business growth, making it a universally appealing proposition. These CHP stakeholders, as well as CHPs within other Future Directions initiatives are

interested in more opportunities for CHPs to become further involved in the sector in the future.

Recommendation: Future large-scale engagement between government and the social housing sector should be staggered

Giving clear space for one CHP to 'go live' appears to have been significant in making SHMT feasible to implement, both for stakeholders and government. While this is, on the whole, a positive design feature of the program, there are pros and cons for all providers regardless of where providers sat chronologically in the staggered go-live process. In short, there was a perceived trade-off between going early and facing technical, 'teething' challenges such as data migration and IT system faults but receiving greater government support; or going later and learning from predecessors but receiving less DCJ support and facing other challenges associated with a period of 'treading water' before the transfer. In particular, this impacted later sites' ability to hire and onboard staff, especially DCJ staff that moved from government to CHPs as part of the EOI process.

8.1.5. Lesson 1.5: Asset Maintenance Services (managed by LAHC with little visibility for CHPs) meant that CHPs could not directly respond to maintenance requests in the initial period of SHMT implementation

CHPs were aware that, as part of the transfer process, certain aspects relating to property condition (and consequent maintenance required) would only be known to LAHC. However, in practice, the implications of this were more substantial than first understood. The ongoing use of the AMS contract arrangements meant CHPs and tenants experienced longer wait times for maintenance and less communication about maintenance work being undertaken, and CHPs experienced higher maintenance costs.

Recommendation: Time the transfer so that CHPs get more immediate control over the maintenance of the dwellings, with full information about the maintenance needs of those dwellings

Timing the transfer this way and making sure CHPs have a clear and accurate picture of maintenance needs of all properties will help CHPs to focus on clearing the backlog of maintenance issues immediately upon transfer, which will benefit tenants, the relationship between the CHP and their tenants, and ultimately the stock of social housing.

8.1.6. Lesson 1.6: Lead-in time to build relationships, trust and rapport with individuals and other agencies in the community is vital

Lead-in time before 'going live' is important for implementation 'readiness'. All CHPs spoke of the importance of lead-in time prior to their transfer 'going live'. Lead-in time to build relationships, trust and rapport with individuals and other agencies in the community is perceived to be vital, and indicative of the success of SHMT. This view was more pronounced in package sites where CHPs were new to the area and had to build a presence, reputation and relationships.

CHP visibility of SHMT information at transfer was limited, irrespective of 'go live' date. This left the potential for miscommunication between CHPs and tenants around

key features, such as the transfer of management itself and its day-to-day implications, actioning maintenance requests and confusion around the implementation of Commonwealth Rent Assistance (CRA). That these challenges were observed across CHPs that were early, middle or late in the sequence of 'going live' suggests that these features of SHMT could have been more clearly communicated by DCJ to stakeholders.

One important component of "invisible" SHMT information before the transfer was the actual state of the dwellings CHPs were acquiring. Given the age of these dwellings (and relatively poor quality), CHPs need to be able to prepare and set aside resources and time to ensure dwellings can be adequately maintained (and/or fixed). Tenant interviews show that poorly maintained dwellings have a negative impact on tenants' experience of the transfer and that passing on poor-quality dwellings to CHPs to manage is unlikely to improve outcomes for tenants. Poor-quality dwellings potentially draw resources that CHPs could be using to provide support and services to tenants towards maintenance and repair of the dwellings.

Recommendation: DCJ and CHPs should collaborate more closely on future transfer processes

For future transfers a better change management process should be developed that includes more streamlined communication to meet the diverse needs of the full tenant cohort and for transferring maintenance contracts. And as a first step in the transfer process, DCJ should ensure that CHPs have full knowledge of what is involved in the transfer, including the attributes of the dwellings to be transferred, when they tender for the management contracts.

DCJ and CHPs should work together to ensure CHPs have a full understanding of the level and nature of tenant communication that is likely to be required so they can prepare for this. Future transfers should continue to include a comprehensive communications campaign, including phone calls and one-on-one meetings with CHP staff, especially for less mobile tenants and those with higher needs, or community meetings; providing interpreters speaking tenant languages for non-English speakers where needed; and ensuring venues are accessible and close to public transport, or organise community information sessions on site or near residences. Government and CHPs should establish clear and standardised mechanisms for communication and feedback and be responsive to tenant concerns and queries.

In addition, DCJ should ensure that CHPs can engage with tenants as early as possible, that CHPs have access to information about the needs of marginalised and vulnerable tenants, that CHPs have adequate time to view the dwellings to be transferred prior to acquisition (so they can determine whether they have the resources to adequately maintain them), and that CHPs have full understanding of what the transfer involves.

Finally, DCJ and CHPs should also work together to negotiate contractual terms regarding maintenance that would allow CHPs to start their relationship with tenants on a positive footing.

8.1.7. Lesson 1.7: SHMT has re-shaped the NSW social housing sector, but important factors underpinning the objective are not clearly defined, could not be meaningfully evaluated or were not included in the evaluation scope

An objective of SHMT was to shape the social housing sector in NSW, and from the point of view of CHPs, the transfer of around 14,000 dwellings has delivered on this objective. However, within this objective, important factors such as ensuring sector diversity and appropriate competitive tension, providing smaller CHPs with meaningful opportunities to partner and bid for SHMT, as well as increasing the overall capacity of the CHP sector are not sufficiently clearly formulated to allow evaluation, and may not have been achieved. CHP staff have argued that the strengthening of large providers in the sector may in fact diminish the diversity of the sector and create inappropriate levels of competitive tension, especially as the sector transitions from the impacts of COVID. Similarly, without greater detail and context, it is not clear to what extent one of nine packages being awarded to CHP partnerships is achieving the aim of providing appropriate opportunities for smaller CHPs in the sector.

Recommendation: Objectives of SHMT and future programs should be clearer, measurable, measured and free of subjective descriptors that may limit their success

Objectives of SHMT that relate to the re-shaping of the sector could not be evaluated meaningfully and accurately because the language underpinning them is not well defined. Specifically, measurable quantitative indicators are required to inform assessment of factors such as 'shaping the sector', 'ensuring diversity', 'providing *appropriate* competitive tension' and an 'opportunity for small CHPs to partner in applying for SHMT'. This would allow DCJ to determine whether SHMT is on track to meet these program objectives, and if not, to inform strategies or further recommendations to meet them.

In addition, the scope of future evaluations would be well served by the inclusion of SHMT-specific sector objectives, not only the objectives of the overall Future Directions policy reform.

8.1.8. Lesson 1.8: Around $760 million (in 2021 dollars) in CRA is expected to flow into the social housing system over 20 years

DCJ's SHMT Fact Sheet cites the harnessing of approximately $1 billion of CRA over 20 years for the 18,000 dwellings to be transferred as one of the major benefits of the program.[81] Although CRA funds are appropriately treated in the CBA as a transfer, rather than a benefit, for this lesson we examined the extent to which SHMT is likely to deliver on this anticipated flow of funds into the NSW social housing system.

Using the average annual CRA for tenants over 16 years of age of $2,123 in the first year after transfer (see Appendix Table F3.0) multiplied by the 17,929 tenants over 16 at the time of transfer, gives us a CRA amount of just over $38 million in the first

[81] See also DCJ's website: https://www.nsw.gov.au/news/community-housing-providers-to-manage-social-housing, (accessed 14/9/2023) which cites "up to 1 billion in Commonwealth Rent Assistance" as reported in October 2016.

year.[82] Assuming that this represents full occupation of the SHMT dwellings, and that the around 14,000 SHMT dwellings would continue to result in $38 million of CRA being transferred to CHPs each year, we would expect around $760 million in CRA over 20 years (if we do not adjust for inflation or discount to obtain the present value). It is unclear if the original (2016) target of $1 billion was in current day dollars, but assuming it is, pro-rating the CRA monetary target, suggests SHMT be evaluated relative to a target of attracting about $778 million into the social housing system over a twenty-year period. The expected CRA would thus be close to this target.

Recommendation: Future evaluations should assess how the additional funding arising from CRA is used

A key question arising from the likely receipt of substantial additional funding is how this funding is used. Is it needed to bring the SHMT dwellings up to a higher quality standard; can it be used to provide additional support services to tenants; and/or is it invested in additional social housing. Each of these could lead to flow-on benefits to tenants that can be measured in future evaluations.

8.2. Improving Implementation

8.2.1. Lesson 2.1: SHMT tenants valued open and accessible communication about the transfer

Qualitative data from the 60 interviewed tenants indicate that communication makes a difference to tenants' perceptions of the management transfer. When tenants perceived the communication to be delivered in an accessible, clear and timely way, they characterised the tenancy management transfer as having gone well. This included home visits; community information sessions about new tenancy management and services; CHP staff being available to answer questions; and staff being open and friendly. Conversely, when communication was not accessible to tenants, they reported feeling confused and held a more negative perception of the transfer. One-on-one meetings with CHP staff or community meetings were reported to be the most informative and helpful communication strategies.

SHMT stakeholders' perception were that first impressions matter for the tenants they work with, especially during a time of disruption and change. CHPs perceived some mechanics of the transfer as unnecessarily complex and administratively cumbersome (e.g. those relating to maintenance contracts). Addressing these issues would leave more time for communication and building relationships and likely a better experience for tenants.

Recommendation: Provide extensive communication opportunities to tenants about the management transfer, leading up to it and immediately following

CHP staff should continue to offer one-on-one meetings and community meetings with tenants, as well as provide extensive communication opportunities to tenants about the management transfer using multiple formats (e.g., verbal and written), multiple channels (e.g., letters, forums within the housing area, virtual meetings, videos, and door-to-door in-person visits) and in languages other than English, leading up to and immediately following the transfer is recommended. Before the

[82] This corresponds closely but is not exactly the same as the amounts reported in Section 6.3.1 for the CBA. This is due to the different approach that is required where the CBA follows *tenants* over time, it does not follow *dwellings*, whereas in the calculation in this lesson it is assumed that when a tenant leaves a very similar tenant takes their place in the vacated dwelling.

transfer this would be the responsibility of DCJ as well as CHPs, and after the transfer the responsibility of the CHPs.

8.2.2. Lesson 2.2: Tenants seemed unaware of the tenant support coordination

Tenant support coordination was not mentioned explicitly in any of the tenant interviews, and few mentions were made of potentially associated references to services. However, it is not clear whether this omission is because tenants do not know about it or whether it has not been an important factor in their social housing experience. As tenant support coordination is intended to build and maintain stronger partnerships with specialist support services, this may well occur outside the view of tenants. Nevertheless, they might have noticed improved connection to services. It would be useful to revisit this at a future time. The expectation was that tenant support coordination would provide a better social housing experience for tenants and link them up to services they need.

Tenant support coordination services are likely to be most important for tenants with higher needs. Although tenant satisfaction surveys indicated relatively high satisfaction with CHP services and management among SHMT tenants, dissatisfaction with SHMT was high across the 60 interviewed tenants, and those with higher needs (e.g. tenants with mental health issues, tenants with limited or no English, tenants with fewer financial resources, older single women) appear to be dealing less well with challenges like need for repairs, miscalculations of rent or bills, poor communication with housing management or safety concerns. These tenants would potentially benefit from improved communication and support from their CHP, as well as support to access needed services. Future transfer programs should identify vulnerable tenants in advance so additional support can be provided to them by both DCJ and CHPs in the pre-transfer go-live phase.

Recommendation: Ensure tenants are aware of the tenant support coordination role of CHPs

The tenant support coordination role of CHPs has the potential to improve tenants' experiences in social housing. However, better use of this role can occur if tenants are aware that this service exists and know where and how they can access it. Tenants who are most likely to need this additional support also tend to be the tenants who are least likely to know how to access such support. Improved communication around tenant support coordination to all tenants, and especially to the most vulnerable tenants, is crucial for tenant support coordination's success. Being aware of this role will also increase tenants' likely abilities to articulate the value of their tenancy now being managed by a CHP as compared to DCJ.

8.2.3. Lesson 2.3: Many SHMT tenants received CRA with a lag, it was confusing to some tenants and not all tenants received it

From both administrative data and from the tenant interviews it was evident that the process of applying for CRA has created difficulties for tenants. Some tenants ended up not applying (and therefore not receiving CRA) or delayed applying for CRA. At the time of transfer 28% of tenants did not receive CRA, which decreased to 15% one year after transfer for those who were still in their SHMT dwelling. This has created financial stress and confusion amongst SHMT tenants as is evident from the

tenant interviews. Some tenants needed more support in this process and it seems that CHPs would have benefitted from more lead-in time to engage with tenants and explain changes, and gain a clear understanding of the Centrelink application processes for their new tenant cohort.

Recommendation: Provide earlier and more extensive support for CRA applications for vulnerable tenants giving CHPs more time and flexibility to engage with tenants

While considerable effort was invested in communication and support to facilitate access to CRA, this was an area of considerable confusion and stress for some tenants. In future, more and clearer information needs to be provided to tenants about the CRA payment, mechanisms for payment to the CHP, and the net rent to be paid by tenants. CHPs should be given more time and flexibility to engage with tenants in the lead-up to transfer processes, instead of the requirement for DCJ to approve communications first which caused delays and reduced the time available to engage with tenants. Vulnerable (including CALD) tenants in particular need additional support. It may even be advisable for DCJ to apply for CRA on the behalf of tenants, as part of the transition to CHP management.

8.2.4. Lesson 2.4: SHMT tenants found it confusing and difficult to transfer from the DCJ rent billing system to one run by their CHP, as they lost visibility of information

One change noted by interviewed tenants was that some CHP rent statements did not provide a history of past payments, only the current amount to be paid. Previously with DCJ, they had been able to check their rent bill and statements online, whereas since the transfer they only received a statement when CHP staff did an inspection, making it difficult for them to track payments or pick up mistakes in charges.

Recommendation: Explore the development and utilisation of a shared/common rent billing and payment platform of format

A common rent billing format, with a history of past payments, across community and public housing could help tenants transition more easily across community housing providers as well as from public housing if all social housing tenants. This could be as simple as DCJ and CHPs coordinating on bill formats (and DCJ providing a billing history), or ideally the use of the same rent billing and payment platform.

8.3. Improving Access to Affordable Housing: Strategic and System-wide Recommendations

8.3.1. Lesson 3.1: Take-up of CRA was delayed for some tenants and not obtained by some

As tenants see no overall net financial benefit to receipt of CRA, it is perhaps not surprising that full take-up of CRA has not been obtained by eligible tenants. There is also considerable uncertainty around the size of this funding pool in the future and the way that it would interact with future Housing Agreements.

Recommendation: Secure additional funds for social housing directly via the Commonwealth-State Housing Agreement rather than indirectly via CRA

It is inefficient to rely on a funding pool that tenants need to apply for, especially given that they see no overall net financial benefit to its receipt. It would be more

efficient to negotiate an additional funding injection into the social housing sector directly with the Commonwealth. Additional funding for social housing that, under SHMT, has been obtained via CRA could, for example, be obtained by state governments directly via the National Housing and Homelessness Agreement.

8.3.2. Lesson 3.2: Many existing tenants have no housing options outside social housing

Although the SHMT program has led to lower rates of relocation/transfer and overall, there is a lower probability of staying in social housing, exit rates from social housing remain low (and exit from a SHMT tenancy was less likely than exit from a public housing tenancy for existing tenants). Tenant interviews suggest that this is because many SHMT tenants have no choice but to stay in social housing. As a result, positive exits (to private housing) are slightly less likely (in year one) or the same (in year two) for existing tenants.

Interviews show that the rent affordability and stability of SHMT housing was of great comfort to most of the 60 tenants interviewed, despite problems with the quality of their housing, housing management or safety concerns about their neighbourhood. Most people were not financially secure enough to consider private rental or ownership, and had nowhere else to go, and the instability of private rental was a strong disincentive for those who could afford it.

Recommendation: Improve access to housing options outside of social housing

Collaboration between federal and state government departments is needed to reform the private rental market and create more incentives for the provision of affordable housing. Protection of renters (with caps on rent increases and long-term contracts with a minimum notice periods for ending the lease) and increasing the number of affordable homes being built and made available to low- to medium-income renters should be central to such a reform. Improving the housing sector for low- to medium-income families will take pressure off the social housing system, which otherwise will face continuing increasing demand from households who can no longer afford to rent in the private market and increasing reluctance from current social housing tenants to risk a transition to the private market.

8.4. Improving Data and Future Evaluations

8.4.1. Lesson 4.1: Market rent as observed in the data increases more for SHMT dwellings

An unexpected result from the administrative data analysis is that market rents of SHMT dwellings seemed to have increased more on average over the two years after the transfer than market rents of similar public and community housing dwellings (particularly in regional areas outside major cities). It is not clear why this may have occurred. This result is important as the market rent determines the maximum level of rent a tenant would be charged for their SHMT dwelling if their income increased sufficiently (even if most tenants do not pay the market rent due to their low incomes), and further investigation is required to determine whether there is an issue with the observed data or whether market rent for SHMT dwellings has indeed increased by more than for other comparable social housing dwellings (and why).

Recommendation: LAHC should investigate the driver(s) of increased market rent in the data

As observed market rent is not used in the economic evaluation and resolving this issue is outside the scope of this evaluation, LAHC should investigate the underlying reasons for the increase in market rent (observed in the administrative data) when it is set by CHPs instead of LAHC. The market rent should in principle not be above the postcode's median rent.

8.4.2. Lesson 4.2: Data on dwelling quality is very limited

CHPs reported that they had very little knowledge of the standard of dwellings to be transferred and that the information they were provided with was inaccurate. Consequently, the transferred dwellings were in worse condition than CHPs anticipated and they had to expend considerable funds bringing dwellings up to standard. The program logic underlying SHMT is that better quality housing, better relationships with CHPs as housing providers and better neighbourhoods will lead to better tenant outcomes. To explore how this logic plays out in practice, it is important to understand the extent to which the intermediate outcomes (e.g. better housing, relationships etc) have been experienced. It would hence be valuable to develop a measurement tool for dwelling quality.

Recommendation: DCJ to develop a metric for quantifying dwelling quality that can be applied uniformly across public and community housing

Such a metric would likely involve periodic inspections of a representative sample of properties with enumerators identifying the existence or otherwise of various housing amenities, design features, age of fixtures and maintenance issues.

8.4.3. Lesson 4.3: Evaluation using a combination of quantitative and qualitative information is valuable

This report has shown the value of a mixed methods approach – qualitative tenant interviews and the linking of various sources of administrative data – for evaluating the impacts on existing and new tenants who are part of the SHMT program. Despite the early stage of the evaluation (two years after the transfer for existing tenants and one year after tenancy start date for new tenants), several interesting results have been observed in the outcome evaluation and contextualised by the tenant interviews. Nevertheless, given that new SHMT tenants have only been observed for a year at most after having been allocated to their SHMT dwelling and that the current evaluation is dominated by tenants who were already living in the dwelling at the time of transfer, it is crucially important to repeat the current evaluation in future years.

The current evaluation framework was designed to be used for future evaluations using updated extracts of linked administrative data, potentially including additional linked data sources and additional derived variables. The same methodologies as used in this report can be applied, including the methodology of finding comparison group tenants for new tenants entering SHMT in the coming years.

However, while analysing the data, a number of issues arose that need to be resolved in future evaluations. These include poor linkage of tenancies in HOMES/CHIMES to applications in the Housing Register (leading to important information such as priority status being missing), poor linkage rates of CHIMES to

other administrative data (compared to linkage rates for HOMES), lack of a standardised variable with targeting information, and fewer schooling outcomes being available due to COVID-19 (also see Section 2.3.9). This leads to the first recommendation below.

In addition, in a future evaluation the quality of data on economic outcomes and on health outcomes should be improved as much as possible. This leads to the second and third of the five recommendations below.

Further, wellbeing is not captured well in administrative data. Alongside further tenant interviews to assess whether tenants are more satisfied with maintenance and the services provided by CHPs (including explicitly asking about tenant support coordination) after the initial, stressful implementation period, there is considerable value in observing the tenant experience beyond what can be captured in administrative data. In-depth, qualitative interviews are an important complementary tool but do not generate generalisable conclusions. This leads to the fourth and fifth recommendations.

Recommendation A: Improve the quality of social housing data collection

Data quality and linkage issues can potentially generate significant bias in evaluation and the ongoing monitoring of the outcomes of social housing programs. Key data issues identified include the lack of a common person identifier across the entire social housing system, incomplete data reported by CHPs, inconsistent data definitions used by CHPs within the community housing administrative dataset, and inconsistent data definitions between public and community housing administrative datasets. As social housing tenants can move between public housing and community housing, it is essential to address these data inconsistencies to derive reliable housing outcomes that are comparable across data sources. Suggested actions for improvement are:

- Use unique person ID and property ID throughout the entire social housing system, including the housing register, public housing and community housing and all other housing-related services. For example, if a Client ID is added to community housing data (CHIMES) similar to what is already available for public housing data (HOMES) and Housing Register data, then it could be used when linking data instead of using an SLK to link CHIMES with HOMES and Housing Register data.
- Build in automatic quarterly data checks for completeness of data records and follow up regarding any omissions in a timely manner.
- Use consistent, pre-defined data codes throughout the entire social housing data system instead of allowing free text.

Recommendation B: Explore further data linkages to improve data on economic outcomes

Further data on economic outcomes of SHMT are needed as Centrelink and Social Housing tenant data do not provide full coverage of economic outcomes. SHMT (and other social housing) tenants are only observed in the Centrelink data while they are on income support and only observed in the social housing data while they remain in social housing. In addition, income and employment information is missing in the social housing tenant data for a large proportion of tenants. Thus, it is difficult to know what the employment and earnings outcomes of all (former) SHMT tenants

are. Additional linkage of ATO data to the existing linked administrative data could fill these knowledge gaps and improve analysis of earnings and employment of tenants.

Recommendation C: Create more detailed measures of health and wellbeing rather than relying on use of pharmaceutical benefits, Medicare benefits and hospital services alone

Any increases (decreases) in utilisation of health services could potentially be the result of improvement (deterioration) in access to services, or of a decline (improvement) in health. For example, in the subpopulation analyses, impacts on health services use look quite different in regional areas versus major cities, with seemingly higher use of preventive health services and lower use of acute health care in major cities. This seems to suggest access to services may be an issue in regional areas and this could negatively affect people's health (and higher use of emergency services), but without direct information on tenants' health, it is often difficult to ascertain whether a change in used services is a desirable or undesirable result of SHMT. Further research is required to investigate whether Medicare data can be used to better measure health outcomes. Medicare data report details on if, and when, people have been diagnosed with health conditions, which could be used to provide further detail of health outcomes. It also includes details on whether people have been referred to a specialist and the type of specialist they have been referred to, including, for example, whether they have a mental health plan and been referred to a psychologist. However, processing this information is potentially quite labour intensive and would require the knowledge and assistance of health experts. Investment in the development of this may be worth considering in future evaluations.

Recommendation D: Ensure representative observation of tenant experience

There would be significant value in conducting a representative quantitative tenant survey, similar to the HOSS, but including community housing tenants and administered in ways that optimise response rates so that we could be more confident that the results based on these data are representative of the full SHMT and public housing tenant population. One approach to improve response rates could be to ask tenants for consent to share data with a third party (rather than with DCJ) for evaluation purposes.

A representative quantitative tenant survey should include questions of importance to DCJ and cover outcomes which are not readily observable in administrative data. For example, questions in relation to dwelling quality and maintenance; tenants' experiences with housing management; tenants' sense of safety and autonomy; tenants' self-assessed health; and their feelings of connectedness to, or conflicts with, their community.

The survey could also ask about the capacity of tenants to advocate for themselves which, alongside sociodemographic information, could be used to develop simple indicators of potential vulnerability to identify and target additional support to the most vulnerable tenants.

Finally, questions to measure tenants' sense of empowerment could be added. For example, if DCJ would like to use general population scores as a benchmark, in future satisfaction surveys the extent of tenants' agreement with statements similar

to those included in the HILDA survey to measure personal control could be asked.[83] These statements are:

- I have little control over the things that happen to me
- There is really no way I can solve some of the problems I have
- There is little I can do to change many of the important things in my life
- I often feel helpless in dealing with the problems of life
- Sometimes I feel that I'm being pushed around in life
- What happens to me in the future mostly depends on me
- I can do just about anything I really set my mind to do

Recommendation E: Greater engagement with Aboriginal tenants to increase their participation in future evaluation

Optimising response rates for a quantitative tenant survey, but also for tenant interviews, is especially important for small, but important, subpopulations such as Aboriginal tenants.

The design of future evaluations should therefore include the development of a strategy for engaging more with Aboriginal tenants, both through tenant interviews and to increase their participation in tenant satisfaction surveys. Partnerships with Aboriginal-controlled community health organisations and other services that support tenants in the areas being evaluated is likely to assist with recruitment of tenants for interviews and surveys.

[83] These statements are based on the measure of "Mastery" in Pearlin and Schooler (1978).

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Appendices

Appendix A SHMT Program logic

1. CURRENT SITUATION	2. OBJECTIVES	3. PROGRAM: core components	4. MECHANISMS OF CHANGE	5. OUTPUTS	6. OUTCOMES *(aligned to NSW Human Services Outcomes Framework)*		
					Short-term outcomes (up to 1year)	**Intermediate outcomes (1-2 years)**	**Long-term outcomes (over 2 years)**
Issues The existing social housing portfolio in NSW is not large enough to accommodate the number of current tenants, and the growing number of people on the social housing register. The cost of maintenance is growing as a result of having an aging social housing portfolio. **Barriers** Parts of the current social housing portfolio are under-utilised as the mix of bedrooms do not match the tenant household size. Entrenched, generational disadvantage means fewer tenants are exiting the social housing system. Government currently dominates the social housing landscape which	Provide a better experience in social housing. Provide greater support to tenants. Provide more opportunities and support for people to transition through social housing. Better long-term outcomes for social housing tenants and applicants. Build the capacity and resources of the community housing sector. Facilitate CHP efficiencies. Bring the creativity and innovative thinking of the community housing sector to the social housing system. Increase the sustainability of the social housing system by lowering the	**Core component 1:** Transfer management of public housing to CHPs **Core component 2:** Access to CRA funding. **Core component 3:** CHPs will also provide: • Tenant Support Coordination • Property Management Services • Access and Demand Services • Social Housing Service System Coordination **Core component 4:** Transfer of maintenance responsibilities to CHPs after 2021.	• Increase the sustainability of the social housing system in NSW by accessing $1billion in CRA over 20 years • Leveraging the local networks of CHPs will improve the experiences of social housing tenants will have flow-on impacts to improved health and wellbeing, social and economic outcomes of tenants • Facilitate CHP efficiencies and diversity • Better and more support services will result in people increasingly moving into independent housing, using the education, skills and employment they have been able to acquire • More competition and diversity in the provision of tenancy management services through the expanded capacity	Implementation outcomes: • Acceptability of SHMT to CHP staff • Appropriateness of SHMT as perceived by the CHP staff • Feasibility of SHMT as perceived by CHP staff and tenants	**Economic**		
					SHMT tenants increase participation in employment services.	SHMT tenants increase income from employment A reduction in welfare dependence.	SHMT tenants increase income from employment. SHMT tenants increase employment stability A reduction in welfare dependence.
					Education and Skills		
					SHMT tenants increase participation in vocational education and training. Children of SHMT tenants increase school attendance	SHMT tenants increase participation and completion in vocational education and training. Children of SHMT tenants have improved school performance and school completion rates	SHMT tenants increase participation and completion in vocational education Children of social housing tenants have improved school performance and school completion rates.
					Safety		
					SHMT tenants feel safe in their homes	SHMT tenants feel safer in their local community Lower crime rate and less domestic and family violence.	SHMT tenants feel safer in their local community Lower crime rate and less domestic and family violence.

