

# Mana-na woorn-tyeen maar-takoort

**Every Aboriginal Person Has A Home** 

The Victorian Aboriginal Housing and Homelessness Framework

**OVERVIEW** 



Mana-na woorn-tyeen maar-takoort translates to 'Every Aboriginal Person has a Home' in the Gunditjmara dialects. The Victorian Aboriginal Housing and Homelessness Framework Overview

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Cover artwork: Tarryn Love

Artwork Details: Tarryn Love. "Peeneeyt" Translation: Strength. Acrylic on canvas.

The central theme of this artwork expresses the idea of various different Indigenous Nations coming together to a central meeting place to co-exist and co-operate with unity, therefore creating a strong diverse community. The large circular shape in the centre recognises all the Indigenous voices contributing to this community and represents the sovereignty and self-determination of each of those individuals.

The design that dominates the movement of the artwork, characterises the waterways that act as bloodlines across country. Rivers are so vital in connecting Nations and the symbols inside the river emphasize the large amount of different Nations that exist across Australia.

The contouring lines in the artwork are a direct link to country and its physical landscape. This symbolism signifies Indigenous people's strong relationship not only physically but spiritually to the land. Overall this artwork is a reminder of the importance and strength that Indigenous people source from place, while also coming together to support this connection.

Tarryn Love is a proud Gunditjimara Keeray Woorrong woman from Western Victoria. Tarryn has a strong passion for culture which is heavily inspired by her family who teach her traditional stories and practices. Through her art she not only continually explores her knowledge but also revives and reinvigorates styles through her experience as a young modern Indigenous woman, while concurrently expressing her identity.

Graphic design: Reanna Bono





#### **FOREWORD**

Our community has long advocated for improved housing because we know that without stable housing we will not close the gap in the disadvantage that so many Aboriginal Victorians experience.

Yet unlike other areas of social policy that impact on the wellbeing of Aboriginal Victorians, housing and homelessness have not been framed by overarching policy either at the State or Commonwealth level.

As a significant recognition of self-determination the Victorian Government funded Aboriginal Housing Victoria to lead the development of the Aboriginal Housing and Homelessness Framework. The Framework has been developed by the community for the community. This is its strength. Government partners have participated in the process, provided guidance and direction, but have recognised the power that has come from a community led response.

The Framework is the product of a literature review, data analysis, three policy background papers and thirteen discussion papers, a state-wide summit with over 150 participants, a report on findings and a community symposium that provided feedback on findings.

A Steering Committee of Government and Aboriginal and other community members provided ongoing leadership and direction.

The Framework provides a 20 year agenda to guide work. Its implementation must build on the momentum that we have created. It will require all of our good will, application and innovation, and with the right resources we are sure that we can do it.

I would like to thank the Steering Committee and the community for the time, energy and thoughtfulness that they all put into the development of the Framework.

We commend the Framework to you and look forward to working together to turn its ambitious agenda into real improvement for our community.

Professor Kerry Arabena Steering Committee Chair

Keny Frallera

Ms Daphne Yarram Steering Committee Deputy Chair



# ABORIGINAL HOMELESSNESS – A VICTORIAN EMERGENCY

The contemporary housing experience of Aboriginal people cannot be decoupled from the historical experience of dispossession and dislocation. Deprived of our land, excluded from the fruits of the economy and our traditional authority, lore and customs undermined, we have been homeless in our own land for the past two centuries. While colonial values have receded and Aboriginal people have finally assumed full citizenship, our sustained exclusion has left a lasting legacy of housing poverty and deprivation.

The scale of the housing and homelessness crisis is rapidly mounting. The number of Victorian Aboriginal people assessed by homeless services is growing faster than anywhere in Australia. Around half of those requiring help are under 25. It is clear that if we persist with existing policy settings the emergency in Aboriginal homelessness will not only continue, it will escalate.