1. CURRENT SITUATION	2. OBJECTIVES	3. PROGRAM: core components	4. MECHANISMS OF CHANGE	5. OUTPUTS	6. OUTCOMES *(aligned to NSW Human Services Outcomes Framework)*		
does not encourage NGO innovation.	costs of social housing provision for DCJ.		and capability of community housing providers, will improve tenant satisfaction and improve their health and wellbeing, social and economic outcomes.		**Home**		
					SHMT tenants report higher satisfaction levels with their social housing experience	SHMT tenants report higher satisfaction levels with their social housing experience Fewer negative exits of social housing exits	Higher proportion of people exit social housing Fewer exits due to negative reasons. Fewer people are on the social housing register
					Physical and Mental Health		
					SHMT tenants report improved access to health services in their community	SHMT tenants report higher satisfaction on their health status. SHMT tenants experience improved health and mental health.	SHMT tenants report higher satisfaction on health status SHMT tenants experience improved health and mental health.
					Social and Community		
					SHMT tenants report improved community stability and cohesion	SHMT tenants report improved community stability and cohesion	SHMT tenants report improved community stability and cohesion
					Empowerment		
					Tenants are informed on the services and opportunities in the community and how to access them. SHMT tenants experience improved levels of subjective wellbeing	SHMT tenants report an increase in their education. SHMT tenants report an improvement in employment aspirations SHMT tenants experience improved levels of subjective wellbeing	SHMT tenants experience improved levels of subjective wellbeing

Notes: The colour coding in the outcomes columns indicates the likely availability of information on the outcome variable in administrative datasets: green indicates this is available, blue indicates the information may be available but there is uncertainty about final sample size or data quality (e.g., data quality or linkage rate issue), while no (black) colour indicates relevant information is unlikely to be available. Some of the information that is not available through administrative data may be collected for a limited number of tenants through the qualitative interviews and focus groups.

Appendix B Supplementary information on data

B.1 Tenants Satisfaction Survey

The Community Housing Outcomes and Satisfaction Survey (CHOSS) mostly administered through the Community Housing Industry Association (CHIA) and the Housing Outcomes and Satisfaction Survey (HOSS) administered by DCJ were intended to have the same questions by design. CHOSS data are only available for 8 out of the 9 SHMT packages and for one of the packages, the survey was not administered through CHIA.[84]

In this report, we focus on two sets of questions — tenants' satisfaction with services provided and satisfaction with a range of aspects of their life (a Personal Wellbeing Index) using waves 2 and 3 (2020 and 2021).

The following lists the questions on tenants' satisfaction with services provided. Each question is provided with a five-point-scale choice set (very dissatisfied, dissatisfied, neither, satisfied and very satisfied).

- Overall, how satisfied or dissatisfied are you with the services provided by DCJ housing / [name of community housing provider]?
- Overall, how satisfied or dissatisfied are you with communication with DCJ housing / [name of community housing provider]?
- How satisfied or dissatisfied are you that DCJ housing/ [name of community housing provider] listens to tenants' views and acts on them?
- Overall, how satisfied or dissatisfied are you with your neighbourhood as a place to live?

Service satisfaction data are only available for seven packages and one package only has data for three out of the four questions (with the first question of overall satisfaction omitted). In addition, one CHP used a slightly different wording for question 3 (CHP listens to tenants' view).

[84] There were also a few differences between the questionnaires by CHP. For one CHP, only the Personal Wellbeing Index (PWI) questions were asked; for one CHP, no question on satisfaction with the CHP's communication and no PWI questions were asked; and for one CHP the quality of life improvement question was left out while the satisfaction with how the CHP listens to and acts on tenants' views question was phrased differently to that in other CHPs' questionnaires. More minor deviations are that several CHPs either dropped the country of birth question or asked about it in a different way, and two CHPs asked the employment question in a different way.

For the Personal Wellbeing Index (PWI), the following questions were asked:

On a scale from 0 to 10, where 0 means no satisfaction at all and 10 means completely satisfied, how satisfied are you with…	*Not at al l satisfied*	*Completely satisfied*
2. ... your life as a whole?	*0—1—2—3—4—5—6—7—8—9—10*	
3. ... your standard of living?	*0—1—2—3—4—5—6—7—8—9—10*	
4. ... your health?	*0—1—2—3—4—5—6—7—8—9—10*	
5. ... what you are achieving in life?	*0—1—2—3—4—5—6—7—8—9—10*	
6. ... your personal relationships?	*0—1—2—3—4—5—6—7—8—9—10*	
7. ...how safe you feel?	*0—1—2—3—4—5—6—7—8—9—10*	
8. ... feeling part of your community?	*0—1—2—3—4—5—6—7—8—9—10*	
9. ... your future security?	*0—1—2—3—4—5—6—7—8—9—10*	

We link the survey responses to respondents' housing records. SHMT tenants' responses were compared to the responses of public housing tenants with similar characteristics and similar type of housing using propensity score matching method. More information on the methodology is provided in Appendix D Detailed method section, and results are in Table F.6 in Appendix F.

B.2 Linked NSW administrative data

Data linkage rate

Table B.1 Data linkage rates for SHMT tenants (HOMES) who already lived in the dwelling at the time of transfer, for public housing (PH) tenants and for community housing (CH) tenants

Administrative data sets	Linkage rate			Differences			
	SHMT (T)	PH (C1)	CH (C2)	Coef. (T-C1)	p-value	Coef. (T-C2)	p-value
DOMINO demographic data (Domino spine) matched	0.995	0.994	0.880	0.002	0.002	0.116	0.000
Admitted Patient Data Collection (APDC) records matched	0.776	0.752	0.725	0.023	0.156	0.052	0.006
Emergency department data (EDDC) matched	0.885	0.832	0.813	0.053	0.003	0.072	0.000
Ambulatory (mental health) data merged	0.282	0.223	0.222	0.059	0.004	0.060	0.004
matched to any of the ambulance records (CAD, EMR or PHCR)	0.544	0.493	0.453	0.051	0.001	0.091	0.000
Medicare Benefit Schedule (MBS) data matched	0.945	0.945	0.838	0.001	0.889	0.107	0.000
Pharmaceutical Benefit Scheme (PBS) data matched	0.932	0.936	0.830	-0.004	0.430	0.102	0.000
matched to death register (RBDM) data	0.034	0.029	0.022	0.005	0.211	0.012	0.012
CIMS specialist homelessness service data matched	0.157	0.120	0.154	0.037	0.176	0.003	0.919
NCVER data matched	0.961	0.957	0.846	0.004	0.229	0.115	0.000
Child protection data matched	0.221	0.177	0.183	0.044	0.255	0.037	0.332
BOCSAR custody data matched	0.053	0.061	0.046	-0.009	0.041	0.006	0.135
BOCSAR proven court appearance data matched	0.206	0.187	0.169	0.019	0.282	0.037	0.054

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports the data linkage rate (proportion of tenants that can be matched to each of the administrative data sets) for SHMT tenants and comparison group. We construct potential comparison groups separately for each SHMT package. For each SHMT package, the comparison groups include all tenants who reside in public housing (C1) or community housing (C2) in non-SHMT postcodes at the time of transfer. Therefore, one person (and their dwelling) can have up to nine observations included as potential comparisons. This allows us to compare SHMT tenants and dwellings at the transfer date to a potential comparison group at the transfer date. The differences (T-C1) and (T-C2) are average differences within SHMT packages, estimated using regression analysis controlling for the SHMT package.

Example of interpretation: The DOMINO data linkage rate for SHMT tenants are, on average, 0.2 ppt higher than public housing tenants and 11.6 ppt higher than community housing tenants. The difference is statistically significant at 5%.

Table B.1 presents data linkage rates (proportion of tenants that can be matched to each of the administrative data sets) for SHMT tenants and public housing and community housing tenants in non-SHMT postcodes. As we only include tenants in general housing in the analyses, we expect that tenants have a record in Centrelink's payment administrative dataset (DOMINO) at some point either as a payment recipient or as a spouse or dependent of a payment recipient. This is confirmed by the very high linkage rates for SHMT tenants and public housing tenants, both exceeding 99%. However, the linkage rate of community housing tenants is

much lower. The data linkage rates with other administrative data sets for community housing tenants were all significantly lower than for SHMT tenants except for the administrative data of specialist homelessness services (CIMS), child protection data and corrective service administrative (custody) data. This suggests that community housing tenants may have been considerably more likely to have been involved in those services.

Table B.2 presents data linkage rates for new tenants.

Table B.2 Data linkage rates for new SHMT tenants (CHIMES), public housing (PH) tenants and community housing (CH) tenants

Administrative data sets	Linkage rate			Differences			
	SHMT (T)	PH (C1)	CH (C2)	Coef. (T-C1)	p-value	Coef. (T-C2)	p-value
DOMINO demographic data (Domino spine) matched	0.925	0.965	0.896	-0.040	0.000	0.029	0.000
Admitted Patient Data Collection (APDC) records matched	0.792	0.793	0.739	-0.001	0.884	0.054	0.000
Emergency department data (EDDC) matched	0.875	0.857	0.830	0.019	0.000	0.045	0.000
Ambulatory (mental health) data merged	0.378	0.308	0.327	0.069	0.000	0.051	0.000
matched to any of the ambulance records (CAD, EMR or PHCR)	0.558	0.521	0.504	0.037	0.000	0.054	0.000
Medicare Benefit Schedule (MBS) data matched	0.893	0.923	0.860	-0.030	0.000	0.033	0.000
Pharmaceutical Benefit Scheme (PBS) data matched	0.871	0.898	0.841	-0.027	0.000	0.030	0.000
matched to death register (RBDM) data	0.009	0.011	0.008	-0.002	0.143	0.000	0.781
CIMS specialist homelessness service data matched	0.515	0.375	0.446	0.140	0.000	0.069	0.000
NCVER data matched	0.875	0.917	0.852	-0.042	0.000	0.023	0.000
Child protection data matched	0.341	0.344	0.305	-0.003	0.656	0.036	0.000
BOCSAR custody data matched	0.133	0.147	0.114	-0.014	0.011	0.019	0.001
BOCSAR proven court appearance data matched	0.335	0.294	0.282	0.042	0.000	0.054	0.000

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports the data linkage rate (proportion of tenants that can be matched to each of the administrative data sets) for SHMT tenants and comparison group. We construct potential comparison groups separately for each SHMT package. For each SHMT package, the comparison groups include all tenants who reside in public housing (C1) or community housing (C2) in non-SHMT postcodes at the time of transfer. Therefore, one person (and their dwelling) can have up to nine observations included as potential comparisons. This allows us to compare SHMT tenants and dwellings at the transfer date to a potential comparison group at the transfer date. The differences (T-C1) and (T-C2) are average differences within SHMT packages, estimated using regression analysis controlling for the SHMT package.

Example of interpretation: The DOMINO data linkage rate for SHMT tenants are, on average, 0.2 ppt higher than public housing tenants and 11.6 ppt higher than community housing tenants. The difference is statistically significant at 5%.

Linking between HOMES and CHIMES

Due to the management transfers, information for tenants who lived in SHMT dwellings at the time of the transfer were recorded in HOMES prior to transfer and in CHIMES after transfer. We need to link their records to be able to use information on housing history and on (future) outcomes for these tenants. In total, 22,981 tenants were identified living in SHMT dwellings at the time of transfer, 5,243 (22.8%) of whom cannot be found in the records of the same financial year in CHIMES. The majority of these (74.2%) are from one SHMT package where the year of data was misclassified. We have to exclude the entire package as some tenancy records in the 2019 financial year were not submitted. Although we have information for some tenants in the subsequent financial year (2020), keeping them in the sample would create sample selection issues as only those who stay in the tenancy long enough would be included. For tenants for whom we do not have information in 2020, we do not know whether they have exited the focal dwelling or whether we just cannot find them due to project person identification number (PPN) mismatches. For the remaining 25.8%, the main reason is due to a different PPN being assigned to the same person in the two data sets so we were unable to link them. A small number of non-linked data may be caused by property reference number mismatches. These tenants are excluded from the analysis of tenants' housing outcomes for existing tenants (tenants who lived in the SHMT dwelling at the time of transfer). However, outcomes derived from other administrative data sets were not affected. We link tenants' records based on their PPN in HOMES for two reasons: 1) It is essential to control for tenants' housing histories in econometric analyses; and 2) linkage rates for services that we expect most people would have used (e.g. Centrelink payments or MBS) are higher using their PPN in HOMES than the rates using their PPN in CHIMES.

The following table compares characteristics of tenants who were excluded from housing outcome analyses with the characteristics of tenants who were included in these analyses. Excluded tenants were younger and in general more disadvantaged. Although we expected excluded tenants to have a lower data linkage quality, they still have higher linkage rates for homelessness services, child protection and justice administrative data.

Table B.3 Characteristics of SHMT tenants who were excluded from the analyses of housing outcomes compared with characteristics of tenants who were included

	Excluded from housing outcome analyses (E)		Included in housing outcome analyses (I)		Differences (I-E)	
	Mean	N.	Mean	N	Difference	p-value
Individual Characteristics						
Female	0.533	5120	0.558	17311	0.035	0.053
Aboriginal	0.418	4495	0.143	13700	-0.091	0.019
Age (years)	35.048	5239	47.190	17737	10.276	0.001
Main Language is English	0.969	3426	0.923	9280	-0.013	0.212
Main Income Source==Employment	0.076	3017	0.087	13445	0.015	0.078
Main Income Source==Other Private Income	0.003	3017	0.009	13445	0.005	0.003
Main Income Source==Centrelink	0.910	3017	0.894	13445	-0.016	0.079
Individual Gross Income Last Week ($)	466.54	3034	462.71	13442	25.37	0.003
Household characteristics						
Total adults in the household	1.313	2150	1.364	10977	0.141	0.061
Total children in the household	0.635	2150	0.350	10977	-0.074	0.633
Number of people in the household	1.950	2150	1.715	10977	0.067	0.757
Composition: Single man	0.367	1475	0.351	8147	-0.001	0.956
Composition: Single woman	0.388	1475	0.441	8147	-0.030	0.290
Composition: Single man with children	0.013	1475	0.007	8147	0.001	0.907
Composition: Single woman with children	0.089	1475	0.048	8147	-0.006	0.613
Composition: Couple no children	0.042	1475	0.052	8147	0.009	0.552
Composition: Couple with children	0.018	1475	0.011	8147	-0.008	0.534
Composition: Other with man as head	0.020	1475	0.023	8147	0.010	0.150
Composition: Other with woman as head	0.062	1475	0.067	8147	0.025	0.128
Data linkage rate						
DOMINO demographic data (Domino spine) matched	0.991	5243	0.997	17738	0.011	0.031
Admitted Patient Data Collection (APDC) records matched	0.773	5243	0.777	17738	0.019	0.202
Emergency department data (EDDC) matched	0.911	5243	0.877	17738	0.007	0.463
Ambulatory (mental health) data merged	0.277	5243	0.283	17738	-0.013	0.428

	Excluded from housing outcome analyses (E)		Included in housing outcome analyses (I)		Differences (I-E)	
matched to any of the ambulance records (CAD, EMR or PHCR)	0.548	5243	0.542	17738	0.012	0.599
Medicare Benefit Schedule (MBS) data matched	0.952	5243	0.943	17738	0.000	0.992
Pharmaceutical Benefit Scheme (PBS) data matched	0.933	5243	0.932	17738	0.002	0.866
matched to death register (RBDM) data	0.025	5243	0.036	17738	0.003	0.614
CIMS specialist homelessness service data matched	0.254	5243	0.129	17738	-0.079	0.069
NCVER data matched	0.950	5243	0.964	17738	0.016	0.126

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations. Units are in shares, unless otherwise indicated.

Notes: The table reports how SHMT tenants without housing outcomes differ in their sociodemographic characteristics from SHMT tenants with housing outcomes. The differences (I-E) are estimated using regression analysis controlling for SHMT Packages.

Example of interpretation: Tenants who were included in the analyses of housing outcomes were, on average, 3.5 percentage points more likely to be female, than those who were excluded from the analyses of housing outcomes. The difference is not statistically significant at 5%.

Appendix C Outcomes used for short- to medium-term outcome analyses

Table C1 Full list of outcomes, by domain of NSW Human Services Outcomes Framework

Outcome Measure	Notes	Unit of measurement	Population
DOMAIN HOUSING			
Rent payments and subsidies			
Market Rent	Measured on 30 June during time period of interest. The market rent was set by LAHC for public housing and by CHPs for community housing.	A$, inflated to June 2021	all tenancies
Rent Charged	Measured on 30 June during time period of interest, excludes CRA. As recorded in HOMES and CHIMES.		
Difference between market rent and rent charged	Note that market rent, rent charged and difference between market rent and rent charged do not necessarily add up in the aggregate, as the difference may be known for some tenancies even though the individual components are not (for example, when not in social housing, difference is zero).		
Household received CRA	Measured on 30 June during time period of interest	Yes/no	all tenancies
Total CRA received	Measured on 30 June during time period of interest	A$, inflated to June 2021	all tenancies
Sustaining tenancy			
Reason unknown	Reasons for termination as recorded in HOMES and CHIMES. Measured at point of termination. Termination refers to physically vacating the dwelling.	yes/no	tenancies that had not previously ended.
Breach of tenancy			
Tenant Deceased			
Terminated for other reason			
Left before tenancy ended			
Relocation/Transfer/Re-sign			
Transferred to an Institution			
Tenant Initiated			
Provider Initiated			
Destinations after exit	Recorded in HOMES and CHIMES		
Exit from Social Housing	Includes exits to private housing, to family and friends, to an institution, to prison, to short- and medium-term accommodation and other/unknown reasons	yes/no	tenancies that had not previously ended
Exit to Social Housing (transfer)	Includes all recorded transfers to other social housing		
Overall housing stability			
was homeless	Sleeping rough. As identified in CIMS at time of seeking assistance and at the end of each data reporting period	yes/no	all individuals

Outcome Measure	Notes	Unit of measurement	Population
was in insecure housing	In emergency accommodation. As identified in CIMS at time of seeking assistance and at the end of each data reporting period		
used homelessness services (for accommodation reasons)	received accommodation assistance, as recorded in CIMS.		
used homelessness services (homelessness prevention related)			
DOMAIN SAFETY			
Individual was in contact with child protection services		yes/no	individuals below age 18
Any contact with justice system	Only proven court appearances, at any point during period of interest. As recorded in NSW BOCSAR individual records.	yes/no	individuals aged 10 and above
Any domestic violence offence	Includes instances where at least one domestic violence offence was proven in court during period of interest. As recorded in NSW BOCSAR individual records.	yes/no	
Total days in adult custody/prison	As recorded in NSW BOCSAR individual records.	0-365 days	
Total days in juvenile custody/prison	As recorded in NSW BOCSAR individual records.	0-365 days	
DOMAIN SOCIAL AND COMMUNITY			
Characteristics of dwelling location			
number of crimes per 100k population	At postcode of dwelling. Total number of crimes/offences/reports as recorded in NSW BOCSAR aggregate crimes data; population at postcode as reported in Census 2016.		Postcode
number of drug offences per 100k population			
number of domestic violence reports per 100k population			
Homeless rate per 10k population	Measured by the sum of monthly counts of instances of sleeping rough or staying in non-conventional accommodation at the time of seeking specialist homeless support in CIMS over the year for the time-period of interest for the postcode in which the dwelling is located.		
Homelessness service usage rate per 100 population	Measured by the sum of monthly counts of instances of support requests as recorded in CIMS over the year for the time-period of interest for the postcode in which the dwelling is located. .		

Table C.1 continued

DOMAIN ECONOMIC OUTCOMES			
Income and employment			
Individual Gross Income	As recorded in HOMES and CHIMES on 30 June during time period of interest. Outcomes were included in the analyses but excluded from reporting due to data consistency issues that cause bias in impact estimates. (see notes below for details)	A$, inflated to June 2021	individuals aged 16 and above and residing in social housing
Main income source: Centrelink		yes/no	
Main income source: Employment			
Main income source: Other Private Income			
At least one person in the household is in employment			All tenancies
Income support			
Individual received income support	As recorded in DOMINO. Measured at any point during the time period of interest.	yes/no	individuals aged 16 and above
Total number of days of income support receipt during the year	As recorded in DOMINO. Summed up over the time period of interest.	0-365	
Total regular Centrelink payment amount over the year	As recorded in DOMINO. Summed up over the time period of interest. Excludes CRA. Includes all income support payments and family benefits.	A$, inflated to June 2021	
Total CRA payments during the year	As recorded in DOMINO. Summed up over the time period of interest. (excludes one off payment and third party payments)	A$, inflated to June 2021	

Table C.1 continued

DOMAIN EDUCATION OUTCOMES			
School outcomes			
Changed school		yes/no	individuals aged 5 to 18
At or Above NMS in grammar	as recorded in NAPLAN data. Is 1 if student participated in NAPLAN and had recorded result above national minimum standard (NMS). Is missing if student did not participate. No NAPLAN tests were conducted in 2020. NAPLAN is assessed only every second year, and the variable thus relates to a two-year period after the tenancy started.		
At or Above NMS in numeracy			
At or Above NMS in reading			
At or Above NMS in spelling			
At or Above NMS in writing			
Below NMS in grammar	as recorded in NAPLAN data. Is 1 if student participated in NAPLAN and had recorded result above national minimum standard (NMS). Is missing if student did not participate. No NAPLAN tests were conducted in 2020. NAPLAN is assessed only every second year, and the variable thus relates to a two-year period after the tenancy started. Note that "at or above NMS" and "Below NMS" do not always add up to 1, as some students are recorded to have participated but without a result.		
Below NMS in numeracy			
Below NMS in reading			
Below NMS in spelling			
Below NMS in writing			
Obtained NMS for at least one domain	as recorded in NAPLAN data. Is 1 if student was at or above NMS in at least one of grammar, numeracy, reading, spelling or writing.		
Completed school	Finished year 12.		individuals aged 17 or 18
Student received an ATAR	considered as an outcome, but information was not used because of small sample size.		individuals who completed high school during period of interest
Student's ATAR scores			
Vocational education and training			
Person enrolled in VET course	As recorded in NCVER data	yes/no	individuals aged 16 and above
Person completed VET program			
Person enrolled in at least Certificate III VET course			
Person completed at least Certificate III VET program			

Table C.1 continued

DOMAIN HEALTH OUTCOMES			
Hospital utilisation			
Nr. hospital admissions (general)	Summed up over entire time period of interest. As recorded in NSW Admitted Patient Data Collection	whole number	all individuals
Days in hosp. (general)		0-365	
Nr. hospital admissions (psychiatric)		whole number	
Days in hospital (psychiatric)		0-365	
Nr. emergency room (ER) visits	Summed up over entire time period of interest. As recorded in NSW Emergency Department Data Collection.	whole number	
Nr. ER visits (w/o hosp. admission)		whole number	
Nr. ER visits (with hosp. admission)		whole number	
Ambulatory mental health (AMH) services			
Used AMH services, with a mental health diagnosis	At any point during time period of interest, an individual used ambulance services for mental health-related issues, excluding for factors such as drugs or alcohol. As recorded in NSW Mental Health Ambulatory Data Collection	yes/no	
Used AMH services, with any diagnosis		yes/no	
Ambulance call-outs			
Nr. ambulance trips	Summed up over entire time period of interest. As recorded in NSW Ambulance - Computer-Aided Dispatch, NSW Ambulance - Electronic Medical Record and NSW Ambulance - Patient Health Care Record.	whole number	
Used ambulance service		yes/no	
Services received in Medicare Benefit Schedule/Pharmaceutical Benefit Scheme			
Nr. MBS services	Summed up over entire time period of interest. As recorded in MBS/PBS data	whole number	
Cost of MBS services	Total cost summed up over entire time period of interest, divided by number of services. As recorded in MBS/PBS data	A$, inflated to June 2021	
Nr. PBS scripts	Summed up over entire time period of interest. As recorded in MBS/PBS data	whole number	
Cost of PBS scripts	Total cost summed up over entire time period of interest, divided by number of services. As recorded in MBS/PBS data	A$, inflated to June 2021	

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Units are in shares, unless otherwise indicated.

Note: The income recorded in HOMES were missing for a very large proportion of tenants (over 30%). We are not able to distinguish true missing and zeros. The problem is not presented in CHIMES. However, income recorded in CHIMES seems with inconsistencies of whether CRA is included or not.
For major source of income, there are large proportion of missing values in both HOMES and CHIMES and the proportion of missing values fluctuate significantly in CHIMES and therefore the estimates will be biased. In addition, there is no public housing tenant with employment as main source of income in 2021, while the proportion of community housing tenants with employment as main source of income in 2021 is similar to the records in 2020. Although it is possible that some tenants lost employment income in 2021 due to COVID, it is unlikely that the impacts of COVID are so different between public housing and community housing tenants. Thus, the differences are likely to be caused by differences in recording method. Thus, both income and main source of income are not reported in SHMT evaluation final report.

School outcomes are not available in 2020 due to COVID. Because year 2020 is the main outcome period for SHMT, we are unable to conduct analyses on school outcomes in the education domain. Only outcomes for vocational education and training are included. Other outcome variables are available up to 2 years after transfer for most domains. Outcomes of the second year after transfer are only available for 7 packages in general. The two-year outcomes of vocational education and hospital usage outcomes are only available for 3 packages due to earlier data extraction dates. Although hospital-admitted patient records are available up until 30 June 2021, the data only record completed spells which would only include short spells for patients with admission dates close to the data cut-off date. We therefore consider the data end date to be 31 March 2021 to avoid bias toward short hospital stays.

Table C.2 Matching variables

Variables	Notes	Unit of measurement	Population
PROPERTY CHARACTERISTICS			
Dwelling characteristics			
Age of building	As recorded in HOMES	years	LAHC owned properties
Dwelling type: House	As recorded in HOMES and CHIMES	yes/no	All dwellings
Dwelling type: Unit			
Dwelling type: Villa			
Dwelling type: Bedsit			
Dwelling type: Other			
Property style: High/medium rise	As recorded in HOMES.	yes/no	LAHC owned properties
Property style: Low rise			
Property style: Cluster/ROW/Pair/CORE			
Property style: Single			
Property style: others or unknown			
Dwelling distance to nearest…	*Information provided by LAHC*	meters	LAHC owned properties
Primary School			
High School			
TAFE			
Hospital			
Post Office			

Table C.2 continued

Variables	Notes	Unit of measurement	Population
PROPERTY CHARACTERISTICS			
Commercial zone B2	Local Centre. Allows for shops, offices, medical services, education facilities etc. for the local community. Typically applies to a Local Government Area.		
Commercial zone B3	Local Centre. Allows for shops, offices, medical services, education facilities etc. for the local community. Typically applies to a Local Government Area. Commercial Core. High density retail and commercial stores, large scale offices, businesses and entertainment. Typically applies to Major cities, large town centres or regional centres.		
Commercial zone B4	Mixed Use. Wide range of land use to be encouraged, including residential, commercial, community uses. Often close to commercial cores and major transport routes. As recorded in HOMES.		
Train station			
COMMUNITY CHACTERISTICS			
Median rent	At postcode level. DCJ Rent & Sales tables were available for the years 2018, 2019 and 2020.	A$, inflated to June 2021	All dwelling
Median sales		A$, inflated to June 2021	All dwelling
share of population who travel to work by public transport	At postcode level. Measured in Census 2016.	0-100%	All dwelling
Median commuting distance (km) from place of usual residence	At postcode level. Measured in Census 2016.	kilometres	All dwelling
unemployment rate	At postcode level. Measured in Census 2016.	0-100%	All dwelling
labour force participation rate	At postcode level. Measured in Census 2016.	0-100%	All dwelling
Index of socio-economic disadvantage (SEIFA)	At postcode level. Measured in Census 2016.	1-10	All dwelling
share of population who completed at least year 12	At postcode level. Measured in Census 2016. As % of persons aged 20+	0-100%	All dwelling

Appendix D Detailed methodology

D.1 Impacts on SHMT tenants

Identification strategy

SHMT tenants are compared to two potential comparison groups, public housing tenants in areas where there are no SHMT properties (non-SHMT areas) and community housing tenants in non-SHMT areas.

We used public housing as the main comparison group as they are the best proxy for the counterfactual (what would have happened had there been no SHMT transfer). Community housing in non-SHMT area is used as a second comparison group for sensitivity analyses. The results using community housing as the comparison group need to be interpreted with caution due to data quality issues as discussed in Appendix Section B.2.

We conduct separate analyses for SHMT tenants who experienced the transfer, i.e. they started their tenancies prior to the SHMT transfer date (existing tenants) and tenants who moved into SHMT properties after the SHMT transfer date (new tenants). Existing tenants were affected by the transferring process while new tenants can be seen as just moving into community housing like other community housing tenants. Also, the transfer process only occurs once, and the impact of the transferring process is likely to fade out over time. The comparisons of new SHMT tenants represent the impacts in the future if there are no changes in how CHPs manage the properties and no further policy changes.

For existing tenants, comparison groups are constructed by SHMT package using comparison tenants at the SHMT transfer date. That is, for each package the potential comparison group includes all tenants that were in public housing in the postcodes without SHMT properties (non-SHMT postcode) at the time of transfer (the reference date). Up to nine observations per person (one for each package at each of the different reference dates) can be included as part of the potential comparison group. Regression-adjusted matching difference-in-differences is used to estimate the treatment effect on the treated: i.e. the impact of SHMT on SHMT tenants in the selected subsample. Each comparison group tenant can only be matched to a treatment group tenant if they have the exact same reference date (i.e. we use an exact match on reference date). This minimises any confounding impacts from COVID, as both treatment and comparison tenants are observed (and compared) over the same time period and are affected by COVID in the same way.

For new tenants, the reference date is their tenancy start date. We do not separate SHMT packages. To minimise the impact of COVID and other time varying macro conditions, we only match new SHMT tenants with comparison group tenants who started their new tenancy in the same quarter and year.

The regression-adjusted matching difference-in-differences involves the following two steps:

(1) Perform propensity score matching to obtain matching weights using a kernel matching algorithm. A bi-weight kernel is used, which is selected to give higher weights to observations with propensity scores that are closer to the relevant SHMT observation's propensity score.

(2) Run a weighted regression on changes in outcomes using matching variables as controls to further adjust for any remaining differences.

For the impacts on subgroups, we run weighted regressions on changes in outcomes as described above and add an interaction term of treatment variable and subgroup indicator variable. We add interaction terms one at a time.

Matching variables include tenants' demographic characteristics; outcomes prior to SHMT transfer; household characteristics; tenancy information; property characteristics; distance to amenities; and area level characteristics, such as unemployment rate, population density and disadvantage index (SEIFA), etc. Information derived from the tenants' housing applications (e.g., duration on waiting list, priority status, etc.) and social housing histories are included as matching variables. Comparisons of these baseline characteristics are presented in appendix Table E.1 to E.4. Definitions of outcome variables are provided in appendix table C.1 and additional matching variables are listed in table C.2.

Assessment of the quality of identification strategy

A number of statistical tests have been performed for this Final Report to fine-tune the selection of matching variables and matching algorithms as these are data-driven, and therefore the results may differ when data are updated given the data linkage issues in the Interim Report. In addition to tests of stability of estimates, we also include:

- Post matching balancing tests to examine whether there are any systematic differences in observed characteristics between matched treatment and comparison groups.
- Placebo tests to examine whether there is a significant difference in outcomes between matched treatment and comparison groups in the pre-SHMT transfer period.

The post-matching balancing test is to compare the pre-policy changes outcomes between the matched treatment and control group. We use the matching weights generated from the propensity score tests and test weighted differences in outcomes of 1 year, 2 years and 3 years prior the SHMT transfer between treatment and main comparison groups. Table D.1 shows the results of the post-matching balancing tests. We also do placebo tests by testing differences between outcomes in the year prior to the

transfer (t-1) and 2 years prior to the SHMT transfer (t-2) as well as the differences in outcomes 1 year and 3 years prior to the transfer (differences between t-1 and t-3).

As shown in Table D.1, there are no pre-policy outcomes that are statistically significantly different at the 5% level between matched SHMT tenants and public housing tenants. There are also no statistically significant results in the placebo test (difference-in-difference) outcomes of matched treatment and comparison group. The placebo test results are available upon request.

Table D.1 Results for post matching balancing tests

	Estimated differences in outcomes between matched treatment and comparison groups					
	1 year prior to transfer		2 years prior to transfer		3 years prior to transfer	
	difference	p-value	difference	p-value	difference	p-value
Income and Education						
Individual received income support	0.000	0.979	0.000	0.948	-0.001	0.839
Total number of days of income support receipt	-0.745	0.784	-0.392	0.891	-0.236	0.933
Total regular Centrelink payment amount (excl. CRA)	41.982	0.901	101.256	0.794	149.093	0.725
Total regular CRA amount	24.455	0.001	13.667	0.425	9.463	0.706
Enrolled in an VET course	0.003	0.724	0.005	0.276	0.005	0.276
Enrolled in an VET certificate III (and above) course	0.003	0.585	0.002	0.484	0.002	0.484
Completed an VET program	-0.001	0.548	0.000	0.594	0.000	0.594
Completed an VET certificate III (and above) program	0.000	0.658	0.000	0.628	0.000	0.594
Justice and child protection service						
Individual was in contact with child protection services	-0.018	0.444	0.025	0.113	0.043	0.159
Total days in custody/prison	-0.041	0.827	-0.047	0.590	-0.275	0.136
Total days in adult custody/prison	-0.080	0.659	-0.105	0.114	-0.322	0.071
Total days in juvenile custody/prison	0.039	0.429	0.058	0.306	0.047	0.091
Any proven court appearance	-0.001	0.814	-0.002	0.729	0.001	0.873
Any domestic violence offence (proven court appearance)	0.000	0.925	0.000	0.599	-0.001	0.472
Housing and homelessness services usage						
Reported being homeless	0.000	0.936	0.000	0.932	0.001	0.817
Reported being in short-term/emergency accommodation	0.000	0.943	0.000	0.969	0.000	0.948
At risk of homelessness	0.000	0.966	0.000	0.938	-0.001	0.896
Received SHS short-term accommodation	-0.001	0.810	0.000	0.989	0.000	0.985
Received SHS med/long-term accommodation	0.001	0.479	0.000	0.819	-0.001	0.385
Received any SHS accommodation services	0.000	0.958	0.000	0.990	-0.001	0.744
Received tenancy/mortgage maintenance se	0.000	0.978	0.000	0.950	-0.003	0.477
Received other Specialist homelessness services	0.000	0.977	-0.001	0.927	0.000	0.974
In social housing (PH CH AbH) at financial year end	-0.005	0.397	-0.002	0.861	NA	NA

Table D.1 continued

	Estimated differences in outcomes between matched treatment and comparison groups					
	1 year prior to transfer		2 years prior to transfer		3 years prior to transfer	
	difference	p-value	difference	p-value	difference	p-value
Health service usage over the year						
Admitted to hospital (non psych. unit)	0.000	0.988	0.001	0.942	0.006	0.701
Number of hospital admissions (non psych. unit)	-0.025	0.822	0.031	0.795	0.054	0.641
Days in hospital (non psych. unit)	0.042	0.853	0.090	0.616	0.015	0.920
Admitted to hospital (psych. unit)	0.000	0.977	-0.001	0.831	0.000	0.931
Number of hospital admissions (psych. unit)	0.011	0.538	0.020	0.413	0.020	0.372
Days in psychiatric unit	0.043	0.878	0.190	0.630	0.312	0.517
Visited emergency room	0.001	0.960	-0.001	0.936	0.014	0.382
Nr. emergency visits	-0.070	0.362	-0.075	0.312	-0.034	0.652
Nr. emergency visits (with no hosp. admission)	-0.061	0.312	-0.059	0.334	-0.017	0.768
Nr. emergency visits (with hosp. admission)	-0.009	0.772	-0.015	0.593	-0.017	0.557
Ambulatory mental health (AMH) services						
Used AMH services for mental health issues	-0.001	0.966	0.000	0.983	0.000	0.997
Used AMH services (AMB) for all issues	-0.001	0.939	0.001	0.969	0.001	0.966
Ambulance call-outs						
Used ambulance service	-0.001	0.923	-0.001	0.913	-0.002	0.698
Nr. ambulance trips	-0.009	0.763	-0.002	0.935	0.003	0.851
Services received in Medicare Benefit Schedule / Pharmaceutical Benefit Scheme						
Nr. MBS services	0.075	0.969	0.008	0.996	-0.237	0.895
Cost of MBS services	8.213	0.948	0.544	0.996	-10.444	0.931
Nr. PBS scripts	0.083	0.966	0.012	0.995	0.010	0.996
Cost of PBS scripts	33.489	0.785	-69.778	0.504	65.113	0.752

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.
Notes: The table reports the differences in outcomes between matched SHMT tenants at start of SHMT and comparison group tenants (public housing).
Example of interpretation: The differences in whether receiving income any time over the year is less than 0.001 for the first year prior to transfer, 0.001 for two years prior to transfer and 0.006 for three years prior to transfer. The differences are not statistically significant at 5%.

D.2 Announcement effect

Analysis of the announcement effect aims to identify whether tenants moved out of SHMT dwellings earlier than they otherwise would have due to being informed regarding the upcoming property management changes. Tenants who prefer public housing or did not like the transfer process might "choose" to exit the SHMT dwelling prior to the transfer date and would therefore not be observed in our main analyses of existing tenants. CHPs sent out SHMT transfer information packs four months prior to the transfer date, so we focus on tenants in SHMT dwellings and investigate their probability of exit within the next four months (up to the transfer date). Although there is a public announcement of SHMT in 2016, this information is not widely distributed so it is unlikely to affect tenants.

A difference-in-difference approach using regression is employed for this analysis. We used public housing in non-SHMT postcodes in the same period as a comparison group. The dependent variable is defined as whether an existing tenancy ended within the next four months. The sample includes snapshots of tenancies at four different points in time (4, 8, 12 and 16 months prior to the SHMT transfer) where the tenants residing in SHMT dwellings four months prior to the transfer date are the main group of interest. The results are presented in appendix table D.2.

On average, the probability of the tenancy ending in the next 4 months is 0.5 percentage point higher for SHMT properties after the SHMT transfer communication process between CHPs and tenants commenced. Analyses by SHMT package indicate that the announcement effect is only significant for one package. The higher exit rate prior to the SHMT transfer date may lead to lower exit rates in the outcome evaluation analyses of SHMT existing tenants. However, given that we found higher exit rates for SHMT existing tenants, this finding does not change our conclusion on the impacts of SHMT. The implication of the announcement effect is that the total impact of SHMT (the entire process of changes in management) on the rate of exiting SHMT dwellings is higher than what is reported in our results for existing tenants. Not reported here (but available upon request), we also analysed the graph of a piecewise-constant empirical hazard rate (representing the monthly probability of ending the tenancy given the tenancy had not ended prior to that month). The results from these two approaches are consistent and the higher average exit rate is largely driven by one package where the tenants' exit rates are higher in one or two months prior to the SHMT transfer date.

Table D.2 Regression results for the analyses of announcement effect

Dependent variable: whether exit in the next 4 months	Coefficient	Std. Err.	p-value
SHMT tenancy	-0.001	0.002	0.397
Time period dummies:			
16 months prior SHMT transfer (base group)			
12 months prior SHMT transfer	-0.001	0.000	0.000
8 months prior SHMT transfer	-0.002	0.000	0.000
4 month prior SHMT transfer	-0.003	0.000	0.000
SHMT tenancy and time period interaction:			
SHMT tenancy at 12 months prior SHMT transfer	0.001	0.002	0.747
SHMT tenancy at 8 months prior SHMT transfer	0.000	0.002	0.995
SHMT tenancy at 4 month prior SHMT transfer **(received information pack)**	0.005	0.002	0.013
Note: Estimated using regression method. SHMT package dummy variables are included as control variables. *Example of interpretation: SHMT tenants who received information pack had a 0.5 ppt higher chance of ending tenancies in the next 4 months. The difference is statistically significant at 5% level.*			

D.3 Impact of SHMT on communities

To assess whether SHMT has an impact on the communities in which the dwellings are located, we analyse the aggregate outcomes of housing and safety in the postal area with SHMT properties using postcode level statistics from NSW Bureau of Crime Statistics and Research and data derived from specialist homelessness service administrative data (CIMS). Given that we only have aggregate data for one year after SHMT transfer, we do not expect there will be significant impacts on communities. Further analyses using longer-term data is needed to shed light on the impact on communities.

The unit of analyses is postal area (one observation per year per postcode). We define a SHMT area as those postcodes with at least 50 SHMT properties. We also vary the definition of SHMT areas to at least one SHMT property and at last 100 properties in alternative model specifications to test the sensitivity to this change in definition.

We analysed five different dependent outcome variables:

- Number of crimes per 100,000 population (postcode level)
- Number of drug offences per 100,000 population (postcode level)

- Number of domestic violence offences reported per 100,000 population (postcode level)
- Homelessness service usage rate (total number of services provided in the year) per 100 persons (postcode level)
- Homelessness rate (ever reported sleeping rough or in non-conventional accommodation when seeking specialist homelessness services in the year) per 10,000 persons (postcode level)

We estimate panel data models with annual postcode observations from 2017 to 2020. No outcome data is yet available for 2021. We used a fixed effect model specification (postcode fixed effect) controlling for the number of SAHF dwellings and number of LAHC FDI dwellings and total number of social housing dwellings in the postcode. Our focal explanatory variables are the dummy variables representing SHMT postcodes in the year of SHMT transfer and SHMT postcodes 1 year after transfer. Not all SHMT postcodes have one year after the SHMT transfer date as the outcome variables are only available up until 2020. As the panel is quite short, we also perform sensitivity checks by employing a random effect panel data model with the following time-variant control variables.

- Total population in the postcode
- Index of socio-economic disadvantage (SEIFA)
- Share (%) of people who travel to work by public transport
- Unemployment rate (%), by postcode
- Labour force participation rate (%)
- Share (%) of people who completed at least year 12, as % of persons aged 20+
- Median commuting distance (km) from place of usual residence
- Whether the postcode is in a major city area
- Median rent of the postcode (2018 to 2020)

Due to the shorter time series for the median rent variable, we tested models with and without this variable included. The SHMT transfer can potentially alter the median rent of the area. However, given that we are analysing one-year outcomes only, it is too early to have an impact on median rent, so we only consider it as explanatory variable. All results show similar outcomes qualitatively (i.e. SHMT has no statistically significant impact and the signs are the same as for the reported model). Results are presented in Table F.5 in Appendix F. detailed outcome section

D.4 Impacts on property management outcomes

The original plan was to conduct analyses on

- changes in vacancy rate and duration of vacancy before and after transfer, and compare them against public housing properties; and
- changes in the distribution of tenant characteristics after the SHMT transfer and whether new tenants were allocated dwellings that better match the type of dwelling they requested.

These analyses could not be conducted due to data (quality) issues or insufficient information in the data.

D.5 Analyses on Tenant satisfaction

The analyses utilised HOSS and CHOSS data linked with their housing information from HOMES and CHIMES in 2020 and 2021. The surveys are administered in the second half of each year and the timing varies slightly by year and by SHMT packages. When linking housing information, we used the record as at June 30 whenever possible as income and rent information are only reported in the week of June 30 and we do not know each tenant's exact date of response to the survey. If there is no match, the first record after June 30 of that year is used. For HOSS, we only included tenants whose housing status is public housing or unknown at the time of responding to the survey. We are not able to calculate the exact response rate due to data limitations. We calculated the number of responses as a proportion of all tenants aged over 15 in public housing and in SHMT dwellings as at June 30 as an approximation. The response rate is approximately 3.6% and 7.2% for HOSS in years 2020 and 2021 respectively and approximately 10% for CHOSS in both years.

Tenants' characteristics may affect the responses, so we use an approach that is similar to the analyses of other tenant outcomes (regression-adjusted propensity score matching method) to analyse responses of SHMT tenants compared to public housing tenants with similar characteristics. We have conducted the analyses with three different sets of matching variables, starting with basic demographic characteristics only and then adding additional variables with dwelling characteristics and then characteristics of location and communities to observe to what extent dwelling and community characteristics explain tenants' life satisfaction. It turns out that these are quite important. Detailed results are reported in Table F.6 in Appendix F.

Appendix E SHMT properties and tenants compared with public and community housing in non-SHMT area at start of SHMT

Table E.1 Characteristics of SHMT properties and community compared with public and community housing in non-SHMT area at the start of transfer

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Dwelling type: House	0.470	13127	0.483	825356	0.361	148363	-0.013	0.886	0.107	0.264
Dwelling type: Villa	0.096	13127	0.068	825356	0.072	148363	0.028	0.134	0.024	0.192
Dwelling type: Unit	0.434	13127	0.449	825356	0.541	148363	-0.014	0.890	-0.105	0.324
Number Of Bedrooms	2.132	13127	2.209	825356	2.070	148369	-0.077	0.613	0.060	0.690
Age of building <5 years	0.024	13127	0.022	825356	0.027	148369	0.002	0.700	-0.004	0.331
Age of building 5-9 years	0.034	13127	0.025	825356	0.295	148369	0.010	0.436	-0.261	0.000
Age of building 10-19 years	0.068	13127	0.057	825356	0.200	148369	0.011	0.314	-0.132	0.000
Age of building 20-29 years	0.223	13127	0.187	825356	0.155	148369	0.036	0.430	0.069	0.148
Age of building 30-39 years	0.238	13127	0.223	825356	0.120	148369	0.015	0.360	0.117	0.000
Age of building 40-49 years	0.154	13127	0.194	825356	0.080	148369	-0.040	0.290	0.074	0.063
Age of building 50-59 years	0.140	13127	0.166	825356	0.076	148369	-0.026	0.480	0.064	0.113
Age of building 60+	0.119	13127	0.125	825356	0.044	148369	-0.007	0.809	0.075	0.024
Property style: High/medium rise	0.040	13127	0.057	825356	0.089	147957	-0.017	0.508	-0.049	0.091
Property style: Low rise	0.388	13127	0.385	825356	0.399	147957	0.003	0.972	-0.010	0.909
Property style: Cluster/ROW/Pair/CORE	0.083	13127	0.141	825356	0.160	147957	-0.059	0.000	-0.077	0.000
Property style: Single	0.067	13127	0.071	825356	0.093	147957	-0.004	0.818	-0.026	0.163
Property style: others or unknown	0.424	13127	0.346	825356	0.261	147957	0.077	0.445	0.162	0.129
Distance to nearest… (meters)										
Primary School	1215.7	12786	960.0	790637	1071.2	103469	255.9	0.007	145.9	0.079
High School	2133.8	12828	1844.1	821339	2442.3	104278	289.9	0.002	-306.9	0.001
Hospital	11589.7	12703	4419.3	814988	8729.0	103850	7160.1	0.229	2790.4	0.625
Post Office	1321.8	10363	1166.8	716888	1184.8	90106	155.2	0.313	139.1	0.366

Table E.1 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Distance to nearest… (meters)										
Commercial zone B2	4616.8	12556	2041.7	791798	3572.7	93891	2578.3	0.085	1070.1	0.440
Commercial zone B3	6787.8	12556	7171.3	791798	23635.5	93891	-382.8	0.887	-16875.3	0.000
Train station	7784.8	12556	6141.4	791798	14207.1	93891	1644.3	0.360	-6408.8	0.005
Community Characteristics (postcode level)										
Population density per km2	1252.0	13080	2901.5	815691	2071.0	147400	-1648.5	0.024	-813.6	0.208
Index of socio-economic disadvantage (SEIFA)	5.2	13123	4.3	820855	4.5	148369	0.9	0.419	0.8	0.480
% of people who travel to work by public transport	10.9	13080	17.3	815691	14.0	147400	-6.4	0.238	-3.1	0.548
Unemployment rate (%)	6.6	13080	7.7	815691	7.3	147400	-1.1	0.091	-0.7	0.273
Labour force participation rate (%)	61.3	13080	61.4	815691	61.2	147400	-0.2	0.939	0.0	0.984
% of people who completed at least year 12	50.4	13080	55.2	815691	52.2	147400	-4.8	0.498	-1.8	0.802
Median commuting distance (km) to workplace	10.0	13080	11.1	815691	11.9	147400	-1.2	0.448	-2.0	0.221
Nr. of crimes per 100k population	9689.5	13080	12239.0	815691	10079.9	147400	-2502.3	0.095	-388.0	0.773
Nr. of drug offences per 100k population	671.7	13080	924.2	815691	803.2	147400	-252.8	0.077	-129.2	0.338
Nr. of domestic violence reports per 100k persons	469.6	13080	542.3	815691	484.7	147400	-73.2	0.400	-15.5	0.855
Median rent	451.3	13112	467.0	819580	456.4	147688	-15.5	0.727	-4.8	0.914
Median sales	732.9	12979	760.1	799180	729.4	144237	-28.3	0.853	5.0	0.974
Homelessness service usage rate (per 100 persons)	4.9	13080	4.3	815673	3.985	147398	0.5	0.646	0.9	0.455
Homelessness rate per 10k persons	121.2	13080	77.0	815673	73.921	147398	44.6	0.284	48.5	0.256

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports the characteristics of tenanted SHMT properties and comparison groups (public housing (C1) and community housing (C2)) at time of SHMT transfer. We construct potential comparison groups separately for each SHMT packages. For each SHMT package, the comparison group includes all tenants who reside in public housing (C1) and community housing (C2) in non-SHMT postcodes at the time of transfer. Therefore, one person (and their dwelling) can have up to nine observations included as potential comparisons. This allows us to compare SHMT tenants and dwellings at the transfer date to a potential comparison group at the transfer date. The differences (T-C1) and (T-C2) are average differences within SHMT packages, estimated using regression analysis controlling for the SHMT package.