Aboriginal people are disproportionately adversely impacted by:

- · housing market failure in Victoria;
- stressors which compound the fracturing effects of major life transitions family violence and breakdown, leaving home and transitioning in and out of institutional settings;
- · poverty of household material resources; and
- a mainstream housing and homeless assistance system that lacks cultural accreditation and is frequently experienced by Aboriginal people as a series of closed doors and waiting rooms.

The evolution of Aboriginal housing deprivation in Australia makes it distinctive. The solutions must also be different. They will not be realised without a determined commitment by Governments to support self-determination with the wresting back of agency and control by Aboriginal people. The development of a highly capable, culturally fit Aboriginal housing and homelessness sector is essential to changing the trajectory away from housing stress and homelessness towards collective and individual ownership of land and housing. This Framework will only succeed if it helps to activate the strengths and realise the potential of Aboriginal communities, individuals, families and traditional owner groups.

In 2020, Victoria remains the site of a humanitarian crisis in Aboriginal homelessness.

# A ONE SIZE FITS ALL APPROACH WILL NOT DO THE JOB

We know that some people have particular needs and our housing responses must have the flexibility and capability to meet these needs.

#### Children in care

- Housing stress can precipitate child protection interventions and be a barrier to reunification;
- Kinship care creates need for extended housing and service support, consideration of rental arrangements when household numbers increase and provision for family members with criminal convictions who may need to leave the household if there is a child under a protection order; and
- 18 year olds leaving care need somewhere to live. While there may be funding support available there are few housing options, particularly options that provide ongoing emotional support, education and training.
- Single mothers who are homeless are a growing group and have obvious special housing needs.
- **Extended families** often experience overcrowding and are impacted when taking in family members affected by substance abuse and related complex and challenging behaviours.
- Family violence impacts on housing needs of victims and perpetrators:
  - Lack of alternative housing can prevent women leaving violent relationships and those leaving often need specially purposed safe and secure housing; and
  - Perpetrators also need to be housed.
- For those in contact with the justice system unstable housing can precipitate offending and housing is often a condition of bail, parole and corrections orders. Rehabilitation and reintegration into the community rely on stable housing. Youth justice programs must as a priority link with housing.
- Older people have special needs
  - Aboriginal people age earlier, acute and chronic conditions hit earlier so they often need support earlier to live independently;
  - Aboriginal families are more likely to care for Elders at home; and
  - Supported care is needed that is culturally appropriate and provides options to live on country.
- Disability is a high area of need. Better understanding of NDIS and greater advocacy is required.
- The lack of mainstream and specialist alcohol and other drug services is having a very big impact on sustainable housing tenure.

# THE STRENGTH OF ABORIGINAL HOUSEHOLDS IS PART OF THE SOLUTION

Aboriginal households are generally more open and flexible, are more likely to care for Elders, be kinship carers and cater for large extended and mobile families. This strength needs to be recognised, supported and nourished.

#### THE FACTS

#### A fast growing population

Victoria's Aboriginal and Torres Strait Islander population will grow from 57,782 in 2016 to 95.149 in 2036.

Aboriginal households will grow from around 23,000 to more than 50,000 over the same period.

#### **Experiencing historical complex disadvantage**

Lower income and education and training levels, complex disadvantage and 200 years of dispossession all impact on the severe housing disadvantage that Aboriginal Victorians experience.

#### With the highest and fastest growing rate accessing homeless services in the nation

In 2018 17 per cent of Aboriginal people in Victoria sought assistance from a homeless service

- 44 percent were already homeless and the remainder were at risk of homelessness
- Those in need of a homeless service has grown by 34 percent in 4 years
- 10 percent of homeless Victorians are Aboriginal
- If the mainstream sought homeless assistance at the same rate this would be equivalent to more than 1 million people.

#### And lower rates of home ownership and barriers to private rental

43 per cent of Aboriginal Victorians own or are purchasing their own home compared to 68 percent of the general community

Cost and apparent racism locks many out of the private market.