Table E.2 characteristics of SHMT tenants compared with public and community housing in non-SHMT area at the start of transfer

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Household and tenancy characteristics										
Household characteristics										
Total adults in the household	1.356	13127	1.429	825356	1.383	148369	-0.073	0.085	-0.028	0.406
Have children in the household	0.193	13127	0.192	825356	0.198	148369	0.001	0.979	-0.006	0.865
Total children in the household	0.397	13127	0.380	825356	0.379	148369	0.017	0.855	0.017	0.852
Number of people in the household	1.753	13127	1.809	825356	1.761	148369	-0.056	0.643	-0.011	0.923
Composition: Single man	0.354	9622	0.303	691970	0.242	147628	0.050	0.023	0.111	0.000
Composition: Single woman	0.433	9622	0.358	691970	0.343	147628	0.075	0.001	0.090	0.000
Composition: Single man with children	0.008	9622	0.014	691970	0.011	147628	-0.006	0.015	-0.003	0.162
Composition: Single woman with children	0.054	9622	0.114	691970	0.104	147628	-0.060	0.001	-0.050	0.004
Composition: Couple no children	0.050	9622	0.051	691970	0.104	147628	0.000	0.928	-0.054	0.000
Composition: Couple with children	0.012	9622	0.028	691970	0.040	147628	-0.016	0.000	-0.028	0.000
Composition: Other with man as head	0.022	9622	0.026	691970	0.029	147628	-0.003	0.293	-0.007	0.027
Composition: Other with woman as head	0.066	9622	0.105	691970	0.125	147628	-0.039	0.002	-0.059	0.000
Market Rent	351.6	13127	396.8	825356	406.8	148369	-45.4	0.276	-55.0	0.196
Rent Charged 30 June Excl CRA	147.3	13124	157.0	824550	159.8	148335	-9.7	0.024	-12.6	0.014
Difference market Rent and rent paid	204.3	13124	239.8	824550	247.1	148335	-35.7	0.395	-42.4	0.319
Any one in household received CRA (DOMINO)	0.719	13127	0.012	825356	0.718	148369	0.707	0.000	0.002	0.846
Rent arrears (HOMES) (yes=1)?	0.010	13124	0.149	824534	NA		-0.139	0.000	NA	
Duration in current property <1 year	0.082	13127	0.077	825356	0.106	148369	0.005	0.594	-0.023	0.049
Duration in current property 1-2 years	0.139	13127	0.129	825356	0.154	148369	0.010	0.365	-0.015	0.209
Duration in current property 3-4 years	0.120	13127	0.107	825356	0.122	148369	0.013	0.022	-0.002	0.805
Duration in current property 5-9 years	0.220	13127	0.199	825356	0.399	148369	0.021	0.054	-0.179	0.000
Duration in current property 10-19 years	0.263	13127	0.278	825356	0.185	148369	-0.015	0.301	0.077	0.001
Duration in current property 20+ years	0.177	13127	0.212	825356	0.035	148369	-0.035	0.011	0.142	0.000

Table E.2 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Demographic										
Female	0.552	22431	0.548	1463808	0.577	339427	0.004	0.386	-0.025	0.001
Aboriginal	0.211	18195	0.115	1173950	0.086	316107	0.095	0.162	0.124	0.078
Age	44.421	22976	44.694	1499501	41.803	339497	-0.265	0.931	2.764	0.371
Age between 0 and 8	0.091	22976	0.079	1499501	0.096	339497	0.012	0.526	-0.006	0.752
Age between 9 and 16	0.120	22976	0.113	1499501	0.126	339497	0.007	0.699	-0.007	0.722
Age between 17 and 24	0.080	22976	0.089	1499501	0.104	339497	-0.009	0.221	-0.024	0.005
Age between 25 and 39	0.116	22976	0.121	1499501	0.125	339497	-0.005	0.595	-0.010	0.321
Age between 40 and 54	0.180	22976	0.181	1499501	0.187	339497	-0.001	0.746	-0.008	0.037
Age 55 or more	0.413	22976	0.417	1499501	0.362	339497	-0.003	0.945	0.054	0.290
Main Language is English	0.935	12706	0.823	730308	0.823	303894	0.112	0.015	0.111	0.015
Income, Employment and Education										
Individual received income support at any point during the year prior to transfer	0.833	17885	0.793	1194203	0.811	237414	0.040	0.001	0.023	0.009
Total number of days of income support receipt during the year prior to transfer	296.7	17885	280.5	1194203	287.4	237414	16.1	0.001	9.4	0.006
Total regular Centrelink payment amount (excl. CRA) over the year prior to transfer	18492.6	17885	17012.0	1194203	17347.8	237414	1480.1	0.001	1144.0	0.006
Total regular CRA amount over the year prior to transfer	80.0	17885	57.3	1194203	1967.1	237414	22.8	0.002	-1887.0	0.000
Enrolled in VET course any time over the year prior to transfer	0.104	18137	0.097	1212333	0.111	264362	0.006	0.387	-0.008	0.240
Completed an VET program any time prior to transfer	0.015	18137	0.016	1212333	0.017	264362	-0.001	0.108	-0.003	0.011

Table E.2 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Housing services (any time) in the year prior to transfer										
Reported being homeless	0.011	22981	0.008	1499690	0.013	339602	0.003	0.367	-0.002	0.518
Reported being in short-term/emergency accommodation	0.022	22981	0.017	1499690	0.025	339602	0.005	0.371	-0.003	0.586
At risk of homelessness	0.021	22981	0.020	1499690	0.033	339602	0.001	0.823	-0.012	0.091
Received SHS short-term accommodation	0.008	22981	0.006	1499690	0.010	339602	0.002	0.479	-0.002	0.453
Received SHS med/long-term accommodation	0.005	22981	0.004	1499690	0.011	339602	0.001	0.438	-0.006	0.002
Received any SHS accommodation services	0.011	22981	0.008	1499690	0.018	339602	0.003	0.434	-0.007	0.058
Received tenancy/mortgage maintenance se	0.017	22981	0.018	1499690	0.032	339602	0.000	0.928	-0.015	0.018
Contact with justice system / custody										
Ever in contact with justice system (proven offence)	0.157	22981	0.144	1499690	0.128	339602	0.012	0.388	0.029	0.069
Ever found guilty of domestic violence	0.039	22981	0.035	1499690	0.030	339602	0.003	0.516	0.008	0.126
Ever in custody	0.045	22981	0.053	1499690	0.040	339602	-0.008	0.048	0.005	0.166
Contact any points in the year prior to tenancy start										
contact with child protection services	0.408	5478	0.303	330316	0.252	86245	0.103	0.000	0.154	0.000
Total days in custody/prison	0.886	20289	1.083	1342308	0.570	296927	-0.197	0.241	0.321	0.120
Total days in ADULT custody/prison	0.736	20289	1.018	1342308	0.535	296927	-0.281	0.041	0.204	0.199
Total days in JUVENILE custody/prison	0.150	20289	0.065	1342308	0.034	296927	0.085	0.172	0.116	0.072
Contact with justice system (proven offence)	0.041	20289	0.039	1342308	0.032	296927	0.003	0.595	0.010	0.080
Found guilty of domestic violence	0.008	20289	0.006	1342308	0.006	296927	0.001	0.387	0.002	0.189

Table E.2 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Health service usage in the year prior to transfer										
Admitted to hospital (non psych. unit)	0.224	22981	0.218	1499690	0.200	339602	0.007	0.706	0.024	0.173
Number of hospital admissions (non psych. unit)	0.684	22981	0.665	1499690	0.556	339602	0.020	0.824	0.132	0.165
Days in hospital (non psych. unit)	1.617	22981	1.612	1499690	1.243	339602	0.002	0.994	0.379	0.075
Admitted to hospital (psych. unit)	0.021	22981	0.016	1499690	0.016	339602	0.005	0.272	0.005	0.255
Number of hospital admissions (psych. unit)	0.056	22981	0.035	1499690	0.035	339602	0.021	0.331	0.021	0.331
Days in psychiatric unit	0.864	22981	0.584	1499690	0.621	339602	0.285	0.341	0.258	0.377
Visited emergency room	0.354	22981	0.305	1499690	0.297	339602	0.049	0.066	0.056	0.039
Nr. emergency visits	0.788	22981	0.669	1499690	0.661	339602	0.117	0.176	0.126	0.141
Nr. emergency visits (with no hosp. admission)	0.586	22981	0.453	1499690	0.484	339602	0.130	0.106	0.100	0.200
Nr. emergency visits (with hosp. admission)	0.202	22981	0.215	1499690	0.176	339602	-0.013	0.626	0.027	0.340
Ambulatory mental health (AMH) services										
Used AMH services for mental health issues	0.085	22981	0.067	1499690	0.069	339602	0.018	0.310	0.017	0.345
Used AMH services (AMB) for all issues	0.104	22981	0.070	1499690	0.072	339602	0.034	0.030	0.032	0.039
Ambulance call-outs										
Used ambulance service	0.162	22981	0.145	1499690	0.126	339602	0.017	0.107	0.036	0.004
Nr. ambulance trips	0.329	22981	0.290	1499690	0.245	339602	0.036	0.208	0.084	0.013
Medicare Benefit and Pharmaceutical Benefit										
Nr. MBS services	21.094	22981	23.023	1499690	20.524	339602	-1.909	0.364	0.659	0.746
Cost of MBS services	1276.0	22981	1368.2	1499690	1221.2	339602	-90.7	0.494	60.2	0.645
Nr. PBS scripts	25.142	22981	24.676	1499690	21.163	339602	0.474	0.813	4.061	0.066
Cost of PBS scripts	1231.4	22981	1237.0	1499690	1023.4	339602	2.4	0.985	218.1	0.114

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports the characteristics of SHMT tenants, properties and locations at time of SHMT transfer and comparison groups. We construct potential comparison groups separately for each SHMT packages. For each SHMT package, the comparison group includes all tenants who reside in public housing in non-SHMT postcode at the time of transfer. Therefore, one person can have up to nine observations included as potential comparisons. This allows us to compare SHMT tenants at the transfer date to a potential comparison group including all public housing tenants in non-SHMT postcodes at the transfer date. The differences (T-C1) and (T-C2) are average differences within SHMT packages, estimated using regression analysis controlling for the SHMT package.

Table E.3 Characteristics of the dwellings of SHMT new tenants compared with the dwellings of new tenants in comparison groups

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Dwelling type: House	0.452	2252	0.456	22388	0.343	4533	-0.004	0.722	0.108	0.000
Dwelling type: Villa	0.051	2252	0.062	22388	0.043	4533	-0.010	0.033	0.008	0.124
Dwelling type: Unit	0.482	2252	0.483	22388	0.565	4533	-0.001	0.914	-0.083	0.000
Number Of Bedrooms	1.972	2252	2.163	22388	1.956	4535	-0.191	0.000	0.015	0.537
Age of building <5 years	0.015	2252	0.063	22388	0.034	4534	-0.048	0.000	-0.019	0.000
Age of building 5-9 years	0.026	2252	0.017	22388	0.221	4534	0.009	0.010	-0.194	0.000
Age of building 10-19 years	0.060	2252	0.044	22388	0.223	4534	0.016	0.002	-0.163	0.000
Age of building 20-29 years	0.223	2252	0.160	22388	0.145	4534	0.063	0.000	0.078	0.000
Age of building 30-39 years	0.240	2252	0.212	22388	0.121	4534	0.028	0.003	0.119	0.000
Age of building 40-49 years	0.166	2252	0.221	22388	0.112	4534	-0.055	0.000	0.054	0.000
Age of building 50-59 years	0.164	2252	0.176	22388	0.098	4534	-0.012	0.139	0.066	0.000
Age of building 60+	0.106	2252	0.107	22388	0.044	4534	-0.001	0.916	0.062	0.000
Property style: High/medium rise	0.033	2252	0.063	22388	0.082	4520	-0.030	0.000	-0.049	0.000
Property style: Low rise	0.466	2252	0.414	22388	0.445	4520	0.052	0.000	0.021	0.104
Property style: Cluster/ROW/Pair/CORE	0.058	2252	0.135	22388	0.128	4520	-0.076	0.000	-0.070	0.000
Property style: Single	0.064	2252	0.068	22388	0.084	4520	-0.003	0.557	-0.020	0.003
Property style: others or unknown	0.378	2252	0.321	22388	0.260	4520	0.057	0.000	0.118	0.000
Distance to nearest… (meters)										
Primary School	1222.7	2207	984.9	21523	1118.2	3138	237.8	0.000	104.5	0.000
High School	2055.9	2215	1838.5	22308	2422.4	3172	217.4	0.000	-366.5	0.000
Hospital	15963.2	2202	4854.3	22094	12842.8	3159	11108.9	0.000	3120.4	0.002
Post Office	1362.5	1744	1203.5	19314	1249.7	2610	159.0	0.000	112.8	0.000

Table E.3 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Distance to nearest… (meters)										
Commercial zone B2	5498.0	2159	2414.1	21079	5378.6	2913	3083.8	0.000	119.4	0.745
Commercial zone B3	8166.9	2159	8707.3	21079	32967.3	2913	-540.4	0.272	-24800.4	0.000
Train station	7967.1	2159	7139.4	21079	17929.4	2913	827.8	0.030	-9962.3	0.000
Community Characteristics (postcode level)										
Population density per km2	1100.1	2243	2597.7	22066	1733.5	4493	-1497.7	0.000	-633.4	0.000
Index of socio-economic disadvantage (SEIFA)	5.1	2252	4.2	22282	4.4	4535	0.9	0.000	0.8	0.000
% of people who travel to work by public transport	10.0	2243	15.9	22066	11.7	4493	-5.9	0.000	-1.7	0.000
Unemployment rate (%)	6.5	2243	7.8	22066	7.3	4493	-1.3	0.000	-0.7	0.000
Labour force participation rate (%)	61.3	2243	61.2	22066	60.8	4493	0.1	0.544	0.5	0.015
% of people who completed at least year 12	49.8	2243	53.7	22066	49.7	4493	-3.9	0.000	0.1	0.846
Median commuting distance (km) to workplace	9.1	2243	11.1	22066	10.6	4493	-2.0	0.000	-1.5	0.000
Nr. of crimes per 100k population	9473.8	1067	12143.9	14385	10181.4	2904	-2670.1	0.000	-707.5	0.000
Nr. of drug offences per 100k population	707.5	1067	934.4	14385	810.5	2904	-226.9	0.000	-104.0	0.000
Nr. of domestic violence reports per 100k persons	521.4	1067	582.0	14385	545.8	2904	-60.6	0.000	-26.0	0.017
Median rent	435.9	1068	449.7	14482	434.0	2921	-13.8	0.000	2.2	0.573
Median sales	722.4	1063	732.9	14098	672.4	2832	-10.5	0.508	49.5	0.003
Homelessness service usage rate (per 100 persons)	5.5	1067	4.6	14385	4.8	2903	0.9	0.000	0.7	0.000
Homelessness rate per 10k persons	124.9	1067	81.6	14385	97.0	2903	43.3	0.000	27.8	0.000

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports the characteristics of tenanted SHMT properties and comparison groups (public housing (C1) and community housing (C2)) for new tenants at the start of their tenancies after SHMT transfer. The differences (T-C1) and (T-C2) are average differences within SHMT packages, estimated using regression analysis controlling for the SHMT package.

Table E.4 Characteristics SHMT new tenants and households compared with new tenants of comparison groups at the time of moving into focal dwelling

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Household and tenancy characteristics										
Total adults in the household	1.178	2252	1.373	22388	1.202	4535	-0.194	0.000	-0.023	0.070
Have children in the household	0.316	2252	0.366	22388	0.300	4535	-0.050	0.000	0.015	0.204
Total children in the household	0.629	2252	0.809	22388	0.561	4535	-0.181	0.000	0.065	0.022
Number of people in the household	1.807	2252	2.182	22388	1.763	4535	-0.375	0.000	0.042	0.181
Composition: Single man	0.340	2211	0.311	19693	0.283	4461	0.029	0.007	0.057	0.000
Composition: Single woman	0.253	2211	0.222	19693	0.303	4461	0.031	0.001	-0.048	0.000
Composition: Single man with children	0.028	2211	0.028	19693	0.024	4461	-0.001	0.818	0.002	0.588
Composition: Single woman with children	0.212	2211	0.232	19693	0.196	4461	-0.021	0.025	0.013	0.202
Composition: Couple no children	0.034	2211	0.033	19693	0.045	4461	0.001	0.764	-0.011	0.023
Composition: Couple with children	0.033	2211	0.052	19693	0.035	4461	-0.019	0.000	-0.001	0.784
Composition: Other with man as head	0.030	2211	0.026	19693	0.026	4461	0.004	0.310	0.004	0.405
Composition: Other with woman as head	0.071	2211	0.095	19693	0.089	4461	-0.025	0.000	-0.016	0.024
Market Rent	355.085	2252	373.602	22388	371.250	4528	-18.517	0.000	-15.983	0.000
Rent Charged 30 June Excl CRA	134.788	2242	146.013	22357	140.692	4528	-11.226	0.000	-5.520	0.001
Difference market Rent and rent paid	220.505	2242	227.609	22357	230.677	4521	-7.105	0.014	-10.373	0.002
Any one in household received CRA (DOMINO)	0.649	2252	0.305	22388	0.635	4535	0.344	0.000	0.015	0.237
Housing register status for allocation of the focal dwelling										
Priority in general register	0.370	2252	0.280	22388	0.196	4535	0.091	0.000	0.179	0.000
Priority in transfer register	0.027	2252	0.159	22388	0.019	4535	-0.132	0.000	0.008	0.052
Not priority in transfer register	0.104	2252	0.092	22388	0.074	4535	0.011	0.087	0.029	0.000
Not priority in transfer register in general	0.239	2252	0.197	22388	0.264	4535	0.042	0.000	-0.027	0.014
No recent housing register records	0.259	2252	0.272	22388	0.446	4535	-0.012	0.203	-0.188	0.000

Table E.4 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Demographic										
Female	0.528	4392	0.506	46467	0.559	12304	0.023	0.004	-0.030	0.001
Aboriginal	0.308	4360	0.239	42921	0.178	11357	0.069	0.000	0.130	0.000
Age	31.824	4399	30.357	46682	32.182	12332	1.467	0.000	-0.358	0.372
Age between 0 and 8	0.209	4399	0.234	46682	0.187	12332	-0.024	0.000	0.022	0.002
Age between 9 and 16	0.130	4399	0.138	46682	0.124	12332	-0.008	0.130	0.006	0.317
Age between 17 and 24	0.097	4399	0.093	46682	0.128	12332	0.004	0.375	-0.031	0.000
Age between 25 and 39	0.186	4399	0.183	46682	0.187	12332	0.003	0.580	-0.001	0.926
Age between 40 and 54	0.178	4399	0.163	46682	0.179	12332	0.015	0.012	-0.001	0.939
Age 55 or more	0.199	4399	0.189	46682	0.195	12332	0.010	0.115	0.005	0.498
Main Language is English	0.956	3509	0.874	35084	0.918	10122	0.081	0.000	0.037	0.000
Income, Employment and Education										
Individual received income support at any point during the year prior to transfer	0.908	2780	0.857	28650	0.884	7827	0.051	0.000	0.024	0.000
Total number of days of income support receipt during the year prior to transfer	322.4	2780	295.7	28650	309.3	7827	26.7	0.000	13.1	0.000
Total regular Centrelink payment amount (excl. CRA) over the year prior to transfer	20042.1	2780	17689.3	28650	18697.4	7827	2352.8	0.000	1344.7	0.000
Total regular CRA amount over the year prior to transfer	1634.9	2780	929.3	28650	1592.0	7827	705.6	0.000	42.9	0.227
Enrolled in VET course any time over the year prior to transfer	0.139	2906	0.141	29321	0.150	8491	-0.002	0.739	-0.011	0.129
Completed an VET program any time prior to transfer	0.018	2906	0.022	29321	0.026	8491	-0.005	0.079	-0.008	0.011

Table E.4 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Housing services (any time) in the year prior to transfer										
Reported being homeless	0.144	4399	0.086	46683	0.114	12333	0.058	0.000	0.030	0.000
Reported being in short-term/emergency accommodation	0.248	4399	0.157	46683	0.205	12333	0.091	0.000	0.043	0.000
At risk of homelessness	0.121	4399	0.099	46683	0.136	12333	0.022	0.000	-0.015	0.009
Received SHS short-term accommodation	0.078	4399	0.061	46683	0.082	12333	0.017	0.000	-0.004	0.416
Received SHS med/long-term accommodation	0.043	4399	0.034	46683	0.049	12333	0.009	0.005	-0.005	0.138
Received any SHS accommodation services	0.113	4399	0.086	46683	0.118	12333	0.027	0.000	-0.005	0.342
Received tenancy/mortgage maintenance se	0.091	4399	0.082	46683	0.108	12333	0.009	0.041	-0.017	0.001
Received other SHS services	0.317	4399	0.219	46683	0.293	12333	0.098	0.000	0.024	0.003
Justice and child protection service										
Ever in contact with justice system (proven offence)	0.287	4399	0.250	46683	0.234	12333	0.036	0.000	0.052	0.000
Ever found guilty of domestic violence	0.106	4399	0.093	46683	0.081	12333	0.014	0.005	0.026	0.000
Ever in custody	0.126	4399	0.136	46683	0.107	12333	-0.010	0.050	0.019	0.001
Contact any points in the year prior to tenancy start										
contact with child protection services	0.539	1596	0.487	18629	0.431	4279	0.052	0.000	0.108	0.000
Total days in custody/prison	4.555	3314	8.316	34028	3.977	9619	-3.761	0.000	0.579	0.333
Total days in ADULT custody/prison	4.512	3314	8.158	34028	3.875	9619	-3.646	0.000	0.637	0.284
Total days in JUVENILE custody/prison	0.043	3314	0.158	34028	0.101	9619	-0.115	0.007	-0.058	0.312
Contact with justice system (proven offence)	0.131	3314	0.118	34028	0.095	9619	0.013	0.035	0.035	0.000
Found guilty of domestic violence	0.034	3314	0.027	34028	0.022	9619	0.007	0.030	0.012	0.001

Table E.4 continued

	SHMT (T)		Public Housing (C1)		Community Housing (C2)		Differences (T-C1)		Differences (T-C2)	
	Mean	N.	Mean	N.	Mean	N.	Coef.	p-value	Coef.	p-value
Health service usage in the year prior to transfer										
Admitted to hospital (non psych. unit)	0.247	4399	0.263	46683	0.219	12333	-0.016	0.020	0.028	0.000
Number of hospital admissions (non psych. unit)	0.634	4399	0.615	46683	0.532	12333	0.020	0.808	0.103	0.235
Days in hospital (non psych. unit)	1.935	4399	1.904	46683	1.587	12333	0.031	0.861	0.349	0.075
Admitted to hospital (psych. unit)	0.047	4399	0.039	46683	0.039	12333	0.008	0.023	0.007	0.043
Number of hospital admissions (psych. unit)	0.085	4399	0.079	46683	0.075	12333	0.007	0.413	0.010	0.277
Days in psychiatric unit	1.688	4399	1.396	46683	1.550	12333	0.292	0.197	0.137	0.591
Visited emergency room	0.450	4399	0.399	46683	0.402	12333	0.050	0.000	0.048	0.000
Nr. emergency visits	1.218	4399	1.093	46683	1.084	12333	0.124	0.002	0.134	0.003
Nr. emergency visits (with no hosp. admission)	0.971	4399	0.839	46683	0.859	12333	0.131	0.000	0.112	0.003
Nr. emergency visits (with hosp. admission)	0.246	4399	0.252	46683	0.224	12333	-0.007	0.581	0.022	0.123
Ambulatory mental health (AMH) services										
Used AMH services for mental health issues	0.149	4399	0.122	46683	0.131	12333	0.027	0.000	0.018	0.003
Used AMH services (AMB) for all issues	0.178	4399	0.128	46683	0.140	12333	0.050	0.000	0.039	0.000
Ambulance call-outs										
Used ambulance service	0.218	4399	0.197	46683	0.186	12333	0.021	0.001	0.032	0.000
Nr. ambulance trips	0.497	4399	0.457	46683	0.434	12333	0.040	0.106	0.063	0.023
Medicare Benefit and Pharmaceutical Benefit										
Nr. MBS services	17.655	4399	18.704	46683	18.215	12333	-1.049	0.013	-0.561	0.226
Cost of MBS services	1113.9	4399	1130.4	46683	1120.2	12333	-16.5	0.554	-6.4	0.838
Nr. PBS scripts	14.598	4399	14.405	46683	14.660	12333	0.193	0.661	-0.062	0.899
Cost of PBS scripts	967.9	4399	977.7	46683	844.2	12333	-9.8	0.898	123.6	0.133

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports the characteristics of SHMT new tenants compared with new tenants of public housing and community housing in non-SHMT postcodes who moved into focal dwellings after SHMT transfer period. The differences (T-C1) are average differences within SHMT packages, estimated using regression analysis controlling for the tenancy starting quarter. .

Appendix F Detailed results

F.1 Housing outcomes

Table F1.0 Outcomes of SHMT tenants 1 and 2 years after SHMT transfer/ tenancy began – raw

HOUSING OUTCOME	Raw outcome (mean)			Num. of tenants/ tenancies		
	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy						
Market Rent	424.228	395.932	356.637	9701	6255	859
Rent Charged 30 June Excl CRA	157.515	145.243	130.885	9682	6255	859
Difference market Rent and rent paid	235.716	199.727	179.723	10958	7851	1079
Total CRA received in week of 30 June	60.931	62.150	55.924	10418	6727	969
Sustaining tenancy						
Moved out of focal dwelling	0.076	0.173	0.206	17738	12502	2082
Tenancy termination reason						
Relocation/Transfer/Re-sign	0.007	0.011	0.016	17738	12502	2082
Tenant Initiated	0.025	0.060	0.108	17738	12502	2082
Provider Initiated	0.001	0.003	0.011	17738	12502	2082
Transferred to an Institution	0.006	0.015	0.005	17738	12502	2082
Breach of tenancy	0.004	0.011	0.019	17738	12502	2082
Tenant Deceased	0.011	0.026	0.012	17738	12502	2082
Terminated for other reason	0.001	0.003	0.004	17738	12502	2082
Reason unknown	0.019	0.042	0.017	17738	12502	2082
Left before tenancy ended	0.000	0.002	0.014	17738	12502	2082
Destinations after exit						
Exit to another Social Housing	0.013	0.027	0.037	17738	12502	2082
Exit to Family/Friends	0.006	0.012	0.027	17738	12502	2082
Exit to Prison	0.000	0.001	0.006	17738	12502	2082

HOUSING OUTCOME	Raw outcome (mean)			Num. of tenants/ tenancies		
	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year
Exit to Short-Medium term accommodation	0.000	0.001	0.006	17738	12502	2082
Exit to Private Housing	0.008	0.020	0.034	17738	12502	2082
Exit to an Institution	0.007	0.018	0.003	17738	12502	2082
Exit to Others	0.008	0.019	0.014	17738	12502	2082
Exit to Unknown	0.034	0.073	0.065	17738	12502	2082
Positive Exit (Tenants initiated moving to private rental)	0.007	0.019	0.033	17738	12502	2082
Negative Exit (Exit due to breach of tenancy)	0.004	0.011	0.019	17738	12502	2082
Housing security						
Reported being homeless	0.007	0.010	0.090	22666	16290	2067
Reported being in short-term/emergency accommodation	0.016	0.023	0.188	22666	16290	2067
At risk of homelessness	0.014	0.018	0.134	22666	16290	2067
Received SHS short-term accommodation	0.006	0.006	0.034	22666	16290	2067
Received SHS med/long-term accommodation	0.002	0.002	0.037	22666	16290	2067
Received any SHS accommodation services	0.007	0.007	0.067	22666	16290	2067
Received tenancy/mortgage maintenance se	0.011	0.013	0.145	22666	16290	2067
Received other Specialist homelessness services	0.033	0.041	0.248	22666	16290	2067
In social housing (PH CH AbH) at financial year end	0.878	0.771	0.749	17738	12502	2082

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports average outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants. Columns 6-7 are numbers of tenants with sufficient information to derive each outcome variables.

Example of interpretation: 7.6 percent of SHMT existing tenants move out of their dwelling within the first year after SHMT transfer.

Table F1.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: Public Housing – Housing

HOUSING OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	49.404	38.815	41.017	0.000	0.000	0.000	7958	5112	739
Rent Charged 30 June Excl CRA	6.299	-2.357	3.720	0.000	0.007	0.096	7947	5107	739
Difference market Rent and rent paid	29.676	15.288	13.741	0.000	0.000	0.001	9187	6583	924
Total CRA received in week of 30 June	60.339	61.349	55.802	0.000	0.000	0.000	8517	5481	824
Sustaining tenancy									
Moved out of focal dwelling	-0.024	-0.018	-0.002	0.000	0.000	0.892	14865	10435	1796
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.020	-0.036	-0.031	0.000	0.000	0.000	14865	10435	1796
Tenant Initiated	0.002	0.015	0.048	0.245	0.000	0.000	14865	10435	1796
Provider Initiated	0.001	0.002	0.011	0.007	0.000	0.000	14865	10435	1796
Transferred to an Institution	-0.001	0.000	0.001	0.071	0.703	0.734	14865	10435	1796
Breach of tenancy	-0.001	0.003	0.010	0.230	0.013	0.004	14865	10435	1796
Tenant Deceased	0.000	0.001	0.004	0.650	0.520	0.244	14865	10435	1796
Terminated for other reason	0.000	0.001	-0.012	0.370	0.050	0.000	14865	10435	1796
Reason unknown	0.020	0.043	0.019	0.000	0.000	0.000	14865	10435	1796
Left before tenancy ended	-0.025	-0.047	-0.051	0.000	0.000	0.000	14865	10435	1796
Destinations after exit									
Exit to another Social Housing	-0.014	-0.025	-0.014	0.000	0.000	0.030	14865	10435	1796
Exit to Family/Friends	-0.002	-0.003	0.006	0.000	0.016	0.205	14865	10435	1796
Exit to Prison	-0.001	0.000	0.001	0.005	0.650	0.660	14865	10435	1796
Exit to Short-Medium term accommodation	0.000	-0.001	0.000	0.002	0.000	0.953	14865	10435	1796
Exit to Private Housing	-0.003	0.003	0.013	0.000	0.081	0.002	14865	10435	1796
Exit to an Institution	0.001	0.005	0.000	0.128	0.000	0.774	14865	10435	1796
Exit to Others	-0.007	-0.009	-0.002	0.000	0.000	0.664	14865	10435	1796
Exit to Unknown	0.027	0.060	0.044	0.000	0.000	0.000	14865	10435	1796
Positive Exit (Tenants initiated moving to private rental)	-0.003	0.003	0.016	0.001	0.066	0.000	14865	10435	1796

HOUSING OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Negative Exit (Exit due to breach of tenancy)	-0.001	0.003	0.010	0.230	0.013	0.004	14865	10435	1796
Housing security									
Reported being homeless	-0.002	0.000	-0.006	0.011	0.644	0.443	18870	13548	1786
Reported being in short-term/emergency accommodation	0.001	0.003	0.019	0.204	0.014	0.030	18870	13548	1786
At risk of homelessness	-0.004	-0.004	-0.029	0.000	0.005	0.002	18870	13548	1786
Received SHS short-term accommodation	0.001	-0.002	-0.017	0.432	0.024	0.002	18870	13548	1786
Received SHS med/long-term accommodation	-0.001	0.000	0.004	0.049	0.491	0.442	18870	13548	1786
Received any SHS accommodation services	0.000	-0.001	-0.011	0.969	0.095	0.083	18870	13548	1786
Received tenancy/mortgage maintenance se	-0.002	-0.003	-0.001	0.003	0.006	0.898	18870	13548	1786
Received other Specialist homelessness services	-0.003	0.000	-0.012	0.018	0.965	0.226	18870	13548	1786
In social housing (PH CH AbH) at financial year end	-0.022	-0.073	-0.056	0.000	0.000	0.000	14865	10435	1796

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method is applied with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes.

Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.

Example of interpretation: SHMT existing tenants are, on average, 2.4 percentage points less likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. This effect is significant at the 5%-level.

Table F1.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: LAHC owned Community Housing – Housing

HOUSING OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	47.473	38.972	-0.009	0.000	0.000	0.745	8184	4583	764
Rent Charged 30 June Excl CRA	7.769	-1.531	4.099	0.000	0.543	0.127	8184	4580	764
Difference market Rent and rent paid	48.292	36.876	19.721	0.000	0.000	0.004	9600	5979	948
Total CRA received in week of 30 June	60.156	57.137	9.662	0.000	0.000	0.000	8820	4980	846
Sustaining tenancy									
Moved out of focal dwelling	-0.071	-0.078	0.011	0.000	0.000	0.505	15055	10913	1847
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.015	-0.010	-0.001	0.000	0.000	0.831	15055	10913	1847
Tenant Initiated	-0.017	-0.018	0.003	0.000	0.010	0.85	15055	10913	1847
Provider Initiated	-0.006	-0.008	0.003	0.000	0.000	0.405	15055	10913	1847
Transferred to an Institution	-0.012	0.000	0.003	0.000	0.979	0.134	15055	10913	1847
Breach of tenancy	-0.002	-0.002	-0.003	0.024	0.538	0.603	15055	10913	1847
Tenant Deceased	0.005	-0.007	0.009	0.001	0.085	0.001	15055	10913	1847
Terminated for other reason	0.001	0.002	0.001	0.012	0.000	0.46	15055	10913	1847
Reason unknown	-0.007	-0.003	0.006	0.017	0.437	0.17	15055	10913	1847
Left before tenancy ended	-0.018	-0.032	-0.009	0.000	0.000	0.147	15055	10913	1847
Destinations after exit									
Exit to another Social Housing	-0.011	-0.002	0.012	0.000	0.561	0.107	15055	10913	1847
Exit to Family/Friends	0.003	0.004	-0.009	0.000	0.010	0.204	15055	10913	1847
Exit to Prison	0.000	0.001	0.004	0.960	0.004	0.066	15055	10913	1847
Exit to Short-Medium term accommodation	-0.002	-0.009	0.005	0.004	0.000	0.007	15055	10913	1847
Exit to Private Housing	-0.011	-0.017	-0.007	0.000	0.001	0.488	15055	10913	1847
Exit to an Institution	-0.017	-0.002	0.002	0.000	0.654	0.217	15055	10913	1847
Exit to Others	-0.001	0.009	0.005	0.414	0.001	0.293	15055	10913	1847
Exit to Unknown	-0.014	-0.029	0.009	0.000	0.000	0.336	15055	10913	1847
Positive Exit (Tenants initiated moving to private rental)	-0.012	-0.018	0.000	0.000	0.001	0.997	15055	10913	1847

HOUSING OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Negative Exit (Exit due to breach of tenancy)	-0.002	-0.002	-0.003	0.024	0.538	0.603	15055	10913	1847
Housing security									
Reported being homeless	-0.006	-0.011	-0.01	0.000	0.000	0.290	19135	13518	1836
Reported being in short-term/emergency accommodation	-0.010	-0.015	-0.001	0.000	0.001	0.909	19135	13518	1836
At risk of homelessness	-0.024	-0.030	-0.033	0.000	0.000	0.015	19135	13518	1836
Received SHS short-term accommodation	-0.007	-0.009	-0.019	0.001	0.002	0.026	19135	13518	1836
Received SHS med/long-term accommodation	0.001	-0.002	-0.015	0.372	0.039	0.020	19135	13518	1836
Received any SHS accommodation services	-0.006	-0.009	-0.024	0.006	0.002	0.013	19135	13518	1836
Received tenancy/mortgage maintenance se	-0.022	-0.024	-0.009	0.000	0.000	0.504	19135	13518	1836
Received other Specialist homelessness services	-0.032	-0.039	-0.037	0.000	0.000	0.007	19135	13518	1836
In social housing (PH CH AbH) at financial year end	0.164	0.141	0.043	0.000	0.000	0.020	15055	9262	1847

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method is applied with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes.

Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.

Example of interpretation: SHMT existing tenants are, on average, 7.1 percentage points less likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in LAHC owned community housing. This effect is significant at the 5%-level. The estimates are likely to be affected by data linkage issues and need to be interpreted with caution.

Table F1.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: all Community Housing – Housing

HOUSING OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	0.057	0.106	-0.011	0.000	0.000	0.419	8740	4819	795
Rent Charged 30 June Excl CRA	38.597	8.744	4.417	0.000	0.000	0.012	8475	4678	795
Difference market Rent and rent paid	44.558	39.366	19.660	0.000	0.000	0.000	9836	6088	991
Total CRA received in week of 30 June	62.322	61.895	-0.102	0.000	0.000	0.939	9153	5031	886
Sustaining tenancy									
Moved out of focal dwelling	-0.109	-0.141	-0.070	0.000	0.000	0.000	15922	11334	1933
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.011	-0.023	-0.010	0.000	0.000	0.038	15922	11334	1933
Tenant Initiated	-0.041	-0.033	-0.038	0.000	0.000	0.001	15922	11334	1933
Provider Initiated	-0.004	-0.003	-0.001	0.000	0.005	0.768	15922	11334	1933
Transferred to an Institution	-0.004	-0.002	0.000	0.020	0.521	0.954	15922	11334	1933
Breach of tenancy	-0.018	-0.026	-0.007	0.000	0.000	0.178	15922	11334	1933
Tenant Deceased	-0.001	0.000	0.005	0.608	0.928	0.161	15922	11334	1933
Terminated for other reason	-0.001	-0.001	-0.005	0.013	0.315	0.126	15922	11334	1933
Reason unknown	-0.006	-0.010	-0.005	0.002	0.004	0.268	15922	11334	1933
Left before tenancy ended	-0.023	-0.044	-0.009	0.000	0.000	0.056	15922	11334	1933
Destinations after exit									
Exit to another Social Housing	-0.011	-0.015	-0.014	0.000	0.000	0.041	15922	11334	1933
Exit to Family/Friends	-0.008	-0.011	-0.020	0.000	0.000	0.002	15922	11334	1933
Exit to Prison	-0.001	0.000	0.004	0.104	0.911	0.096	15922	11334	1933
Exit to Short-Medium term accommodation	-0.001	-0.002	0.000	0.023	0.000	0.850	15922	11334	1933
Exit to Private Housing	-0.017	-0.016	-0.010	0.000	0.000	0.137	15922	11334	1933
Exit to an Institution	-0.004	-0.002	-0.001	0.016	0.527	0.786	15922	11334	1933
Exit to Others	-0.012	-0.008	-0.007	0.000	0.000	0.163	15922	11334	1933
Exit to Unknown	-0.032	-0.044	-0.011	0.000	0.000	0.176	15922	11334	1933
Positive Exit (Tenants initiated moving to private rental)	-0.017	-0.016	-0.009	0.000	0.000	0.177	15922	11334	1933

HOUSING OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Negative Exit (Exit due to breach of tenancy)	-0.018	-0.026	-0.007	0.000	0.000	0.178	15922	11334	1933
Housing security									
Reported being homeless	-0.005	-0.011	0.004	0.000	0.000	0.594	20326	14573	1921
Reported being in short-term/emergency accommodation	-0.008	-0.006	0.015	0.000	0.007	0.121	20326	14573	1921
At risk of homelessness	-0.014	-0.011	-0.039	0.000	0.000	0.000	20326	14573	1921
Received SHS short-term accommodation	-0.003	-0.005	-0.016	0.007	0.000	0.007	20326	14573	1921
Received SHS med/long-term accommodation	-0.002	-0.004	-0.014	0.007	0.000	0.015	20326	14573	1921
Received any SHS accommodation services	-0.006	-0.008	-0.026	0.000	0.000	0.000	20326	14573	1921
Received tenancy/mortgage maintenance se	-0.010	-0.009	-0.025	0.000	0.000	0.016	20326	14573	1921
Received other Specialist homelessness services	-0.019	-0.021	-0.039	0.000	0.000	0.000	20326	14573	1921
In social housing (PH CH AbH) at financial year end	0.192	0.187	0.130	0.000	0.000	0.000	15922	9820	1933

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method is applied with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes.

Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.

Example of interpretation: SHMT existing tenants are, on average, 10.9 percentage points less likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in community housing. This effect is significant at the 5%-level. The estimates are likely to be affected by data linkage issues and need to be interpreted with caution.

F.2 Safety outcomes

Table F2.0 Outcomes of SHMT tenants 1 and 2 years after SHMT transfer/ tenancy began – raw

SAFETY OUTCOME	Raw outcome (mean)			Num. of tenants/ tenancies		
	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	0.428	0.445	0.519	5184	3483	729
Total days in custody/prison	1.217	1.211	2.044	20290	14717	1577
Total days in adult custody/prison	1.097	1.145	1.900	20290	14717	1577
Total days in juvenile custody/prison	0.119	0.066	0.144	20290	14717	1577
Any proven court appearance	0.041	0.034	0.105	20290	14717	1577
Any domestic violence offence (proven court appearance)	0.007	0.008	0.026	20290	14717	1577

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports average outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants. Columns 6-7 are numbers of tenants with sufficient information to derive each outcome variables.

Example of interpretation: 42.8 percent of children who were SHMT existing tenants was in contact with child protection services (including those without substantiation)

Table F2.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: Public Housing – Safety

SAFETY OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	-0.003	-0.032	-0.030	0.814	0.061	0.209	4512	3095	652
Total days in custody/prison	0.087	-0.111	-1.831	0.465	0.511	0.008	16606	11890	1314
Total days in adult custody/prison	0.079	-0.047	-1.958	0.490	0.775	0.004	16606	11890	1314
Total days in juvenile custody/prison	0.008	-0.064	0.127	0.835	0.138	0.281	16606	11890	1314
Any proven court appearance	0.001	0.001	-0.003	0.508	0.828	0.800	16606	11890	1314
Any domestic violence offence (proven court appearance)	0.000	0.002	0.001	0.702	0.197	0.870	16606	11890	1314

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations
Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.
All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.
Example of interpretation: SHMT existing tenants are, on average, 0.3 percentage points less likely to be in contact with child protection services within the first year after SHMT transfer, than comparable tenants in public housing. This effect is not significant at the 5%-level. It is considered as no significant difference.

Table F2.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: LAHC owned Community Housing – Safety

SAFETY OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	0.067	0.063	0.099	0.002	0.066	0.001	4817	3168	675
Total days in custody/prison	0.116	-0.249	0.768	0.498	0.348	0.278	16779	11867	1351
Total days in adult custody/prison	0.216	0.014	0.673	0.183	0.956	0.334	16779	11867	1351
Total days in juvenile custody/prison	-0.100	-0.263	0.095	0.061	0.013	0.473	16779	11867	1351
Any proven court appearance	-0.001	0.012	0.010	0.783	0.007	0.630	16779	11867	1351
Any domestic violence offence (proven court appearance)	0.002	0.004	-0.017	0.225	0.034	0.151	16779	11867	1351

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations
Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.
All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.
Example of interpretation: SHMT existing tenants are, on average, 6.7 percentage points more likely to be in contact with child protection services within the first year after SHMT transfer, than comparable tenants in LAHC owned community housing. This effect is significant at the 5%-level.

Table F2.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: all Community Housing – Safety

SAFETY OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	0.044	0.066	0.031	0.003	0.000	0.177	4768	3225	680
Total days in custody/prison	-0.300	-0.424	-0.067	0.194	0.064	0.918	17851	12809	1422
Total days in adult custody/prison	-0.298	-0.306	-0.182	0.193	0.170	0.776	17851	12809	1422
Total days in juvenile custody/prison	-0.002	-0.118	0.115	0.943	0.031	0.279	17851	12809	1422
Any proven court appearance	0.001	0.003	-0.010	0.744	0.407	0.488	17851	12809	1422
Any domestic violence offence (proven court appearance)	0.000	-0.001	-0.002	1.000	0.344	0.760	17851	12809	1422

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations
Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.
All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.
Example of interpretation: SHMT existing tenants are, on average, 4.4 percentage points more likely to be in contact with child protection services within the first year after SHMT transfer, than comparable tenants in community housing. This effect is significant at the 5%-level.

F.3 Economic and Education outcomes

Table F3.0 Outcomes of SHMT tenants 1 and 2 years after SHMT transfer/ tenancy began

ECONOMIC AND EDUCATION OUTCOME	Raw outcome (mean)			Num. of tenants/ tenancies		
	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year						
Individual received income support	0.839	0.849	0.909	17929	13151	1334
Total number of days on income support	297.122	302.328	328.268	17929	13151	1334
Total regular Centrelink payment amount (excl. CRA)	18382.4	18183.9	20639.8	17929	13151	1334
Total regular CRA amount	2123.4	2089.2	2036.0	17929	13151	1334
Vocational education and training						
Enrolled in an VET course	0.119	0.101	0.129	18185	5550	854
Enrolled in an VET certificate III (and above) course	0.065	0.059	0.064	18185	5550	854
Completed an VET program	0.024	0.020	0.021	18185	5550	854
Completed an VET certificate III (and above) program	0.014	0.013	0.012	18185	5550	854

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports average outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants. Columns 6-7 are numbers of tenants with sufficient information to derive each outcome variables.

Example of interpretation: 83.9 percent of SHMT existing tenants (age 16+) received income support in the year after SHMT transfer.

Table F3.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: Public Housing – Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	0.000	0.000	-0.005	0.790	0.873	0.335	14602	10541	1128
Total number of days on income support	2.089	1.293	-0.193	0.000	0.100	0.927	14602	10541	1128
Total regular Centrelink payment amount (excl. CRA)	108.649	-10.969	99.941	0.000	0.831	0.560	14602	10541	1128
Total regular CRA amount	2104.183	2036.474	1653.874	0.000	0.000	0.000	14602	10541	1128
Vocational education and training									
Enrolled in an VET course	0.002	-0.014	-0.037	0.340	0.118	0.008	15092	4747	721
Enrolled in an VET certificate III (and above) course	0.002	-0.003	-0.045	0.180	0.642	0.000	15092	4747	721
Completed an VET program	0.002	-0.005	-0.005	0.132	0.389	0.446	15092	4747	721
Completed an VET certificate III (and above) program	0.002	-0.003	-0.006	0.087	0.561	0.241	15092	4747	721

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations
Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.
All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.
Example of interpretation: Existing SHMT tenants in the first year after transfer spent 2.089 more days on income support than comparable tenants in public housing. This estimated SHMT effect is statistically significant at 1% level.

Table F3.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: LAHC owned Community Housing– Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	-0.003	-0.001	0.001	0.167	0.750	0.881	14731	10517	1174
Total number of days on income support	1.054	1.617	-3.681	0.165	0.248	0.235	14731	10517	1174
Total regular Centrelink payment amount (excl. CRA)	285.9	336.8	-540.9	0.000	0.001	0.069	14731	9542	1174
Total regular CRA amount	2174.2	2376.8	77.8	0.000	0.000	0.390	14731	9542	1174
Vocational education and training									
Enrolled in an VET course	-0.001	-0.013	-0.010	0.836	0.411	0.629	15250	5039	741
Enrolled in an VET certificate III (and above) course	0.002	0.018	-0.036	0.575	0.076	0.034	15250	5039	741
Completed an VET program	-0.002	0.000	0.004	0.451	0.983	0.590	15250	5039	748
Completed an VET certificate III (and above) program	-0.004	0.004	-0.002	0.059	0.402	0.737	15250	5039	748

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations
Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.
All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.
Example of interpretation: Existing SHMT tenants in the first year after transfer received, on average, $285.90 dollar more than comparable tenants in LAHC owned community housing This estimated SHMT effect is statistically significant at 1% level.

Table F3.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: all Community Housing– Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	0.002	0.005	-0.004	0.246	0.082	0.400	15696	11351	1224
Total number of days on income support	3.659	3.497	0.215	0.000	0.001	0.919	15696	11351	1224
Total regular Centrelink payment amount (excl. CRA)	310.2	350.9	184.7	0.000	0.000	0.313	15696	10096	1224
Total regular CRA amount	2165.1	2208.7	23.9	0.000	0.000	0.691	15696	10096	1224
Vocational education and training									
Enrolled in an VET course	0.010	0.005	-0.027	0.001	0.571	0.070	16220	4981	792
Enrolled in an VET certificate III (and above) course	0.008	0.004	-0.029	0.000	0.604	0.017	16220	4981	792
Completed an VET program	0.005	0.005	-0.007	0.010	0.213	0.317	16220	4981	794
Completed an VET certificate III (and above) program	0.001	0.002	-0.003	0.526	0.538	0.553	16220	4981	794

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations
Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C.
All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.
Example of interpretation: : Existing SHMT tenants in the first year after transfer spent 3.659 more days on income support than comparable tenants in community housing. This estimated SHMT effect is statistically significant at 1% level.

F.4 Health outcomes

Table F4.0 Outcomes of SHMT tenants 1 and 2 years after SHMT transfer/ tenancy began – Health

HEALTH SERVICE USEAGE OUTCOME	Raw outcome (mean)			Num. of tenants/ tenancies		
	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	0.214	0.230	0.208	22666	8132	1619
Days in hospital (non psych. unit)	1.775	1.931	1.222	22666	8132	1619
Admitted to hospital (psych. unit)	0.018	0.026	0.039	22666	8132	1619
Days in psychiatric unit	0.696	1.168	1.088	22666	8132	1619
Visited emergency room	0.351	0.364	0.440	22666	16290	2067
Nr. emergency visits	0.781	0.848	1.186	22666	16290	2067
Nr. emergency visits (with no hosp. admission)	0.576	0.632	0.944	22666	16290	2067
Nr. emergency visits (with hosp. admission)	0.204	0.216	0.240	22666	16290	2067
Ambulatory mental health (AMH) services						
Used AMH services for mental health issues	0.087	0.087	0.142	22666	16290	2067
Used AMH services (AMB) for all issues	0.098	0.088	0.151	22666	16290	2067
Ambulance call-outs						
Used ambulance service	0.182	0.174	0.228	22666	16290	2067
Nr. ambulance trips	0.403	0.402	0.534	22666	16290	2067
Medicare Benefit and Pharmaceutical Benefit						
Nr. MBS services	20.894	21.758	17.327	22666	16290	2067
Cost of MBS services	1257.6	1317.9	1036.8	22666	16290	2067
Nr. PBS scripts	25.693	25.785	14.965	22666	16290	2067
Cost of PBS scripts	1184.6	1191.7	965.4	22666	16290	2067

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.
Notes: The table reports average outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants. Columns 6-7 are numbers of tenants with sufficient information to derive each outcome variables.
Example of interpretation: 21.4 precent of SHMT existing tenants had an hospital admission in the first year after SHMT transfer.

Table F4.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: Public Housing – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	-0.005	0.008	-0.003	0.125	0.351	0.830	18870	7115	1389
Days in hospital (non psych. unit)	0.000	-0.116	-0.402	0.999	0.669	0.332	18870	7115	1389
Admitted to hospital (psych. unit)	-0.001	0.008	0.008	0.175	0.037	0.144	18870	7115	1389
Days in psychiatric unit	-0.058	0.415	0.154	0.464	0.068	0.750	18870	7115	1389
Visited emergency room	-0.007	0.004	-0.006	0.063	0.403	0.660	18870	13548	1786
Nr. emergency visits	0.004	0.146	0.272	0.852	0.007	0.210	18870	13548	1786
Nr. emergency visits (with no hosp. admission)	0.009	0.156	0.314	0.632	0.003	0.136	18870	13548	1786
Nr. emergency visits (with hosp. admission)	-0.005	-0.010	-0.038	0.390	0.180	0.246	18870	13548	1786
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	0.013	0.009	0.023	0.000	0.000	0.016	18870	13548	1786
Used AMH services (AMB) for all issues	0.004	-0.001	-0.011	0.018	0.764	0.211	18870	13548	1786
Ambulance call-outs									
Used ambulance service	-0.001	-0.008	0.015	0.732	0.019	0.179	18870	13548	1786
Nr. ambulance trips	-0.001	-0.016	0.017	0.922	0.205	0.738	18870	13548	1786
Medicare Benefit and Pharmaceutical Benefit									
Nr. MBS services	-0.160	-0.135	0.353	0.227	0.459	0.441	18870	13548	1786
Cost of MBS services	-11.284	-0.271	-21.978	0.264	0.985	0.471	18870	13548	1786
Nr. PBS scripts	0.190	0.154	-0.226	0.048	0.293	0.514	18870	13548	1786
Cost of PBS scripts	47.976	53.222	39.824	0.329	0.401	0.843	18870	13548	1786

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C. All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.

Example of interpretation: SHMT existing tenants are, on average, 1.3 percentage points more likely to use ambulatory mental health service (for mental health issues) within the first year after SHMT transfer, than comparable tenants in public housing. This effect is significant at the 5%-level.

Table F4.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: LAHC owned Community Housing – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	0.001	0.049	0.048	0.811	0.051	0.006	19135	7422	1459
Days in hospital (non psych. unit)	0.268	1.256	-0.865	0.441	0.018	0.113	19135	7422	1459
Admitted to hospital (psych. unit)	0.000	0.017	0.013	0.903	0.005	0.070	19135	7422	1459
Days in psychiatric unit	0.209	0.180	0.084	0.253	0.686	0.843	19135	7422	1459
Visited emergency room	-0.009	0.008	0.031	0.191	0.359	0.145	19135	13518	1836
Nr. emergency visits	0.098	0.393	0.109	0.042	0.000	0.281	19135	13518	1836
Nr. emergency visits (with no hosp. admission)	0.086	0.339	0.077	0.050	0.001	0.396	19135	13518	1836
Nr. emergency visits (with hosp. admission)	0.012	0.058	0.034	0.502	0.002	0.262	19135	13518	1836
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	-0.012	-0.026	0.030	0.001	0.000	0.023	19135	13518	1836
Used AMH services (AMB) for all issues	-0.008	-0.027	0.019	0.037	0.000	0.123	19135	13518	1836
Ambulance call-outs									
Used ambulance service	-0.009	-0.009	0.024	0.110	0.194	0.154	19135	13518	1836
Nr. ambulance trips									
Medicare Benefit and Pharmaceutical Benefit	0.034	0.057	0.064	0.121	0.019	0.382	19135	13518	1836
Nr. MBS services	1.060	1.804	1.721	0.000	0.000	0.004	19135	13518	1836
Cost of MBS services	32.869	79.367	55.659	0.097	0.007	0.179	19135	12213	1836
Nr. PBS scripts	0.604	0.711	0.494	0.001	0.006	0.238	19135	13518	1836
Cost of PBS scripts	30.577	-61.815	-52.003	0.758	0.551	0.797	19135	12213	1836

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C. All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.

Example of interpretation: SHMT existing tenants are, on average, 1.2 percentage points less likely to use ambulatory mental health service (for mental health issues) within the first year after SHMT transfer, than comparable tenants in LAHC owned community housing. This effect is significant at the 5%-level.