#### Is resulting in unmet demand for social housing

More than 4,000 of Victoria's Aboriginal households (around one in five) are seeking social housing through the Victorian Housing Register. One third of these are categorised as "homeless with support".

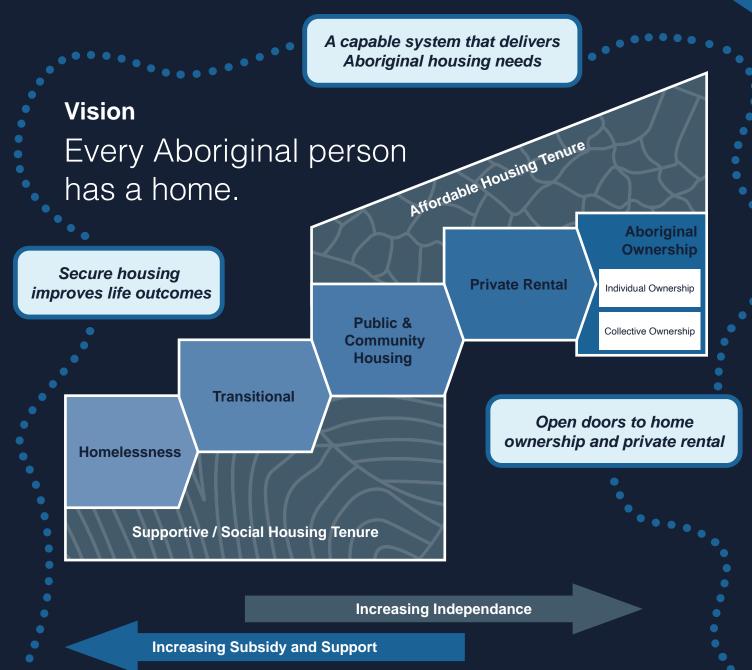
One in five Aboriginal households live in social housing: 2,754 in public housing and 1,565 in Aboriginal Housing Victoria.

In contrast approximately 1: 50 of general population households live in social housing.

#### And a projected need for

5,085 additional Aboriginal social housing units by 2036 merely to ensure that the existing scale of Aboriginal homelessness does not continue to escalate.

# THE ABORIGINAL HOUSING AND HOMELESSNESS FRAMEWORK - AN AGENDA FOR CHANGE



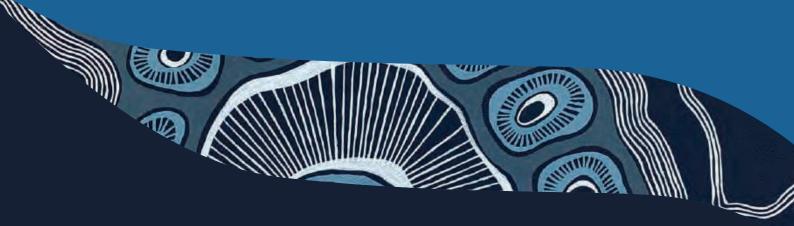
**Purpose** 

Aboriginal Victorians achieve quality housing outcomes in a generation.

An Aboriginal focused homelessness system

Build supply to meet the needs of a growing Aboriginal population

Developed by the Aboriginal community as an act of self-determination, we believe this to be the most comprehensive Aboriginal housing policy framework so far produced in Australia.



The Aboriginal Housing and Homelessness Framework (The Framework) comes from a new perspective. To move beyond crisis management of Aboriginal housing and to achieve housing equity we will require a fresh approach which addresses each of the drivers of housing outcomes.

What is required is the movement of Aboriginal people across all of the housing tenures and possibly the creation of some new tenures. We know that this movement is neither linear nor continual, but our aim is that over time our people move:

- from homelessness to either transitional or more permanent social or private housing;
- from social housing to secure and affordable private rental or ownership;
- from housing stress to affordable housing;
- from all forms of tenure to private or community owned housing; and
- from narrow and rigid notions of traditional tenure to culturally fit tenures which combine Aboriginal community and individual home ownership.