Table F4.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – Comparison: all Community Housing – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect			p-value			Num. of Matched SHMT tenants		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	-0.005	0.018	0.025	0.259	0.089	0.064	20326	7484	1504
Days in hospital (non psych. unit)	0.151	0.932	-0.468	0.233	0.000	0.289	20326	7484	1504
Admitted to hospital (psych. unit)	0.000	0.003	0.001	0.740	0.450	0.926	20326	7484	1504
Days in psychiatric unit	-0.096	-0.742	0.591	0.383	0.324	0.311	20326	7484	1504
Visited emergency room	0.000	0.002	0.012	0.954	0.790	0.411	20326	14573	1921
Nr. emergency visits	-0.003	0.067	-0.034	0.859	0.013	0.652	20326	14573	1921
Nr. emergency visits (with no hosp. admission)	0.004	0.045	-0.051	0.823	0.056	0.430	20326	14573	1921
Nr. emergency visits (with hosp. admission)	-0.007	0.024	0.018	0.362	0.014	0.494	20326	14573	1921
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	-0.001	-0.005	0.010	0.583	0.120	0.320	20326	14573	1921
Used AMH services (AMB) for all issues	-0.003	-0.006	0.002	0.239	0.074	0.827	20326	14573	1921
Ambulance call-outs									
Used ambulance service	0.008	-0.005	0.010	0.050	0.330	0.449	20326	14573	1921
Nr. ambulance trips									
Medicare Benefit and Pharmaceutical Benefit	0.034	0.030	0.024	0.002	0.062	0.672	20326	14573	1921
Nr. MBS services	0.146	1.055	1.154	0.407	0.000	0.014	20326	14573	1921
Cost of MBS services	4.171	89.534	34.798	0.743	0.000	0.320	20326	13053	1921
Nr. PBS scripts	-0.049	-0.034	0.170	0.728	0.866	0.616	20326	14573	1921
Cost of PBS scripts	36.102	62.176	-21.243	0.554	0.390	0.904	20326	13053	1921

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants living in similar type of dwellings in areas with similar location and community characteristics. For a detailed description of outcome variables, see Appendix C. All estimates are generated using regression-adjusted matching difference-in-difference method. Columns 2 to 4 refer to the effect sizes, columns 5 to 7 to the p-values on the test that the effect is zero, and columns 8 to 10 report the sample sizes of matched SHMT tenants. Some SHMT tenants (in general less than 10%) are not able to find similar matches in comparison groups. Numbers of observations cannot be matched are available upon request.

Example of interpretation: SHMT existing tenants are, on average, 0.1 percentage points less likely to use ambulatory mental health service (for mental health issues) within the first year after SHMT transfer, than comparable tenants in community housing. This effect is not significant at the 5%-level and we would consider this as no difference.

F.5 Community Outcomes

Table F5 SHMT impact on community – regression results (postcode level)

	Num. of crimes per 100k population		Num. of drug offences per 100k population		Num. of domestic violence reports per 100k population		Homelessness service usage rate (per 100 persons)		Homeless rate (per 10,000 persons)	
	coefficient	t-stat	coefficient	t-stat	coefficient	t-stat	coefficient	t-stat	coefficient	t-stat
SHMT effect variables										
SHMT postcode at SHMT transfer year	-330.0	-0.84	-0.8	-0.01	-44.5	-1.63	-0.054	-0.22	9.9	1.17
SHMT postcode 1 year after transfer	-160.7	-0.33	62.3	0.67	-21.9	-0.65	-0.144	-0.47	-11.3	-1.08
Control variables										
Year 2017 (base)										
Year 2018	-98.7	-0.69	26.8	0.97	17.5	1.75	-0.008	-0.09	-1.2	-0.40
Year 2019	336.6*	2.28	68.0*	2.4	59.0**	5.73	-0.049	-0.53	-0.4	-0.12
Year 2020	-627.7**	-4.11	40.5	1.38	64.1**	6.02	-0.031	-0.32	-0.1	-0.03
Numbers of SAHF properties	-13.0	-0.81	2.2	0.73	0.6	0.57	-0.002	-0.23	0.0	-0.08
Numbers of LAHC properties	-16.1	-1.57	0.5	0.25	-0.3	-0.44	-0.011	-1.70	-0.2	-0.90
Number of social housing properties	9.3	1.77	0.8	0.76	-0.0	-0.12	0.008*	-2.54	0.1	-0.77
Constant	6576.7**	4.18	375.2	1.24	428.7**	-3.91	1.183	-1.20	36.2	-1.06
Postcode fix effect included	Yes		Yes		Yes		Yes		Yes	
Numbers of observations	1874		1874		1874		1862		1862	

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the community outcomes of postal areas with at least 50 SHMT properties, compared to other postal areas. For a detailed description of outcome variables, see Appendix C.

Estimates are generated using panel data regression method with postcode fixed effect. SHMT effect is captured in the coefficients of SHMT postcode variables.

** denotes that the coefficient is significant at 5% level and ** denotes significant at 1% level.*

Sensitivity analyses are conducted by varying the definition of SHMT postcode and panel data model employed. See Appendix D for details.

Example of interpretation: The crime rates for SHMT postcodes are, on average, 330 crimes per 100k population lower than non-SHMT postcodes in the year of SHMT transfer. However, the estimate is not statistically significant.

F.6 Tenant Satisfaction

Table F6 SHMT tenant Satisfaction comparison with public housing tenants

	Raw mean		Estimate from PSM model 1		Estimate from PSM model 2		Estimate from PSM model 3	
	SHMT	Public Housing	Difference (SHMT-PH)	p-value	Difference (SHMT-PH)	p-value	Difference (SHMT-PH)	p-value
Personal Well-being Index (scale 0 to 10)				**Year 2020 outcome**				
Life as a whole	7.1	6.6	0.344	0.002	0.252	0.011	0.325	0.007
Standard of Living	6.9	6.4	0.447	0.000	0.428	0.000	0.344	0.006
Health	6.0	5.9	0.088	0.416	0.064	0.548	0.020	0.881
Achieving in life	6.6	6.0	0.638	0.000	0.549	0.000	0.472	0.000
Personal relationships	6.9	6.3	0.452	0.000	0.386	0.002	0.458	0.001
Safe	6.8	6.5	0.264	0.026	0.273	0.026	0.117	0.405
Community	6.4	5.9	0.560	0.000	0.602	0.000	0.376	0.009
Future security	6.4	5.6	0.790	0.000	0.717	0.000	0.771	0.000
Satisfaction on services (scale 1 to 5)								
Satisfaction: Overall services	3.9	3.4	0.514	0.000	0.427	0.000	0.424	0.000
Satisfaction: Communication	3.9	3.4	0.503	0.000	0.485	0.000	0.496	0.000
Satisfaction: Listens	3.7	3.1	0.665	0.000	0.576	0.000	0.594	0.000
Satisfaction: Neighbourhood	3.9	3.5	0.445	0.000	0.401	0.000	0.339	0.000
Personal Well-being Index				**Year 2021 outcome**				
Life as a whole	7.0	6.5	0.232	0.224	0.356	0.046	-0.104	0.728
Standard of Living	6.9	6.2	0.575	0.001	0.548	0.000	0.147	0.563
Health	6.0	5.7	0.261	0.251	0.428	0.004	-0.298	0.222
Achieving in life	6.3	5.9	0.291	0.071	0.346	0.016	-0.336	0.144
Personal relationships	6.6	6.1	0.335	0.034	0.278	0.073	-0.149	0.565
Safe	6.8	6.4	0.325	0.086	0.217	0.159	-0.931	0.000
Community	6.3	5.8	0.340	0.083	0.412	0.005	-0.405	0.108
Future security	6.5	5.5	0.779	0.001	0.827	0.000	-0.101	0.703
Satisfaction on services provided								
Satisfaction: Overall services	3.9	3.3	0.753	0.000	0.808	0.000	0.587	0.000

	Raw mean		Estimate from PSM model 1		Estimate from PSM model 2		Estimate from PSM model 3	
	SHMT	Public Housing	Difference (SHMT-PH)	p-value	Difference (SHMT-PH)	p-value	Difference (SHMT-PH)	p-value
Satisfaction: Communication	3.9	3.3	0.783	0.000	0.791	0.000	0.542	0.000
Satisfaction: Listens	3.7	2.9	0.804	0.000	0.888	0.000	0.556	0.000
Satisfaction: Neighbourhood	3.9	3.4	0.564	0.000	0.524	0.000	0.173	0.169

Source: Linked Housing Outcome and Satisfaction Survey and NSW Social housing administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations

Notes: The table reports how SHMT tenants' satisfaction of life and service provided by CHP compared with public housing tenants. Mean value of raw data and estimated difference based on regression-adjusted propensity score matching method (PSM) are presented.

Model 1 include only respondents' demographic characteristics as matching variables; Model 2 include both demographic and dwelling building characteristics and Model 3 include demographic characteristics, building characteristics, location and community characteristics.

Columns 4, 6, 8 refer to the average differences in response between matched SHMT and Public housing tenants, columns 5, 7, 9 are the p-values on the test that the difference is zero.

Example of interpretation: In 2020, SHMT tenants are, on average, 0.3 points more satisfied with their life as a whole, compared with public housing tenants with similar demographic characteristics and the difference is significant at 5% level.

Appendix G Detailed results by subgroups – compared with public housing tenants

G.1 Men versus women

Table G1.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by gender – Housing

HOUSING OUTCOME	SHMT effect – Men			SHMT effect – Women			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	46.841	34.055	34.260	51.348	43.449	45.678	0.146	0.006	0.000
Rent Charged 30 June Excl CRA	6.458	-0.129	0.657	6.104	-3.874	5.500	0.810	0.004	0.006
Difference market Rent and rent paid	29.155	10.186	10.341	30.543	20.092	15.431	0.772	0.062	0.126
Total CRA received in week of 30 June	60.909	62.074	52.116	59.896	60.754	58.085	0.269	0.205	0.000
Sustaining tenancy									
Moved out of focal dwelling	-0.037	-0.025	-0.007	-0.014	-0.011	0.010	0.098	0.049	0.069
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.019	-0.033	-0.016	-0.021	-0.039	-0.044	0.397	0.076	0.000
Tenant Initiated	0.000	0.013	0.037	0.003	0.016	0.053	0.217	0.500	0.013
Provider Initiated	0.001	0.002	0.009	0.001	0.002	0.009	0.572	0.868	0.893
Transferred to an Institution	0.000	0.002	-0.002	-0.002	0.000	0.004	0.135	0.511	0.001
Breach of tenancy	0.000	0.003	0.010	-0.001	0.002	0.009	0.538	0.333	0.739
Tenant Deceased	-0.002	-0.003	-0.002	0.004	0.006	0.008	0.016	0.009	0.000
Terminated for other reason	-0.001	0.000	-0.014	0.000	0.002	-0.011	0.400	0.334	0.211
Reason unknown	0.016	0.051	0.028	0.023	0.036	0.017	0.492	0.013	0.000
Left before tenancy ended	-0.030	-0.061	-0.058	-0.020	-0.036	-0.034	0.000	0.001	0.000
Destinations after exit									
Exit to another Social Housing	-0.013	-0.024	-0.011	-0.015	-0.026	-0.025	0.535	0.717	0.003
Exit to Family/Friends	-0.002	-0.001	0.008	-0.003	-0.005	0.004	0.166	0.090	0.206
Exit to Prison	-0.001	-0.001	0.002	0.000	0.001	0.002	0.012	0.011	0.715
Exit to Short-Medium term accommodation	-0.001	-0.001	0.002	0.000	-0.001	-0.001	0.496	0.669	0.116
Exit to Private Housing	-0.003	0.004	0.006	-0.003	0.001	0.016	0.748	0.199	0.009

HOUSING OUTCOME	SHMT effect – Men			SHMT effect – Women			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Exit to an Institution	0.001	0.003	0.000	0.001	0.006	0.000	0.833	0.103	0.627
Exit to Others	-0.010	-0.012	-0.009	-0.004	-0.005	0.008	0.008	0.040	0.000
Exit to Unknown	0.022	0.068	0.052	0.031	0.054	0.040	0.497	0.057	0.028
Positive Exit (Tenants initiated moving to private rental)	-0.003	0.004	0.008	-0.002	0.002	0.017	0.443	0.182	0.006
Negative Exit (Exit due to breach of tenancy)	0.000	0.003	0.010	-0.001	0.002	0.009	0.538	0.333	0.739
Housing security									
Reported being homeless	-0.003	0.000	0.001	-0.001	-0.001	-0.008	0.196	0.480	0.125
Reported being in short-term/emergency accommodation	0.000	0.004	0.024	0.002	0.003	0.017	0.021	0.706	0.318
At risk of homelessness	-0.005	-0.006	-0.023	-0.003	-0.002	-0.048	0.135	0.227	0.001
Received SHS short-term accommodation	0.000	-0.001	-0.012	0.001	-0.002	-0.019	0.712	0.586	0.118
Received SHS med/long-term accommodation	-0.001	0.000	0.003	-0.001	0.000	0.000	0.757	0.304	0.438
Received any SHS accommodation services	0.000	-0.001	-0.012	0.000	-0.002	-0.011	0.780	0.704	0.962
Received tenancy/mortgage maintenance se	-0.003	-0.005	0.007	-0.002	-0.001	-0.018	0.206	0.311	0.001
Received other Specialist homelessness services	-0.006	-0.002	-0.014	-0.001	0.002	-0.018	0.029	0.321	0.595
In social housing (PH CH AbH) at financial year end	-0.005	-0.064	-0.030	-0.035	-0.079	-0.101	0.023	0.108	0.000

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect.

Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two groups are significantly different from zero.

Example of interpretation: SHMT female existing tenants are, on average, 3.9 percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for men is 1.9 percentage points. The difference in SHMT effect between men and women is significant at the 5%-level.

Table G1.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by gender – Safety

SAFETY OUTCOME	SHMT effect – Men			SHMT effect – Women			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	-0.060	-0.030	-0.047	0.039	0.047	0.005	0.000	0.004	0.001
Total days in custody/prison	0.113	-0.356	-3.512	0.005	0.062	-0.873	0.709	0.355	0.000
Total days in adult custody/prison	0.126	-0.253	-3.711	0.015	0.081	-0.842	0.705	0.452	0.000
Total days in juvenile custody/prison	-0.013	-0.103	0.200	-0.010	-0.019	-0.031	0.946	0.256	0.011
Any proven court appearance	0.002	0.002	-0.013	0.000	-0.001	0.000	0.750	0.731	0.258
Any domestic violence offence (proven court appearance)	-0.001	0.002	0.003	0.000	0.001	0.003	0.569	0.624	0.984

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT female existing tenants (children) are, on average, 3.9 percentage points less likely to be in contact with child protection services anytime within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for male tenants (children) is 6 percentage points less likely. The difference in SHMT effect between the two groups is significant at the 5%-level.

Table G1.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by gender – Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect – Men			SHMT effect – Women			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	-0.001	-0.003	-0.010	0.001	0.002	-0.003	0.407	0.475	0.052
Total number of days on income support	1.917	0.315	-1.218	2.361	2.289	0.904	0.445	0.295	0.209
Total regular Centrelink payment amount (excl. CRA)	49.014	-124.865	-19.822	149.890	68.974	343.039	0.119	0.131	0.009
Total regular CRA amount	1866.218	1856.047	1500.616	2295.963	2193.200	1890.119	0.000	0.002	0.000
Vocational education and training									
Enrolled in an VET course	0.003	0.016	-0.017	0.001	-0.018	-0.058	0.720	0.130	0.000
Enrolled in an VET certificate III (and above) course	0.000	0.004	-0.025	0.004	0.016	-0.051	0.502	0.151	0.001
Completed an VET program	0.003	0.014	0.009	0.001	-0.001	-0.014	0.704	0.212	0.000
Completed an VET certificate III (and above) program	0.002	0.012	0.003	0.001	0.001	-0.009	0.559	0.140	0.001

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT female existing tenants are, on average, 12.5 percentage points less likely to have employment as their main income source at June 30 of the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for men is 14.5 percentage point. The difference in SHMT effect between men and women is not significant at the 5%-level. Note that the data on employment and income while in social housing have a number of issues. The results are indicative only.

Table G1.4 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by gender – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect – Men			SHMT effect – Women			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	-0.006	0.033	0.001	-0.002	0.006	0.006	0.644	0.422	0.585
Days in hospital (non psych. unit)	0.063	-0.018	-0.395	-0.114	-0.130	-0.515	0.352	0.855	0.712
Admitted to hospital (psych. unit)	-0.001	-0.001	0.005	0.000	0.007	0.014	0.624	0.049	0.037
Days in psychiatric unit	-0.063	0.300	-0.712	-0.040	0.493	0.966	0.873	0.148	0.000
Visited emergency room	-0.005	0.009	-0.003	-0.008	-0.001	-0.004	0.740	0.193	0.930
Nr. emergency visits	0.051	0.385	0.423	-0.038	-0.054	-0.036	0.095	0.001	0.002
Nr. emergency visits (with no hosp. admission)	0.060	0.372	0.478	-0.020	-0.018	-0.027	0.071	0.001	0.000
Nr. emergency visits (with hosp. admission)	-0.009	0.012	-0.047	-0.018	-0.036	-0.007	0.496	0.020	0.084
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	0.004	0.006	0.028	0.002	-0.002	0.032	0.526	0.100	0.563
Used AMH services (AMB) for all issues	0.005	0.005	-0.008	0.007	-0.003	-0.010	0.644	0.162	0.820
Ambulance call-outs									
Used ambulance service	-0.003	-0.003	0.041	0.002	-0.011	0.003	0.352	0.224	0.000
Nr. ambulance trips	-0.003	0.007	0.083	-0.004	-0.036	-0.002	0.975	0.154	0.046
Medicare Benefit and Pharmaceutical Benefit									
Nr. MBS services	-0.181	0.252	0.452	-0.106	-0.440	0.771	0.749	0.068	0.393
Cost of MBS services	-16.831	22.706	-69.939	-3.096	-19.430	8.184	0.376	0.200	0.003
Nr. PBS scripts	0.236	0.412	0.044	0.189	-0.006	-0.237	0.796	0.196	0.315
Cost of PBS scripts	86.471	76.255	100.339	8.247	55.114	293.631	0.519	0.845	0.233

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT female tenants are, on average, 0.6 percentage points less likely to be admitted to hospital dwelling within the first year after SHMT transfer, than comparable tenants. The comparable estimate for men is 0.2 percentage point. The effects are not significant for both men and women and the difference in SHMT effect between men and women is not significant either.

G.2 Tenants aged 55 and above versus tenant 54 and below

Table G2.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by age group – Housing

HOUSING OUTCOME	SHMT effect – age below 55			SHMT effect – 55 and above			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	51.090	43.950	41.487	48.728	37.346	40.528	0.590	0.069	0.529
Rent Charged 30 June Excl CRA	5.487	-4.844	3.506	6.677	-0.999	4.812	0.200	0.118	0.483
Difference market Rent and rent paid	31.213	17.058	19.380	29.267	15.619	-0.197	0.667	0.732	0.000
Total CRA received in week of 30 June	57.591	59.330	53.210	61.860	62.381	61.534	0.005	0.012	0.000
Sustaining tenancy									
Moved out of focal dwelling	-0.040	-0.019	-0.009	-0.005	-0.016	0.050	0.004	0.817	0.000
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.027	-0.045	-0.036	-0.012	-0.026	-0.007	0.000	0.014	0.000
Tenant Initiated	-0.005	0.010	0.046	0.009	0.020	0.042	0.002	0.098	0.654
Provider Initiated	0.001	0.003	0.008	0.000	0.001	0.012	0.258	0.332	0.118
Transferred to an Institution	0.002	0.008	0.003	-0.005	-0.008	-0.004	0.030	0.014	0.002
Breach of tenancy	-0.004	-0.001	0.009	0.003	0.007	0.012	0.000	0.031	0.467
Tenant Deceased	0.007	0.014	0.004	-0.007	-0.012	-0.002	0.001	0.001	0.070
Terminated for other reason	-0.001	0.001	-0.014	0.001	0.001	-0.005	0.020	0.803	0.003
Reason unknown	0.027	0.069	0.026	0.011	0.013	0.003	0.080	0.000	0.000
Left before tenancy ended	-0.041	-0.079	-0.056	-0.005	-0.011	-0.002	0.000	0.000	0.000
Destination after exit									
Exit to another Social Housing	-0.023	-0.036	-0.028	-0.004	-0.012	0.021	0.000	0.003	0.000
Exit to Family/Friends	-0.003	-0.002	0.007	-0.002	-0.004	0.003	0.585	0.518	0.354
Exit to Prison	-0.002	-0.001	0.001	0.001	0.000	0.007	0.008	0.273	0.011
Exit to Short-Medium term accommodation	-0.001	-0.001	0.000	0.000	0.000	0.002	0.015	0.029	0.437
Exit to Private Housing	-0.008	0.001	0.015	0.003	0.005	-0.003	0.001	0.294	0.000
Exit to an Institution	0.005	0.011	-0.001	-0.004	-0.003	0.005	0.017	0.009	0.001
Exit to Others	0.001	0.006	0.004	-0.016	-0.025	-0.018	0.000	0.002	0.000

HOUSING OUTCOME	SHMT effect – age below 55			SHMT effect – 55 and above			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Exit to Unknown	0.030	0.082	0.048	0.022	0.034	0.035	0.266	0.001	0.047
Positive Exit (Tenants initiated moving to private rental)	-0.007	0.002	0.017	0.002	0.004	-0.003	0.002	0.582	0.000
Negative Exit (Exit due to breach of tenancy)	-0.004	-0.001	0.009	0.003	0.007	0.012	0.000	0.031	0.467
Housing security									
Reported being homeless	-0.003	0.000	-0.006	0.000	-0.001	0.005	0.063	0.825	0.161
Reported being in short-term/emergency accommodation	0.002	0.005	0.019	0.000	0.000	0.030	0.383	0.272	0.213
At risk of homelessness	-0.004	-0.005	-0.041	-0.003	-0.002	-0.015	0.671	0.325	0.008
Received SHS short-term accommodation	0.001	-0.002	-0.018	0.000	-0.001	-0.005	0.592	0.479	0.024
Received SHS med/long-term accommodation	-0.001	0.000	0.002	-0.001	0.000	-0.001	0.608	0.243	0.514
Received any SHS accommodation services	0.000	-0.002	-0.012	0.000	-0.001	-0.009	0.582	0.633	0.649
Received tenancy/mortgage maintenance se	-0.002	-0.004	-0.014	-0.002	-0.001	0.027	0.984	0.212	0.000
Received other Specialist homelessness services	-0.003	0.000	-0.022	-0.003	0.000	0.009	0.875	0.841	0.004
In social housing (PH CH AbH) at financial year end	-0.014	-0.080	-0.060	-0.031	-0.064	-0.100	0.036	0.370	0.002

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect.

Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero

Example of interpretation: SHMT existing tenants age below 55 are, on average, 3.1 percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for existing tenants aged 55 and above is 2.8 percentage point. The difference in SHMT effect between the two age groups is not significant at the 5%-level.

Table G2.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by age group – Safety

SAFETY OUTCOME	SHMT effect – age below 55			SHMT effect – 55 and above			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	NA	NA	NA	NA	NA	NA	NA	NA	NA
Total days in custody/prison	0.029	-0.227	-2.702	0.080	-0.004	-0.201	0.802	0.621	0.001
Total days in adult custody/prison	0.040	-0.126	-2.823	0.092	0.000	-0.136	0.815	0.774	0.000
Total days in juvenile custody/prison	NA	NA	NA	NA	NA	NA	NA	NA	NA
Any proven court appearance	0.001	0.003	-0.006	0.001	-0.001	-0.006	0.972	0.396	0.983
Any domestic violence offence (proven court appearance)	0.000	0.003	-0.001	-0.001	0.000	0.017	0.666	0.154	0.012

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing tenants age below 55 are, on average, 0.1 percentage points more likely to have proven court appearance within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for existing tenants aged 55 and above is also 0.1 percentage point. These SHMT effects not statistically significant and they are not different between the two groups.

Table G2.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by age group – Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect – age below 55			SHMT effect – 55 and above			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	-0.002	-0.003	-0.002	0.002	0.002	-0.015	0.329	0.450	0.003
Total number of days on income support	2.380	0.514	3.325	1.976	2.288	-8.614	0.716	0.281	0.000
Total regular Centrelink payment amount (excl. CRA)	125.412	-51.041	339.126	88.883	17.465	-227.398	0.642	0.630	0.000
Total regular CRA amount	1777.093	1717.486	1591.868	2415.043	2356.189	2021.434	0.000	0.000	0.000
Vocational education and training									
Enrolled in an VET course	0.002	-0.012	-0.050	0.002	0.004	-0.007	0.999	0.405	0.000
Enrolled in an VET certificate III (and above) course	0.004	0.020	-0.047	0.000	0.004	-0.016	0.396	0.124	0.000
Completed an VET program	0.003	0.013	-0.004	0.001	0.000	-0.002	0.583	0.098	0.629
Completed an VET certificate III (and above) program	NA	NA	NA	NA	NA	NA	NA	NA	NA

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing tenants age below 55 are, on average, 13.9 percentage points less likely to have employment as their main income source at June 30 of the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for tenants aged 55 and above is 12.7 percentage point. The difference in SHMT effect between the two groups is not significant at the 5%-level. Note that the data on employment and income while in social housing have a number of issues. The results are indicative only.

Table G2.4 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by age group – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect – age below 55			SHMT effect – 55 and above			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	0.000	0.022	0.017	-0.010	0.015	-0.057	0.201	0.805	0.000
Days in hospital (non psych. unit)	-0.021	-0.352	-0.055	-0.053	0.162	-2.309	0.810	0.535	0.000
Admitted to hospital (psych. unit)	0.000	0.005	0.011	-0.002	0.003	0.004	0.340	0.572	0.237
Days in psychiatric unit	-0.010	0.561	-0.016	-0.107	0.265	1.069	0.584	0.111	0.035
Visited emergency room	0.002	0.008	0.005	-0.019	-0.002	-0.039	0.066	0.188	0.003
Nr. emergency visits	0.027	0.180	0.223	-0.033	0.094	-0.001	0.271	0.529	0.255
Nr. emergency visits (with no hosp. admission)	0.029	0.189	0.264	-0.001	0.117	-0.017	0.527	0.576	0.140
Nr. emergency visits (with hosp. admission)	-0.001	-0.008	-0.036	-0.032	-0.024	0.020	0.060	0.190	0.068
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	0.003	0.006	0.030	0.003	-0.004	0.029	0.996	0.003	0.961
Used AMH services (AMB) for all issues	0.008	0.005	-0.013	0.003	-0.005	0.009	0.091	0.008	0.022
Ambulance call-outs									
Used ambulance service	-0.005	-0.004	0.029	0.005	-0.012	-0.015	0.054	0.264	0.000
Nr. ambulance trips	-0.001	-0.008	0.087	-0.006	-0.029	-0.172	0.875	0.529	0.000
Medicare Benefit and Pharmaceutical Benefit									
Nr. MBS services	-0.072	-0.348	0.765	-0.234	0.191	-0.011	0.486	0.231	0.116
Cost of MBS services	-0.142	-18.115	-7.838	-21.945	25.053	-119.741	0.106	0.262	0.001
Nr. PBS scripts	0.300	0.201	0.447	0.085	0.159	-2.506	0.366	0.920	0.000
Cost of PBS scripts	2.552	-17.197	51.040	100.175	181.533	861.321	0.312	0.136	0.000

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT female tenants are, on average, xx percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants. The comparable estimate for men is xx percentage point. The difference in SHMT effect between men and women was significant at the 5%-level.