This Framework has been designed to understand and respond to the unique housing challenges faced by Aboriginal Victorians. The goals are interdependent and mutually reinforcing. They require a policy approach which will:

- Restore primacy to housing in policy and as a platform to thrive in life;
- Build the supply needed for a fast growing population;
- Open doors to the autonomy of living in the private market and owning our own homes;
- Create a homeless support system which understands Aboriginal people and responds to our needs; and
- Build the capacity in the Aboriginal and mainstream systems to make homelessness the exception and home ownership the norm (as is the case for other Victorians).

## The Framework



#### Our Vision: Every Aboriginal Person has a Home

The Framework provides the building blocks for reconceptualising Aboriginal housing in Victoria. It initiates a new policy dialogue between the Aboriginal community and the Government. Through this dialogue our vision is to provide every Aboriginal Victorian with a home and end a period in which to be homeless is a rite of passage for too many young Aboriginal people.

# Our Purpose: Aboriginal Victorians achieve quality housing outcomes in a generation

The Framework's strategies and actions must be backed up by targets and progress measures to ensure investments are focussed and accountability is maintained and that within a generation Aboriginal Victorians achieve quality housing outcomes.



Our Challenge: To meet demand for 27,000 new Aboriginal Households by 2036

The supply of 27,000 more homes by 2036 will not be met through more of the same. It will not be met through an exclusive reliance on housing assistance and more social housing, though these are critically important. It will demand:

- greater access to private rental markets too often closed through racism;
- greater innovation in generating new forms of affordable housing;
- new ways of leveraging Aboriginal community assets and surplus government land;
- fresh models (including shared equity) to extend access to home ownership;
- the development of greater capacity in the Aboriginal community housing sector to develop, grow and maintain supply; and
- building of new partnerships with philanthropy and mainstream providers to extend access to secure long-term housing.

#### The Principles underpinning this Framework

**Aboriginal self-determination** – housing responses are designed for and delivered by Aboriginal people. Aboriginal people are the arbiters of good practice.

**Rights based** – Aboriginal people have the right to adequate housing.

**Housing First** – the housing and homelessness safety net provides Aboriginal clients with dignity, respect and quality of life.

**Outcome driven** – the critical mass of Aboriginal people shift from marginal housing to home ownership.

**Transparency and accountability** – the housing and homelessness system is accountable to the Aboriginal community through transparent, disaggregated public reporting of outcomes for people who seek assistance.

**Cultural safety and access** – Aboriginal people can access a system which is responsive to their housing needs and understands their connection to land, culture and family networks.

**Strengths based and people centred** – Housing is a platform for other services, building on individuals' community strengths to deliver people-centred outcomes that break the cycle of disadvantage.

**Capacity** – the Framework builds the capacity of Aboriginal community controlled organisations to upskill, create critical mass for development and engage in productive partnerships with the mainstream.

**Economic opportunity and innovation** – the Framework provides structures for development of local enterprises associated with land and culture; builds commercial opportunities; and delivers greater wealth to the community.

**Culturally safe tenancy management** – Housing and tenancy policies support and enable Aboriginal approaches to caring for family.

#### **PURPOSE**

Aboriginal Victorians achieve quality housing outcomes in a generation

#### Secure housing improves life outcomes

- 1.1 Embed housing goals and targets in major Government strategic frameworks for Aboriginal people and mainstream policies where relevant.
  - 1.1.1 Ensure housing targets are embedded in major Aboriginal reform strategies (VAAF, Closing the Gap, etc.) and relevant mainstream policies.
  - 1.1.2 A fair share for Aboriginal housing All government developments and funding have an Aboriginal housing target; Aboriginal specific funding for growth in social housing; and land and other developments encourage private housing for Aboriginal people.
- 1.2 Establish secure affordable housing as the foundation for breaking cycles of disadvantage and homelessness.
  - 1.2.1 Clients are supported to navigate integrated housing support pathways; access points (physical access, telephone, online) are established and publicised for people with housing needs to access and enter the housing and homelessness systems.
  - 1.2.2 Intensive, culturally appropriate structured case managed approaches drawing in relevant and specialist service support are sustained and based on need. Those at high risk receive specialist and intensive housing, community support and pathways, including those experiencing:
    - mental health issues;
    - drug and alcohol issues;
    - family violence victims and perpetrators;
    - leaving out of home care (at least 5 years); and/or
    - contact with and leaving the justice system.
  - 1.2.3 Aboriginal and other service organisations share and coordinate services and pathways to the benefit of clients.
- 1.3 Make housing the platform for fulfilment of life aspirations and successful education and employment outcomes for Aboriginal Victorians.
  - 1.3.1 Use AHV and social housing as a platform to deliver social and economic programs to Aboriginal Victorians.
  - 1.3.2 Elders lead strength based approaches which connect with community to change life trajectories for the better.
- 1.4 Sustain tenancies through culturally strong, Aboriginal focused systems and practices.
  - 1.4.1 Tenancies are sustained through integrated and wrap around support to meet tenant needs at particular life stages and when in crisis.
  - 1.4.2 Support for tenant advocacy and rights.
  - 1.4.3 Establish an Aboriginal List through VCAT.

#### **PURPOSE**

Aboriginal Victorians achieve quality housing outcomes in a generation

#### Build supply to meet the needs of a growing Aboriginal population

- 2.1 Build the supply of homes owned by Aboriginal people and community.
  - 2.1.1 Leveraging financial investments and land available to enable an increased supply of Aboriginal social and affordable housing (improving access to finance for housing developments).
  - 2.1.2 Increasing the number of homes owned by Aboriginal people and community through:
    - building the supply and pathways to affordable housing; and
    - shared equity programs that build supply and are customised to Aboriginal community and individual needs.
  - 2.1.3 Joint investment and development between ACCOs and AHV.
  - 2.1.4 Build to rent.
  - 2.1.5 Maintaining the value and supply of Aboriginal housing stock.
- 2.2 Build 5,000+ social housing properties by 2036 300 houses p.a. to meet future demand.
  - 2.2.1 5,000+ social housing properties by 2036 300 houses p.a. to meet future demand.
  - 2.2.2 Aboriginal targets included in Government housing funds and initiatives.

- 2.3 Meet supply needs for transitional and (crisis) short term and special needs housing.
  - 2.3.1 Meeting supply needs for transitional and (crisis) short term housing.
  - 2.3.2 Needs of Elders and clients with disabilities are addressed including through special purpose developments.
- 2.4 Support Native Title and Treaty to grow affordable housing.
  - 2.4.1 Seeking opportunities from Native Title and Treaty.
  - 2.4.2 Establish forms of land tenure that enable growth in housing.

#### **PURPOSE**

Aboriginal Victorians achieve quality housing outcomes in a generation

#### Open doors to home ownership and private rental

#### 3.1 Increase uptake of Private Rental.

- 3.1.1 Work with the Residential Tenancy Commissioner to investigate apparent discrimination against Aboriginal people in the private rental market.
- 3.1.2 Increase uptake of Private Rental:
  - campaign with landlords and real estate agents 'Aboriginal people are good tenants';
  - · informing community housing aspirations; and
  - providing training opportunities and encouraging Aboriginal people to pursue careers in the real estate industry.
- 3.1.3 Rent brokerage to improve uptake in the private rental market.
- 3.1.4 Meeting the rental gap between market rates and affordability.
- 3.1.5 Bond subsidies.
- 3.1.6 Models to manage tenants at risk so that rent can be maintained and property managed.