G.3 English speaking tenants versus tenants with CALD background

Table G3.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by CALD background – Housing

HOUSING OUTCOME	SHMT effect – English speaking			SHMT effect – CALD			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	49.893	39.725	59.264	49.146	39.627	38.032	0.879	0.983	0.000
Rent Charged 30 June Excl CRA	5.112	-3.122	-1.139	7.866	-1.086	4.960	0.093	0.357	0.007
Difference market Rent and rent paid	31.397	20.620	48.946	28.228	9.935	7.077	0.440	0.105	0.000
Total CRA received in week of 30 June	60.181	61.076	63.508	60.451	61.579	54.432	0.809	0.546	0.000
Sustaining tenancy									
Moved out of focal dwelling	-0.012	-0.007	0.022	-0.037	-0.030	-0.001	0.000	0.120	0.134
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.012	-0.022	-0.015	-0.030	-0.052	-0.033	0.000	0.000	0.010
Tenant Initiated	0.005	0.018	0.038	-0.002	0.012	0.046	0.018	0.300	0.384
Provider Initiated	0.000	0.000	0.018	0.002	0.004	0.008	0.232	0.254	0.001
Transferred to an Institution	-0.002	-0.002	-0.008	0.000	0.004	0.003	0.279	0.265	0.000
Breach of tenancy	0.001	0.004	-0.002	-0.002	0.002	0.011	0.277	0.650	0.002
Tenant Deceased	-0.002	-0.006	0.006	0.004	0.011	0.003	0.121	0.009	0.395
Terminated for other reason	0.000	0.001	-0.006	-0.001	0.001	-0.013	0.045	0.686	0.042
Reason unknown	0.018	0.037	0.037	0.022	0.050	0.020	0.380	0.035	0.000
Left before tenancy ended	-0.020	-0.036	-0.045	-0.030	-0.061	-0.046	0.000	0.000	0.883
Destination after exit									
Exit to another Social Housing	-0.005	-0.009	-0.008	-0.024	-0.043	-0.020	0.000	0.000	0.137
Exit to Family/Friends	-0.002	-0.004	0.008	-0.003	-0.001	0.006	0.152	0.250	0.656
Exit to Prison	0.000	0.000	0.010	-0.002	0.000	0.001	0.068	0.968	0.003
Exit to Short-Medium term accommodation	0.000	0.000	0.007	-0.001	-0.001	0.000	0.011	0.087	0.033
Exit to Private Housing	-0.001	0.002	0.024	-0.005	0.003	0.010	0.035	0.686	0.008
Exit to an Institution	-0.002	0.001	-0.007	0.004	0.009	0.001	0.012	0.124	0.000
Exit to Others	-0.009	-0.014	-0.013	-0.004	-0.002	0.002	0.150	0.100	0.002

HOUSING OUTCOME	SHMT effect – English speaking			SHMT effect – CALD			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Exit to Unknown	0.027	0.055	0.046	0.026	0.066	0.046	0.875	0.048	0.999
Positive Exit (Tenants initiated moving to private rental)	-0.001	0.002	0.025	-0.005	0.004	0.011	0.026	0.588	0.007
Negative Exit (Exit due to breach of tenancy)	0.001	0.004	-0.002	-0.002	0.002	0.011	0.277	0.650	0.002
Housing security									
Reported being homeless	-0.001	0.000	-0.012	-0.003	-0.001	-0.003	0.266	0.710	0.328
Reported being in short-term/emergency accommodation	0.000	0.000	0.046	0.002	0.007	0.017	0.430	0.091	0.008
At risk of homelessness	-0.004	-0.005	0.012	-0.003	-0.002	-0.042	0.452	0.403	0.000
Received SHS short-term accommodation	0.000	-0.001	-0.004	0.001	-0.002	-0.017	0.117	0.755	0.050
Received SHS med/long-term accommodation	-0.001	0.000	-0.019	-0.001	0.001	0.004	0.376	0.171	0.000
Received any SHS accommodation services	0.000	-0.002	-0.024	0.000	-0.001	-0.010	0.857	0.786	0.069
Received tenancy/mortgage maintenance se	-0.004	-0.002	0.002	-0.001	-0.003	-0.007	0.093	0.585	0.421
Received other Specialist homelessness services	-0.005	-0.004	-0.015	-0.001	0.004	-0.016	0.106	0.196	0.953
In social housing (PH CH AbH) at financial year end	-0.022	-0.053	-0.056	-0.022	-0.095	-0.069	0.881	0.032	0.411

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect.

Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing tenants with CALD background are, on average, 3.1 percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for English speaking tenants is 2.9 percentage points. The difference in SHMT effect between the two groups is not significant at the 5%-level.

Table G3.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by CALD background – Safety

SAFETY OUTCOME	SHMT effect – English speaking			SHMT effect – CALD			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	-0.066	0.019	NA	0.016	0.005	NA	0.049	0.601	NA
Total days in custody/prison	0.128	-0.225	-0.690	-0.027	-0.011	-2.291	0.613	0.297	0.085
Total days in adult custody/prison	0.166	-0.130	-1.141	-0.043	0.002	-2.313	0.469	0.439	0.203
Total days in juvenile custody/prison	-0.037	-0.095	0.451	0.016	-0.013	0.022	0.358	0.186	0.002
Any proven court appearance	0.000	0.001	-0.006	0.003	0.000	-0.006	0.414	0.825	0.990
Any domestic violence offence (proven court appearance)	-0.002	0.001	-0.001	0.001	0.003	0.004	0.367	0.680	0.634

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero. NA indicates estimates unavailable due to small sample size.

Example of interpretation: SHMT existing tenants (children) with CALD background are, on average, 1.6 percentage points more likely to be in contact with child protection services anytime within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for English speaking tenants (children) is 6.6 percentage point less likely. The difference in SHMT effect between the two group is significant at the 5%-level.

Table G3.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by CALD background – Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect – English speaking			SHMT effect – CALD			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	0.000	-0.001	-0.002	0.000	0.001	-0.006	0.968	0.676	0.459
Total number of days on income support	2.318	1.572	-9.462	2.001	1.255	1.271	0.523	0.821	0.000
Total regular Centrelink payment amount (excl. CRA)	84.392	-101.780	100.064	131.072	84.201	189.684	0.623	0.034	0.668
Total regular CRA amount	2076.261	2065.490	1658.057	2148.876	2022.623	1721.442	0.129	0.247	0.355
Vocational education and training									
Enrolled in an VET course	0.003	-0.013	-0.063	0.001	0.015	-0.036	0.663	0.218	0.075
Enrolled in an VET certificate III (and above) course	0.001	0.001	-0.079	0.003	0.030	-0.033	0.562	0.171	0.000
Completed an VET program	0.001	0.005	-0.024	0.003	0.006	-0.001	0.475	0.769	0.001
Completed an VET certificate III (and above) program	0.001	0.007	-0.014	0.002	0.003	-0.002	0.410	0.024	0.017

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing tenants with CALD background are, on average, 14.3 percentage points less likely to have employment as their main income source at June 30 of the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for English speaking tenants is 12.4 percentage point. The difference in SHMT effect between the two groups is not significant at the 5%-level. Note that the data on employment and income while in social housing have a number of issues. The results are indicative only.

Table G3.4 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by CALD background – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect – English speaking			SHMT effect – CALD			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	-0.008	0.060	0.016	0.000	-0.050	0.002	0.265	0.132	0.378
Days in hospital (non psych. unit)	-0.138	0.668	-1.228	0.064	-1.303	-0.351	0.188	0.123	0.077
Admitted to hospital (psych. unit)	0.001	0.005	-0.001	-0.002	0.002	0.011	0.104	0.602	0.071
Days in psychiatric unit	0.007	0.581	0.619	-0.104	0.112	0.117	0.565	0.309	0.396
Visited emergency room	-0.010	0.009	-0.077	-0.004	-0.002	0.006	0.393	0.453	0.000
Nr. emergency visits	-0.030	0.032	-0.562	0.032	0.255	0.278	0.147	0.046	0.000
Nr. emergency visits (with no hosp. admission)	-0.012	0.034	-0.474	0.043	0.281	0.301	0.162	0.034	0.001
Nr. emergency visits (with hosp. admission)	-0.018	-0.003	-0.090	-0.010	-0.026	-0.017	0.485	0.121	0.050
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	0.006	0.003	0.032	0.001	0.000	0.030	0.284	0.484	0.829
Used AMH services (AMB) for all issues	0.007	0.003	0.022	0.004	-0.001	-0.013	0.473	0.398	0.002
Ambulance call-outs									
Used ambulance service	0.002	-0.007	0.062	-0.004	-0.008	0.016	0.287	0.976	0.001
Nr. ambulance trips	0.001	-0.001	0.011	-0.007	-0.032	0.042	0.710	0.349	0.643
Medicare Benefit and Pharmaceutical Benefit									
Nr. MBS services	-0.271	-0.159	3.209	-0.016	-0.094	0.284	0.326	0.887	0.000
Cost of MBS services	-25.630	-9.666	64.765	6.192	8.807	-40.893	0.085	0.534	0.009
Nr. PBS scripts	0.071	0.129	0.552	0.341	0.237	-0.190	0.133	0.769	0.089
Cost of PBS scripts	79.420	97.626	105.230	9.446	32.508	214.932	0.531	0.451	0.665

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.
See Appendix G1– 4 for an example of interpretation.

G.4 Aboriginal versus non-Aboriginal Tenants

Table G4.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by Aboriginal status – Housing

HOUSING OUTCOME	SHMT effect – non-Aboriginal			SHMT effect – Aboriginal			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	49.180	38.837	40.062	54.913	50.942	44.903	0.295	0.087	0.004
Rent Charged 30 June Excl CRA	5.963	-2.433	2.186	9.742	-1.676	7.466	0.090	0.772	0.010
Difference market Rent and rent paid	29.475	15.533	12.817	36.108	24.662	15.057	0.149	0.272	0.571
Total CRA received in week of 30 June	60.456	61.545	56.319	58.198	58.095	53.553	0.252	0.004	0.002
Sustaining tenancy									
Moved out of focal dwelling	-0.016	-0.010	0.005	-0.093	-0.074	-0.005	0.000	0.082	0.336
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.017	-0.031	-0.029	-0.045	-0.079	-0.035	0.000	0.000	0.186
Tenant Initiated	0.005	0.018	0.053	-0.026	-0.013	0.027	0.001	0.242	0.000
Provider Initiated	0.000	0.002	0.004	0.005	0.006	0.023	0.244	0.403	0.000
Transferred to an Institution	-0.001	0.000	-0.001	-0.001	0.003	0.009	0.911	0.723	0.000
Breach of tenancy	0.000	0.004	0.012	-0.004	-0.003	0.003	0.346	0.205	0.004
Tenant Deceased	0.001	0.002	-0.002	-0.001	-0.002	0.015	0.702	0.719	0.000
Terminated for other reason	0.000	0.000	-0.008	-0.002	0.006	-0.023	0.346	0.247	0.000
Reason unknown	0.020	0.039	0.021	0.020	0.071	0.025	0.740	0.000	0.081
Left before tenancy ended	-0.023	-0.045	-0.045	-0.039	-0.063	-0.049	0.000	0.019	0.448
Destinations after exit									
Exit to another Social Housing	-0.010	-0.018	-0.015	-0.051	-0.082	-0.027	0.000	0.005	0.025
Exit to Family/Friends	-0.001	-0.001	0.008	-0.011	-0.014	0.000	0.042	0.091	0.049
Exit to Prison	0.000	0.000	0.003	-0.003	-0.002	0.000	0.117	0.258	0.106
Exit to Short-Medium term accommodation	0.000	0.000	0.001	-0.002	-0.003	0.001	0.000	0.000	0.891
Exit to Private Housing	-0.002	0.003	0.016	-0.009	0.001	0.000	0.072	0.854	0.000
Exit to an Institution	0.000	0.003	0.001	0.009	0.014	-0.001	0.076	0.191	0.353
Exit to Others	-0.006	-0.007	-0.001	-0.010	-0.022	0.002	0.241	0.011	0.356

HOUSING OUTCOME	SHMT effect – non-Aboriginal			SHMT effect – Aboriginal			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Exit to Unknown	0.027	0.055	0.037	0.025	0.097	0.069	0.697	0.047	0.000
Positive Exit (Tenants initiated moving to private rental)	-0.002	0.003	0.015	-0.008	0.002	0.006	0.115	0.913	0.017
Negative Exit (Exit due to breach of tenancy)	0.000	0.004	0.012	-0.004	-0.003	0.003	0.346	0.205	0.004
Housing security									
Reported being homeless	-0.002	-0.001	0.004	-0.003	0.002	-0.024	0.720	0.577	0.000
Reported being in short-term/emergency accommodation	0.001	0.002	0.028	0.003	0.011	0.002	0.542	0.359	0.001
At risk of homelessness	-0.004	-0.004	-0.027	-0.003	-0.002	-0.059	0.880	0.722	0.000
Received SHS short-term accommodation	0.000	-0.001	-0.012	0.002	-0.003	-0.024	0.501	0.596	0.017
Received SHS med/long-term accommodation	-0.001	0.000	0.005	-0.002	0.002	-0.007	0.200	0.501	0.008
Received any SHS accommodation services	0.000	-0.001	-0.007	0.001	-0.002	-0.022	0.681	0.807	0.008
Received tenancy/mortgage maintenance se	-0.003	-0.003	0.009	0.000	0.000	-0.046	0.468	0.372	0.000
Received other Specialist homelessness services	-0.004	-0.002	0.001	-0.001	0.011	-0.059	0.732	0.148	0.000
In social housing (PH CH AbH) at financial year end	-0.025	-0.071	-0.077	0.006	-0.082	-0.042	0.039	0.704	0.002

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect.

Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing aboriginal tenants are, on average, 2.1 percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for non-aboriginal tenants is 3.1 percentage points. The difference in SHMT effect between the two groups is not significant at the 5%-level.

Table G4.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by Aboriginal status – Safety

SAFETY OUTCOME	SHMT effect – non-Aboriginal			SHMT effect – Aboriginal			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	-0.025	0.037	-0.004	0.021	-0.038	-0.046	0.057	0.231	0.009
Total days in custody/prison	0.033	-0.239	-2.066	0.198	0.579	-2.171	0.746	0.344	0.885
Total days in adult custody/prison	0.079	-0.184	-2.151	-0.045	0.649	-2.217	0.836	0.321	0.926
Total days in juvenile custody/prison	-0.046	-0.054	0.085	0.243	-0.070	0.046	0.174	0.885	0.716
Any proven court appearance	0.000	-0.002	0.002	0.011	0.015	-0.029	0.297	0.149	0.018
Any domestic violence offence (proven court appearance)	-0.002	0.000	0.005	0.008	0.012	-0.002	0.062	0.015	0.295

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing aboriginal tenants (children) are, on average, 2.1 percentage points more likely to be in contact with child protection services anytime within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for non-aboriginal existing tenants (children) is -2.2 percentage points. The difference in SHMT effect between the two groups is not significant at the 5%-level, but significant at the 10% level

Table G4.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by Aboriginal status – Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect – non-Aboriginal			SHMT effect – Aboriginal			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	0.000	0.001	-0.005	-0.005	-0.007	-0.009	0.037	0.186	0.308
Total number of days on income support	2.584	1.979	-0.439	-1.433	-2.587	1.174	0.022	0.033	0.420
Total regular Centrelink payment amount (excl. CRA)	110.141	3.886	15.121	73.240	-158.882	707.466	0.837	0.402	0.000
Total regular CRA amount	2129.453	2079.367	1778.215	1944.920	1801.401	1504.527	0.005	0.007	0.000
Vocational education and training									
Enrolled in an VET course	0.003	0.002	-0.038	-0.005	-0.083	-0.045	0.546	0.152	0.534
Enrolled in an VET certificate III (and above) course	0.002	0.008	-0.034	0.002	0.052	-0.055	0.973	0.143	0.025
Completed an VET program	0.001	0.006	-0.003	0.008	0.002	-0.006	0.311	0.317	0.609
Completed an VET certificate III (and above) program	0.001	0.007	-0.003	0.003	-0.006	-0.005	0.782	0.018	0.545

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT female tenants are, on average, xx percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants. The comparable estimate for men is xx percentage point. The difference in SHMT effect between men and women was significant at the 5%-level.

Example of interpretation: SHMT existing aboriginal tenants are, on average, 15.9 percentage points less likely to have employment as their main income source at June 30 of the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for non-aboriginal existing tenants is 13.0 percentage points. The difference in SHMT effect between the two groups is significant at the 5%-level. Note that the data on employment and income while in social housing have a number of issues. The results are indicative only.

Table G4.4 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by Aboriginal status – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect – non-Aboriginal			SHMT effect – Aboriginal			P-value: no subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	-0.006	0.026	-0.003	0.006	-0.083	0.023	0.221	0.010	0.021
Days in hospital (non psych. unit)	0.007	0.128	-0.692	-0.282	-2.611	0.175	0.180	0.004	0.020
Admitted to hospital (psych. unit)	-0.001	0.001	0.010	0.001	0.037	0.008	0.408	0.026	0.689
Days in psychiatric unit	-0.096	0.337	0.103	0.218	1.211	0.385	0.054	0.090	0.525
Visited emergency room	-0.010	0.009	0.003	0.012	-0.023	-0.020	0.098	0.212	0.076
Nr. emergency visits	0.019	0.212	0.173	-0.095	-0.188	0.202	0.072	0.005	0.863
Nr. emergency visits (with no hosp. admission)	0.031	0.222	0.219	-0.068	-0.152	0.194	0.119	0.005	0.878
Nr. emergency visits (with hosp. admission)	-0.012	-0.010	-0.046	-0.025	-0.036	0.024	0.305	0.358	0.008
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	0.005	0.003	0.029	-0.006	-0.004	0.032	0.063	0.502	0.664
Used AMH services (AMB) for all issues	0.006	0.002	-0.006	0.003	-0.005	-0.016	0.273	0.469	0.184
Ambulance call-outs									
Used ambulance service	0.001	-0.007	0.020	-0.013	-0.010	0.025	0.213	0.864	0.589
Nr. ambulance trips	0.006	-0.014	0.011	-0.057	-0.029	0.108	0.033	0.684	0.042
Medicare Benefit and Pharmaceutical Benefit									
Nr. MBS services	-0.123	-0.174	0.933	-0.238	0.111	-0.159	0.812	0.518	0.009
Cost of MBS services	-11.239	-0.588	-15.213	2.303	0.968	-62.479	0.661	0.939	0.104
Nr. PBS scripts	0.257	0.216	-0.339	-0.072	0.025	0.482	0.361	0.517	0.009
Cost of PBS scripts	33.740	-27.052	106.352	100.996	516.324	441.912	0.591	0.044	0.065

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.
See Appendix G1– 4 for an example of interpretation.

G.5 Tenants in major cities versus tenants in regional and remote areas

Table G5.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by location – Housing

HOUSING OUTCOME	SHMT effect – regional and remote			SHMT effect – major city			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	56.571	59.337	48.015	39.103	10.738	25.794	0.453	0.024	0.000
Rent Charged 30 June Excl CRA	6.172	-4.233	1.019	7.371	-1.505	9.465	0.821	0.116	0.000
Difference market Rent and rent paid	39.670	37.283	24.117	15.897	-13.676	-12.513	0.307	0.007	0.000
Total CRA received in week of 30 June	58.926	60.656	56.399	61.872	61.927	52.978	0.035	0.296	0.000
Sustaining tenancy									
Moved out of focal dwelling	-0.029	-0.025	0.017	-0.015	0.005	-0.043	0.361	0.218	0.000
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.025	-0.052	-0.036	-0.014	-0.008	-0.019	0.213	0.001	0.004
Tenant Initiated	0.001	0.022	0.058	0.004	0.004	0.014	0.236	0.010	0.000
Provider Initiated	0.001	0.003	0.011	0.001	0.001	0.004	0.622	0.408	0.011
Transferred to an Institution	-0.001	-0.005	0.002	-0.001	0.009	0.001	0.804	0.010	0.957
Breach of tenancy	-0.001	0.003	0.011	0.000	0.004	0.006	0.387	0.872	0.171
Tenant Deceased	0.001	0.003	0.005	-0.001	-0.005	-0.002	0.596	0.066	0.051
Terminated for other reason	0.001	0.003	-0.014	-0.002	-0.002	-0.008	0.043	0.045	0.051
Reason unknown	0.023	0.049	0.027	0.017	0.033	0.008	0.380	0.030	0.000
Left before tenancy ended	-0.028	-0.052	-0.046	-0.019	-0.032	-0.047	0.022	0.001	0.882
Destinations after exit									
Exit to another Social Housing	-0.018	-0.039	-0.022	-0.009	0.000	-0.007	0.372	0.001	0.032
Exit to Family/Friends	-0.004	-0.003	0.005	0.000	-0.001	0.007	0.042	0.532	0.736
Exit to Prison	0.000	-0.001	0.001	-0.001	0.001	0.005	0.351	0.477	0.182
Exit to Short-Medium term accommodation	-0.001	-0.001	0.003	0.000	0.000	-0.005	0.806	0.423	0.006
Exit to Private Housing	-0.005	0.002	0.014	-0.001	0.005	0.004	0.007	0.478	0.046
Exit to an Institution	0.003	0.006	-0.001	-0.001	0.001	0.004	0.052	0.296	0.018

HOUSING OUTCOME	SHMT effect – regional and remote			SHMT effect – major city			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Exit to Others	-0.007	-0.008	0.002	-0.006	-0.011	-0.006	0.943	0.758	0.045
Exit to Unknown	0.031	0.070	0.062	0.022	0.043	0.004	0.274	0.026	0.000
Positive Exit (Tenants initiated moving to private rental)	-0.004	0.003	0.016	-0.001	0.004	0.004	0.030	0.895	0.011
Negative Exit (Exit due to breach of tenancy)	-0.001	0.003	0.011	0.000	0.004	0.006	0.387	0.872	0.171
Housing security									
Reported being homeless	-0.002	0.000	-0.003	-0.002	-0.001	-0.006	0.820	0.635	0.742
Reported being in short-term/emergency accommodation	-0.001	0.006	0.031	0.005	-0.005	-0.016	0.060	0.008	0.000
At risk of homelessness	-0.004	-0.004	-0.030	-0.004	-0.004	-0.054	0.909	0.932	0.020
Received SHS short-term accommodation	0.000	-0.001	-0.016	0.002	-0.003	-0.018	0.285	0.190	0.790
Received SHS med/long-term accommodation	-0.002	0.001	0.002	0.001	-0.001	0.001	0.029	0.245	0.843
Received any SHS accommodation services	-0.001	-0.001	-0.010	0.003	-0.004	-0.019	0.045	0.225	0.218
Received tenancy/mortgage maintenance se	-0.003	-0.004	-0.008	-0.002	0.001	0.000	0.731	0.075	0.416
Received other Specialist homelessness services	-0.004	0.002	-0.016	-0.002	-0.007	-0.016	0.493	0.034	1.000
In social housing (PH CH AbH) at financial year end	-0.015	-0.083	-0.080	-0.036	-0.066	-0.032	0.109	0.481	0.001

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect.

Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing tenants in major capital city are, on average, 3.4 percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for existing tenants in regional and remote areas is 2.8 percentage points. The difference in SHMT effect between the two groups is not significant at the 5%-level.

Table G5.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by location – Safety

SAFETY OUTCOME	SHMT effect – regional and remote			SHMT effect – major city			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	0.004	-0.002	-0.031	-0.070	0.051	0.036	0.038	0.243	0.017
Total days in custody/prison	-0.054	-0.546	-2.799	0.239	0.750	-0.424	0.134	0.025	0.004
Total days in adult custody/prison	-0.059	-0.511	-2.939	0.279	0.873	-0.347	0.081	0.019	0.002
Total days in juvenile custody/prison	0.005	-0.035	0.139	-0.041	-0.124	-0.077	0.097	0.002	0.076
Any proven court appearance	0.002	0.002	-0.011	-0.001	-0.002	0.011	0.280	0.523	0.121
Any domestic violence offence (proven court appearance)	0.001	0.004	0.008	-0.002	-0.001	-0.007	0.044	0.263	0.072

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two subgroups are different from zero.

Example of interpretation: SHMT existing tenants (children) in major city are, on average, 7.0 percentage points less likely to be in contact with child protection services anytime within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for tenants (children) in regional and remote areas is 0.4 percentage points (more likely). The difference in SHMT effect between the two groups is not significant at the 5%-level

Table G5.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by location – Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect – regional and remote			SHMT effect – major city			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	0.000	0.000	-0.012	-0.001	-0.004	0.007	0.872	0.453	0.000
Total number of days on income support	2.442	2.026	1.618	1.378	-0.814	-6.054	0.173	0.179	0.001
Total regular Centrelink payment amount (excl. CRA)	123.584	-27.524	297.455	48.399	-143.558	-86.404	0.208	0.255	0.040
Total regular CRA amount	2078.481	1979.990	1705.366	2153.557	2170.897	1634.864	0.022	0.000	0.250
Vocational education and training									
Enrolled in an VET course	0.003	-0.004	-0.043	0.000	-0.004	-0.042	0.130	0.997	0.937
Enrolled in an VET certificate III (and above) course	0.001	0.011	-0.043	0.003	0.010	-0.030	0.426	0.911	0.219
Completed an VET program	0.002	-0.008	-0.006	0.001	0.012	-0.003	0.791	0.223	0.578
Completed an VET certificate III (and above) program	0.002	0.003	-0.008	0.000	0.007	0.002	0.480	0.647	0.040

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two subgroups are different from zero.

Example of interpretation: SHMT existing tenants in major city are, on average, 13.9 percentage points less likely to have employment as their main income source at June 30 of the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for existing tenants in regional and remote areas is 13.4 percentage points. The difference in SHMT effect between the two groups is not significant at the 5%-level. Note that the data on employment and income while in social housing have a number of issues. The results are indicative only.