#### 3.2 Support to get established in your home.

3.2.1 Getting established in your home.

#### 3.3 Create opportunity for ethical investment in affordable rental.

3.3.1 Opportunities for ethical investment in affordable rental properties.

#### 3.4 Make home ownership available to more Aboriginal people.

- 3.4.1 Building aspirations for home ownership and capacity to act on them:
  - knowledge and understanding of how to get into the housing market, navigating the transition to home ownership;
  - · getting a deposit;
  - personal savings schemes;
  - · employer deductions to build savings record;
  - build skills to manage your home, managing personal finances and maintaining your home
  - resourcing and using personal assets;
  - · financing and special financing schemes;
  - developing home ownership models for people with disabilities; and
  - create purchase programs for social and community housing tenants.
- 3.4.2 Establish an Aboriginal end-to-end pilot support program to increase home ownership, incorporating:
  - shared equity home purchase;
  - · special financing;
  - · loan vehicles, advice; and
  - related support to enter the market.
- 3.4.3 Establish rent to buy initiatives.

#### **PURPOSE**

Aboriginal Victorians achieve quality housing outcomes in a generation

#### An Aboriginal focused homeless system

- 4.1 Rebuild an Aboriginal homeless service system from the ground up.
  - 4.1.1 Housing First Approach is adopted.
  - 4.1.2 Agree on a target to reduce Aboriginal homelessness by 10 per cent per annum compounding for 10 years.
  - 4.1.3 Open access points; fund and support an initiative to facilitate Aboriginal entry and referral points into the homeless system.
  - 4.1.4 Homelessness services flow seamlessly through to long term housing:
    - create exit points from transitional housing; and
    - cease discharging people from homelessness services into homelessness.
  - 4.1.5 The mainstream and Aboriginal sectors work together for the benefit of clients and are accountable to them.
- 4.2 Provide tailored support for those at high risk.
  - 4.2.1 Housing first approach is complemented by appropriate support to achieve sustainable housing outcomes.
  - 4.2.2 Those at high risk are targeted provide housing, support and pathways i.e. mental health, drug and alcohol, leaving out of home care, leaving justice system.
  - 4.2.3 Develop and seek funding for transitional and long-term housing options for Aboriginal people who experience and/or use family violence that address their needs and promote and prioritise the safety of victims at a local and state-wide level.
- 4.3 Increase supply of crisis and transitional housing.
  - 4.3.1 Aboriginal hostels and facilities are funded and recommissioned.
  - 4.3.2 New transitional and emergency housing options are established to respond to the needs of high need cohorts, including people transitioning from institutional settings (former prisoners, young people leaving care, people with mental health issues) and family violence victims and perpetrators.

#### **PURPOSE**

Aboriginal Victorians achieve quality housing outcomes in a generation

#### A Capable System that delivers Aboriginal housing needs

#### 5.1 Create a strong and viable Aboriginal housing and homelessness sector.

- 5.1.1 A strong and viable Aboriginal housing and homelessness sector.
- 5.1.2 A Peak body that advocates across the housing and homelessness continuum.
- 5.1.3 Capacity to build and manage housing stock.
- 5.1.4 Aboriginal workforce capacity:
  - structured training, formal and informal training and career paths for Aboriginal housing and property workers; and
  - leveraging new housing developments to create Aboriginal economic development, employment and skill development opportunities.
- 5.1.5 Governance capacity specific governance capability and commercial acumen in tenancy and asset management through a resourced and supported Aboriginal Housing Provider Forum.
- 5.1.6 All Aboriginal housing providers have housing and tenancy policies that support their practices and inform tenants of their rights.
- 5.1.7 Industry/sector shaping Create housing provider models that address lack of capacity and critical mass in the Aboriginal housing sector so that assets in the form of land, community connection and services can be harnessed; includes mergers, alliances, and strength based partnerships.
- 5.1.8 Inclusionary zoning and other planning levers, specifically take into account Aboriginal housing needs.