Table G5.4 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by location – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect – regional and remote			SHMT effect – major city			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	0.005	0.040	0.023	-0.018	0.010	-0.048	0.245	0.422	0.000
Days in hospital (non psych. unit)	0.103	-0.589	0.103	-0.315	-0.067	-1.863	0.025	0.291	0.000
Admitted to hospital (psych. unit)	0.000	0.016	0.015	-0.003	-0.002	-0.012	0.417	0.024	0.000
Days in psychiatric unit	-0.056	1.129	0.143	-0.025	0.142	-0.063	0.896	0.318	0.707
Visited emergency room	0.003	-0.003	0.027	-0.024	0.019	-0.100	0.459	0.058	0.000
Nr. emergency visits	0.052	0.194	0.356	-0.088	0.055	-0.239	0.072	0.140	0.005
Nr. emergency visits (with no hosp. admission)	0.047	0.208	0.367	-0.039	0.058	-0.177	0.074	0.116	0.008
Nr. emergency visits (with hosp. admission)	0.005	-0.014	-0.006	-0.050	-0.005	-0.058	0.152	0.690	0.120
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	-0.002	-0.001	0.034	0.015	0.014	0.016	0.033	0.140	0.094
Used AMH services (AMB) for all issues	0.002	-0.003	-0.019	0.013	0.013	0.018	0.060	0.090	0.000
Ambulance call-outs									
Used ambulance service	0.000	-0.008	0.032	-0.001	-0.007	-0.014	0.923	0.922	0.000
Nr. ambulance trips	0.001	-0.027	0.109	-0.012	0.002	-0.146	0.569	0.457	0.000
Medicare Benefit and Pharmaceutical Benefit									
Nr. MBS services	-0.104	-0.434	0.485	-0.170	0.909	0.179	0.737	0.017	0.564
Cost of MBS services	-1.898	-26.003	-24.875	-19.648	79.613	-78.248	0.312	0.007	0.148
Nr. PBS scripts	0.187	0.040	0.131	0.187	0.234	-0.964	1.000	0.791	0.006
Cost of PBS scripts	-48.808	-0.719	67.867	178.554	56.991	586.394	0.006	0.709	0.025

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.
See Appendix G1– 4 for an example of interpretation.

G.6 Tenants in properties transferred before April 2019 versus properties transferred after

Table G6.1 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by timing of SHMT transfer – Housing

HOUSING OUTCOME	SHMT effect – before April 19			SHMT effect – April 19 and after			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Household social housing rent payment and subsidy									
Market Rent	57.624	27.140	NA	43.030	59.997	NA	0.633	0.116	NA
Rent Charged 30 June Excl CRA	1.114	-4.560	NA	10.443	1.107	NA	0.264	0.035	NA
Difference market Rent and rent paid	46.685	4.656	NA	16.750	34.560	NA	0.317	0.172	NA
Total CRA received in week of 30 June	60.516	61.702	NA	60.105	60.595	NA	0.768	0.204	NA
Sustaining tenancy									
Moved out of focal dwelling	-0.033	-0.004	NA	-0.018	-0.035	NA	0.223	0.206	NA
Tenancy termination reason									
Relocation/Transfer/Re-sign	-0.023	-0.026	NA	-0.018	-0.050	NA	0.397	0.099	NA
Tenant Initiated	0.006	0.015	NA	-0.002	0.015	NA	0.083	0.989	NA
Provider Initiated	0.002	0.004	NA	0.000	0.000	NA	0.122	0.123	NA
Transferred to an Institution	-0.002	0.005	NA	0.000	-0.005	NA	0.189	0.067	NA
Breach of tenancy	-0.001	0.003	NA	0.000	0.003	NA	0.602	0.987	NA
Tenant Deceased	0.000	-0.001	NA	0.002	0.005	NA	0.513	0.076	NA
Terminated for other reason	-0.001	-0.001	NA	0.000	0.004	NA	0.772	0.022	NA
Reason unknown	0.011	0.041	NA	0.026	0.044	NA	0.177	0.751	NA
Left before tenancy ended	-0.025	-0.044	NA	-0.024	-0.051	NA	0.849	0.227	NA
Destinations after exit									
Exit to another Social Housing	-0.015	-0.012	NA	-0.014	-0.042	NA	0.800	0.006	NA
Exit to Family/Friends	-0.002	-0.001	NA	-0.003	-0.005	NA	0.481	0.138	NA
Exit to Prison	0.000	0.000	NA	-0.001	0.000	NA	0.394	0.944	NA
Exit to Short-Medium term accommodation	-0.001	-0.001	NA	0.000	0.000	NA	0.179	0.448	NA
Exit to Private Housing	-0.001	0.002	NA	-0.004	0.003	NA	0.304	0.961	NA
Exit to an Institution	0.000	0.004	NA	0.002	0.006	NA	0.286	0.566	NA
Exit to Others	-0.006	-0.011	NA	-0.007	-0.004	NA	0.880	0.498	NA

HOUSING OUTCOME	SHMT effect – before April 19			SHMT effect – April 19 and after			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Exit to Unknown	0.017	0.061	NA	0.033	0.059	NA	0.115	0.919	NA
Positive Exit (Tenants initiated moving to private rental)	-0.001	0.001	NA	-0.004	0.005	NA	0.319	0.716	NA
Negative Exit (Exit due to breach of tenancy)	-0.001	0.003	NA	0.000	0.003	NA	0.602	0.987	NA
Housing security									
Reported being homeless	-0.002	-0.003	NA	-0.002	0.002	NA	0.945	0.121	NA
Reported being in short-term/emergency accommodation	0.001	0.002	NA	0.001	0.005	NA	0.986	0.279	NA
At risk of homelessness	0.000	-0.001	NA	-0.006	-0.006	NA	0.061	0.077	NA
Received SHS short-term accommodation	0.001	-0.003	NA	0.000	0.000	NA	0.463	0.234	NA
Received SHS med/long-term accommodation	-0.002	0.000	NA	0.000	0.001	NA	0.258	0.675	NA
Received any SHS accommodation services	0.000	-0.003	NA	0.000	0.000	NA	0.635	0.182	NA
Received tenancy/mortgage maintenance se	0.000	-0.001	NA	-0.004	-0.004	NA	0.039	0.159	NA
Received other Specialist homelessness services	-0.002	-0.004	NA	-0.004	0.004	NA	0.688	0.001	NA
In social housing (PH CH AbH) at financial year end	-0.016	-0.076	NA	-0.026	-0.068	NA	0.482	0.758	NA

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method with the only exception of the outcomes of Sustaining tenancy and destination after exit where regression-adjusted matching method is used as there is no before SHMT transfer outcomes. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect.

For new tenants, results are not available due to small sample size. Separate propensity score matching is needed for SHMT dwellings transferred before and after April 2019 to ensure quality of matching. However, the propensity score regression models (with all required matching variables) cannot be successfully estimated due to computational issues caused by small sample size.

Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

Example of interpretation: SHMT existing tenants in dwellings that were transferred before April 2019 are, on average, 3.4 percentage points more likely to move out of their dwelling within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for existing tenants in dwelling that were transferred after April 2019 is 2.2 percentage points. The difference in SHMT effect between the two groups is significant at the 5%-level.

Table G6.2 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by timing of SHMT transfer – Safety

SAFETY OUTCOME	SHMT effect – before April 19			SHMT effect – April 19 and after			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Individual was in contact with child protection services	-0.049	0.024	NA	0.004	0.002	NA	0.264	0.516	NA
Total days in custody/prison	-0.228	0.192	NA	0.227	-0.465	NA	0.048	0.140	NA
Total days in adult custody/prison	-0.157	0.310	NA	0.201	-0.477	NA	0.109	0.089	NA
Total days in juvenile custody/prison	-0.071	-0.119	NA	0.025	0.011	NA	0.096	0.005	NA
Any proven court appearance	-0.001	-0.004	NA	0.002	0.005	NA	0.348	0.093	NA
Any domestic violence offence (proven court appearance)	-0.002	-0.003	NA	0.000	0.007	NA	0.439	0.001	NA

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

For new tenants, results are not available due to small sample size. Separate propensity score matching is needed for SHMT dwellings transferred before and after April 2019 to ensure quality of matching. However, the propensity score regression models (with all required matching variables) cannot be successfully estimated due to computational issues caused by small sample size.

Example of interpretation: SHMT existing tenants (children) in dwellings that were transferred before April 2019 are, on average, 4.9 percentage points less likely to be in contact with child protection services anytime within the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for tenants (children) after April 2019 is 0.4 percentage points (more likely) but insignificant. The difference in SHMT effect between the two groups is not statistically significant at the 5%-level.

Table G6.3 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by timing of SHMT transfer – Economic and Education

ECONOMIC AND EDUCATION OUTCOME	SHMT effect – before April 19			SHMT effect – April 19 and after			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Centrelink payments over the year									
Individual received income support	-0.004	-0.002	NA	0.002	0.002	NA	0.131	0.561	NA
Total number of days on income support	1.167	0.703	NA	2.824	2.253	NA	0.078	0.356	NA
Total regular Centrelink payment amount (excl. CRA)	186.150	66.592	NA	54.180	-110.328	NA	0.004	0.120	NA
Total regular CRA amount	2139.572	2107.488	NA	2091.316	1974.834	NA	0.346	0.021	NA
Vocational education and training									
Enrolled in an VET course	-0.001	NA	NA	0.004	NA	NA	0.388	NA	NA
Enrolled in an VET certificate III (and above) course	-0.001	NA	NA	0.004	NA	NA	0.175	NA	NA
Completed an VET program	0.006	NA	NA	-0.001	NA	NA	0.300	NA	NA
Completed an VET certificate III (and above) program	0.001	NA	NA	0.002	NA	NA	0.837	NA	NA

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero.

For new tenants, results are not available due to small sample size. Separate propensity score matching is needed for SHMT dwellings transferred before and after April 2019 to ensure quality of matching. However, the propensity score regression models (with all required matching variables) cannot be successfully estimated due to computational issues caused by small sample size.

Example of interpretation: SHMT existing tenants in dwellings that were transferred before April 2019 are, on average, 15.3 percentage points less likely to have employment as their main income source at June 30 of the first year after SHMT transfer, than comparable tenants in public housing. The comparable estimate for existing tenants in dwellings that were transferred later is 10.1 percentage point. The difference in SHMT effect between the two groups is not significant at the 5%-level. Note that the data on employment and income while in social housing have a number of issues. The results are indicative only.

Table G6.4 SHMT impact on outcomes 1 and 2 years after SHMT transfer/ tenancy began – by timing of SHMT transfer – Health

HEALTH SERVICE USAGE OUTCOME	SHMT effect – before April 19			SHMT effect – April 19 and after			P-value for subgroup difference		
	Existing tenants		New ten.	Existing tenants		New ten.	Existing tenants		New ten.
	1 year	2 years	1 year	1 year	2 years	1 year	1 year	2 years	1 year
Admitted to hospital (non psych. unit)	0.005	NA	NA	-0.010	NA	NA	0.400	NA	NA
Days in hospital (non psych. unit)	0.094	NA	NA	-0.110	NA	NA	0.442	NA	NA
Admitted to hospital (psych. unit)	0.005	NA	NA	-0.004	NA	NA	0.046	NA	NA
Days in psychiatric unit	0.032	NA	NA	-0.098	NA	NA	0.481	NA	NA
Visited emergency room	0.035	0.016	NA	-0.032	-0.009	NA	0.058	0.040	NA
Nr. emergency visits	0.045	0.072	NA	-0.023	0.217	NA	0.370	0.300	NA
Nr. emergency visits (with no hosp. admission)	0.032	0.068	NA	0.007	0.249	NA	0.624	0.233	NA
Nr. emergency visits (with hosp. admission)	0.014	0.003	NA	-0.030	-0.032	NA	0.175	0.024	NA
Ambulatory mental health (AMH) services									
Used AMH services for mental health issues	0.007	0.001	NA	0.001	0.003	NA	0.342	0.755	NA
Used AMH services (AMB) for all issues	0.007	0.001	NA	0.005	0.000	NA	0.822	0.952	NA
Ambulance call-outs									
Used ambulance service	-0.009	-0.009	NA	0.004	-0.006	NA	0.235	0.738	NA
Nr. ambulance trips	-0.025	-0.002	NA	0.010	-0.031	NA	0.121	0.152	NA
Medicare Benefit and Pharmaceutical Benefit									
Nr. MBS services	0.367	0.259	NA	-0.437	-0.508	NA	0.016	0.066	NA
Cost of MBS services	31.250	50.966	NA	-32.983	-51.128	NA	0.015	0.000	NA
Nr. PBS scripts	0.419	0.378	NA	0.087	-0.009	NA	0.204	0.423	NA
Cost of PBS scripts	207.692	209.516	NA	-52.572	-78.740	NA	0.015	0.022	NA

Source: Linked NSW administrative data (June 2021), see Sections 2.3.3 and 2.3.4. Authors' own calculations.

Notes: The table reports how the SHMT program changed the outcomes 1 and 2 years after transfer for existing tenants and 1 year after the tenancy began for new tenants, compared to public housing tenants. For a detailed description of outcome variables, see Appendix C.

All estimates are generated using regression-adjusted matching difference-in-difference method. Interaction terms of SHMT and subgroup indicator are added to the regression to estimate subgroup effect. Columns 2 to 7 refer to the effect sizes, columns 8 to 10 refer to the p-values on the statistical test that the differences in effect between the two different groups are different from zero. NA indicates that data are unavailable due to assessment timeframe.
For new tenants, results are not available due to small sample size.
See Appendix G1– 4 for an example of interpretation.

Appendix H Details of SHMT costs from CHPs

	2018/19	2019/20	2020/21	2021/22
S1 Number of SHMT dwellings	**7103**	**12172**	**12167**	**12201**
S2 Tenancy Management				
s2 a i Frontline staff labour cost	$3,590,958	$9,379,046	$10,660,152	$12,015,020
s2 a ii Administrative and support staff cost	$568,975	$2,818,911	$3,742,841	$3,533,067
s2 a iii Management staff labour cost	$928,373	$2,188,680	$2,543,004	$2,483,294
s2 a iv Total labour costs	$5,088,306	$14,386,637	$16,945,997	$18,031,381
s2 a v Frontline staff FTE	51	111	122	129
s2 a vi Management staff FTE	13	28	29	26
s2 a vii Administrative and support staff FTE	9	41	39	39
s2 a viii Total FTE	73	181	190	194
s2 b i Repairs and maintenance costs	$6,963,749	$36,485,437	$50,751,130	$44,775,754
s2 c i Recurrent operating expense	$2,343,131	$12,078,793	$13,332,705	$14,070,898
s2 c ii Total operating expenses (excluding employee related expenses)	$2,343,131	$12,078,793	$13,332,705	$14,070,898
s2 d i Total labour costs	$5,088,306	$14,386,637	$16,945,997	$18,031,381
s2 d ii Total property and maintenance	$6,963,749	$36,485,437	$50,751,130	$44,775,754
s2 d iii Total recurrent operating expenses (excluding employee related expenses)	$2,343,131	$12,078,793	$13,332,705	$14,070,898
s2 d iv Total tenancy management costs (including repairs and maintenance)	$14,395,186	$62,950,868	$81,029,832	$76,878,033
s2 d v Average tenancy management cost per dwelling SHMT	$2,027	$5,172	$6,660	$6,301
s2 d vii Average repairs and maintenance cost per dwelling SHMT	$980	$2,997	$4,171	$3,670
S3 Access and Demand				
s3 a i Frontline staff labour cost	$1,308,998	$2,988,267	$3,850,091	$3,572,588
s3 a ii Administrative and support staff cost	$160,405	$650,472	$943,918	$853,756
s3 a iii Management staff labour cost	$544,363	$1,148,669	$1,283,836	$1,242,870
s3 a iv Total labour costs	$2,013,765	$4,787,408	$6,077,845	$5,669,214
s3 a v Frontline staff FTE	21	39	43	40

	2018/19	2019/20	2020/21	2021/22
s3 a vi Management staff FTE	7	16	14	14
s3 a vii Administrative and support staff FTE	3	10	10	11
s3 a viii Total FTE	31	64	67	65
s3 c i Recurrent operating expense	$460,755	$1,376,112	$1,337,226	$1,215,783
s3 c ii Total operating expenses (excluding employee related expenses) for SHMT tenancy management activities	$460,755	$1,376,112	$1,337,226	$1,215,783
s3 d i Total labour costs	$2,013,765	$4,787,408	$6,077,845	$5,669,214
s3 d ii Total property and maintenance	$0	$0	$0	$0
s3 d iii Total recurrent operating expenses (excluding employee related expenses	$460,755	$1,376,112	$1,337,226	$1,215,783
s3 d iv Total access and demand costs	$2,474,520	$6,163,520	$7,415,072	$6,884,997
S4 Total SHMT related costs				
s4 a i Frontline staff labour cost	$4,899,956	$12,367,313	$14,510,243	$15,587,608
s4 a ii Administrative and support staff cost	$729,380	$3,469,383	$4,686,760	$4,386,823
s4 a v Total management staff labour cost	$1,472,736	$3,337,349	$3,826,840	$3,726,164
s4 a vii Total labour costs	$7,102,072	$19,174,046	$23,023,843	$23,700,595
s4 a viii Frontline staff FTE	72	150	165	169
s4 a ix Management staff FTE	20	43	43	40
s4 a x Administrative and support staff FTE	12	51	49	50
s4 a xi Total FTE	104	245	257	259
s4 b i Repairs and maintenance costs from July-Dec 2021	$6,963,749	$36,485,437	$50,751,130	$44,775,754
s4 c i Recurrent operating expense	$2,803,886	$13,454,904	$14,669,931	$15,286,681
s4 c ii Total operating expenses (excluding employee related expenses) for SHMT tenancy management activities	$2,803,886	$13,454,904	$14,669,931	$15,286,681
s4 d i Total labour costs of staff related to SHMT one-off admin and implementation	$2,782,995	$1,181,947	$157,907	$0
s4 d ii Total operating expenses (excluding employee related expenses) related to SHMT one-off admin and implementation	$1,659,481	$828,112	$34,828	$0
s4 d iii Total staff FTE related to SHMT one-off admin and implementation	61	27	7	0
s4 d iv Total one-off admin and implementation costs related to SHMT	$4,442,476	$2,010,058	$192,734	$0

Notes: Data and analysis provided by Campbell Mcarthur from Societel Consulting on behalf of CHIA and the Community Housing Sector.

Appendix I Tenant interview quotations

Report section	Tenant interview quotes
4.2.1 How well has the transfer of tenancy management from DCJ to CHPs gone for tenants?	And everybody was quite upset about it because they'd heard that [CHP] was partially private. Which it was the community thing, partly private. And then you have the housing section of it. And it got all very confusing at the beginning. (Tenant interview)
4.2.3 How have SHMT tenants' satisfaction with, perceptions of, feelings about, and hopes for the management and maintenance of properties, as well as dwelling quality changed since the stock was transferred to CHPs?	**Management** … they miscalculate my rent. A poor transfer process. (Tenant interview) Poor transfer regarding my bond given to the previous provider and miscalculation and said I owe them [two weeks] rent, which I tried to dispute many times, but they insisted I have to pay and I have no other way other than paying them to settle the matter. (Tenant interview) I get a phone call from [CHP] and I was in arrears of my water [bill] for seven months. Now they never contacted for seven months. They just let the money build up … (Tenant interview) … they turnover regularly the staff and don't pass on case notes from one staff member… (Tenant interview) I didn't think they had counted for how many properties they were going to be taking over and how much work was involved. And, so, I think they massively started on the backfoot, which is why they haven't been able to keep their staff. (Tenant interview) Well, I think it was a really steep learning curve for the [CHP] as well. I think they had a lot, not only to take over all the files but a lot to learn about how rents are paid and all the rest with government agencies … yeah. It could have been done better. (Tenant interview) Very bad, at the time of transfer, my mother died in China and I was on my way in the airport to fly back to China to attend my mother's funeral. They said that as my adult son lived with me and they need to increase the rent and we have to pay immediately or else we will be kicked out. I asked them to hold onto this matter until I return from attending the funeral and they did not agree. They were very forceful and inconsiderate. (Tenant interview) I just feel like a number, not a person anymore …. that's probably my main concern is it's gone downhill with how they treat the people. (Tenant interview) **Maintenance** … if I have maintenance jobs, they all get onto it. I've just found them all more friendly and more involved, they really get involved. (Tenant interview) … when I've rung up and the toilet is blocked up or something and they came around straightaway, I can't believe how quick they were with some of the things. (Tenant interview)

Report section	Tenant interview quotes
	The maintenance from CHP is a lot better [than with the Government]. Yes … you have a problem, they seem to come out within the 48 hours. … the majority of the time they will ring you and tell you that they're coming. Where with Housing, they just land on your doorstep and, if you're not home, they sort of kick in your door. (Tenant interview) If you ring the generic hotline and click for Maintenance, you speak to Rates, Maintenance, whatever and they say, "No, we need a job number from your Housing place." So you ring your Housing place and they say, "Oh, no, we don't do maintenance. You have to ring [Government maintenance contractor]." (Tenant interview) … No one follows it up [request for repairs] or it's like you're doing what you need to do to report it but generally you have already done that anyway. They're making you do it again and no one is following up that it is actually getting done. (Tenant interview) Very bad, when things happened, such as water leaking and wet the carpet, smelly, sent someone to inspect but did not change the carpet, wall has crack, inspected but still waiting to be fixed. (Tenant interview) I ended up within a period of about three months, I think we had 45 people come through my house [for inspections] (Tenant interview) Not as good as the previous one, not as responsive. (Tenant interview) I've had that many inspections and no one's been there to fix things up. (Tenant interview) Very bad. … The wall has a crack [from prior to the transfer]. We contacted both providers. [The CHP] inspected but we are still waiting for it to be fixed. … They did not repaint the mouldy wall, which has affected my health and mood. (Tenant interview) So, I sit back and go I don't even really want to ring up if there's a maintenance issue, because you can't guarantee anything's going to get done. (Tenant interview) … wherever I ask [CHP] to look into anything or do anything, there's always an argument, that's always a problem. I always get told that I am the one that's wrong. (Tenant interview) Well, more or less they take forever to get back to you if you need to speak to a worker, but it's got worse over COVID … (Tenant interview) During COVID-19, [the CHP] sent a letter, all in English, but no additional service was provided. (Tenant interview) **Dwelling quality** I had to have the bathroom in my house renovated for my husband, who has back issues. I had a lot of trouble getting it done and that happened during the actual transfer. So had to have Lake Maintenance do the upgrade for me, they weren't happy with having to do the upgrade, they did such a bad job, plus the insults that the workmen gave me, eventually I ended up writing [a complaint. (Tenant interview) …another neighbour of mine …had a fall on the weekend and she was taken off to hospital. I had one myself too, back in October and I was taken off to hospital but this was all caused through the pavers that are around. They stick up and elderly people, they can trip over the raised edge… (Tenant interview) … like when it rains, electricity, it cuts out my power-box, the light switch. And that's overnight until I ring workers to come out and fix the fuse, I've got no electricity. It's only the lights, yeah and I'm really worried about it. (Tenant interview)

Report section	Tenant interview quotes
	Water damage all through the walls. All mould in the roof. In the floors. It's disgusting. (Tenant interview) there's been a lot of rain in through the tiles upstairs there in the roof and there's got to be damage. You can see the mould and that around the place… (Tenant interview) … we've got three rooms with no doors to them. One's a 16 year old, one's a 20 year old and one's a DOCS child. And they're the three doors that we're waiting on to come back to [be installed] and we're going to pay for that out of our own pocket… [A maintenance worker] came and took them and said that they'd have to measure them and order them, and that was a good seven, eight months ago now. (Tenant interview) … the gutters have massive holes and the water is leaking back in through the roof cavity. I'm literally watching the house fall apart. The carpet is on earth and it needs replacing … (Tenant interview)
5.1.2 Does SHMT improve outcomes of tenants and their household members? To what extent?	**Economic outcomes** Compared to the previous management, I don't think they are as reasonable, but I am still coping. I don't have the capacity to go to private rental market, so cannot compare. (Tenant interview) No change in earnings, but my rent increased. I'm not sure whether the transfer caused this as I don't know English. (Tenant interview) **Physical and mental health outcomes** I suppose just my anxiety would have increased because the rent and uncertainty… (Tenant interview) Mental health, yes. I was extremely anxious and … it actually made me terrified I was going to lose the house and yeah. (Tenant interview) I have depression history… yes, it [the transfer] really affected me a lot as they forced my son to leave home when my mother just died …(Tenant interview) … the transfer did add a lot of stress and anxiety, particularly because the lack of communication and lack of understanding due to a lack of communication about how it was going to take place and what was actually going to happen. (Tenant interview) My mental health has gone down a lot over the last couple of years and it's been more so since [CHP took over]. (Tenant interview) **Safety** I've been broken into while I was asleep, even through the security ones {windows]. (Tenant interview) **Empowerment** … they've gone "right, this is what we're doing, it's ABCD". And we're just treated as a number, we're not treated as an individual. That's it. You've got to fit into this box and if you don't, tough. It's this way or no way at all. (Tenant interview) I do worry that they will not allow me to stay as I might not be able to cope with the cost of living. (Tenant interview) Occasionally, I do worry about being kicked out. Especially when I hear of other public housing tenants being sent away. (Tenant interview) I am scared sometimes, complaining about the maintenance issues, that it is going to come back and, "This person is just a complainer, we are just going to kick him out." (Tenant interview)

Report section	Tenant interview quotes
5.1.4 Does SHMT increase exits from social housing (e.g. through Private Rental Assistance [PRA])?	I do not like them [CHP] but I have no capacity to move out. (Tenant interview) I mean everyone's dream is to own their own home, they [CHP] don't even get the insight or any way to do that or any path to low-cost housing or owning or something like that … (Tenant interview) The only way that I would exit this is if I had to go into a nursing home or if I didn't go into a nursing home and I got ill and I had to go and live with my family. That's the only way. (Tenant interview)
5.1.5 Does SHMT have any unintended negative consequences, e.g. are any tenants paying higher rent out of their income because they fail to apply for and be granted CRA?	You pay a bigger amount but then you get that subsidy back from the Rent Assistance. It's a bit confronting especially when you go from, for example, I am just throwing these figures out. Yeah. But you go from paying say $150 a week to $320 but you're actually going to get the subsidy back on that. But the difference is then you have to wait for it to fall within the Centrelink slot and … payment cycle... So, it could have been different, without leaving you out of pocket. The new provider got me to fill a form, increased the rent and make direct debit but did not clarify why [they] increased the rent. Regarding whether it is affordable, it's unclear as they deduct the water rate together with rent. I'm not sure whether the rent is increased or if the water rate has increased.


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