#### 5.2 Make the mainstream housing and homelessness system culturally safe.

- 5.2.1 The mainstream system is culturally competent and workers understand and implement culturally safe practices; mainstream providers have culturally safe policies and practices in place.
- 5.2.2 The Housing Registration system ensures a culturally safe community housing sector for Aboriginal clients; has the flexibility to register Aboriginal housing providers, recognising their particular strengths; and provides activity and outcomes reporting back to the Aboriginal community.
- 5.2.3 The public housing system is culturally safe and provides activity and outcomes reporting back to the Aboriginal community.
- 5.2.4 The data and evidence base is reviewed to ensure it enables continuous improvement and accountability, including back to the Aboriginal community.

### 5.3 Build a systems based partnership between the mainstream and Aboriginal housing and homeless systems.

- 5.3.1 System connectivity is created, building natural pathways between different forms of housing tenure.
- 5.3.2 Develop localised and customised delivery models.



"If you want change in people's lives, they have to be housed properly; not in dumps, but in a place they feel safe" - Thorne



#### **DRIVING CHANGE**

**Policy commitments which have** <u>no budgetary impact</u>, but will drive reform across most areas of government should be immediately adopted. These are:

- 1. All government housing developments and funding, including social housing and land developments for private housing, include an allocation to meet Aboriginal housing.
- 2. Housing First is adopted as a principle underpinning all Aboriginal housing and homelessness strategies.
- 3. Housing is a platform for life aspirations.
- 4. Self-determination is adopted, providing Aboriginal tenants where practical with the choice of having their tenancy managed by a registered Aboriginal community housing agency.
- 5. Work takes place with Local Government to relieve Aboriginal community housing from the cost pressure of council rates.

#### TARGETS TO DRIVE CHANGE

To drive change across all areas of the Aboriginal Housing and Homelessness Framework, the Victorian Government and the Aboriginal community should:

- 1. Embed Aboriginal housing targets in all relevant mainstream and Aboriginal policies, strategies and programs;
- 2. Strengthen housing targets in the Victorian Aboriginal Affairs Framework with the addition of agreed measures of progress; and
- 3. Adopt a small number of targets designed to drive effort in areas that are essential to improving housing outcomes.

We suggest the following targets and areas:

- Rates of Aboriginal homelessness reduced by 10% per annum compounding for 10 years.
- Aboriginal social housing allocations are monitored annually to ensure Aboriginal people receive a proportionate share of new tenancies.
- 5000+ additional social housing units for Aboriginal people by 2036.
- Aboriginal targets in the Victorian Agreement with the Commonwealth under the National Affordable Housing Agreement (NAHA).
- One percent of surplus Government land that is allocated for social housing is allocated to Aboriginal Housing organisations.

#### **GOVERNANCE**

AHV will continue its policy leadership in housing and homelessness, to lead implementation of the Framework and advocate across the sector and community to address the very significant housing challenges identified through this work.

A Framework Implementation Governance Group is required which must include both Aboriginal community leaders and senior public officials. It should be jointly chaired by a respected Aboriginal community leader, with a role to continue to guide and shape evolving policy and a Government Minister, to secure commitments and undertakings across many portfolios and through the bureaucracy.

#### CONCLUSION AND IMPLEMENTATION

The Aboriginal Housing and Homelessness Framework has been developed by the community for the community. This is its strength. Government partners have constructively participated in the process, but have recognised the power that has come from a community led response.

If we are to stem the alarming growth in homelessness that we are witnessing we must act with urgency.

The Framework provides the inter-related strategies that are needed to move people from homelessness and dependency to independence. While there will be quick wins, sustained change will take time. With ongoing effort, carefully targeted investments and the involvement of all parties we will be able to reverse the housing situation experienced by so many Aboriginal Victorians.

As this journey continues we aim for a destination where Aboriginal home ownership levels match those of other Victorians and housing crisis is exceptional, temporary and aberrant.

We invite all parties to join us on this journey and to work with us in putting in place the building blocks of a new approach to achieve safe and secure housing for Victoria's First Peoples.



