
F Community services preface

Families are the principal providers of care for children, older people and people with a disability. Community services can help families to undertake this role and can fulfil this role where families are not in a position to provide care. Community services covered by this Report encompass aged care services, services for people with a disability, children's services, and protection and support services (child protection, supported placements, and supported accommodation and assistance).

Community service activities (box F.1) typically include those activities 'which assist or support members of the community in personal functioning as individuals or as members of the wider community' (ABS 2001). They may include financial assistance and relief to people in crisis, and housing assistance of a short term or transitional nature, but exclude acute health care services (see chapters 9–11), long term housing assistance (see chapter 16) and income support (such as social security pensions and allowances).

The definition of community service activities contained in this preface is based on the National Classification of Community Services, developed by the Australian Institute of Health and Welfare (AIHW 1997) (box F.1). Data for this preface were derived from the expenditure data collated for the chapters on:

- aged care services (chapter 12);
- services for people with a disability (chapter 13);
- children's services (chapter 14) and
- protection and support services (chapter 15).

The preface also includes descriptive data obtained from the Australian Institute of Criminology (AIC) on the number and detention rates of, juveniles in correctional facilities. It is anticipated that the Report will contain performance reporting on juvenile justice in future years.

Performance information on community services as a whole is not currently reported. While there are many interactions among the various community services, the services and their systems are too varied to enable aggregate community services reporting.

Box F.1 **Community service activities**

Child care — the provision of care, by persons other than the child's parents, under the supervision of a paid coordinator in a group setting or in another home.

Training and employment for people with disabilities — services that assist people with a disability in the labour market by providing training, job search skills, help in finding work, placement and support in open employment and, where appropriate, supported employment.

Financial and material assistance — provision of financial aid and goods (such as equipment, clothing and household items, food and vouchers) on a temporary emergency basis, to meet particular needs in times of crisis or disaster.

Residential care — services that help people who are disadvantaged (in terms of their capacity for independent living) to access suitable community housing arrangements and other appropriate community resources.

Foster care placement — placement of a child or young adult who lives apart from natural or adoptive parents in a private household with one or more adults who act as substitute parents.

Accommodation placement and support — services that assist disadvantaged people gain access to, and help maintain them in, suitable community housing arrangements (for example, State or Territory housing agency accommodation). These services include placement/outreach services for those leaving refuges.

Statutory protection and placement — services that include daily care, protective investigation, post-investigation intervention, removal to alternative care, statutory case management of out-of-home placements and/or application for a child protection order to the Children's Court and adoption placement.

Juvenile and disability corrective services — services that provide correctional and rehabilitative supervision and protection of public safety through corrective arrangements (for example, supervision of community-based orders and management of juvenile justice detention centres) and advice to courts and parole boards on juvenile offenders or offenders with intellectual or psychiatric disabilities. (Corrective activities for adults other than those with an intellectual or psychiatric disability are excluded.)

Other direct community service activities — other direct community service activities, such as preschool activities, recreation/leisure activities, community nursing services and other personal and social support.

Community service related activities — policy, community and service development and support, government administration of funding and monitoring of the licensing and regulating of service providers, retirement village self care units, and other community service related activities.

Source: Australian Bureau of Statistics (ABS) (2001).

Profile of community services

Roles and responsibilities

Government involvement in community services includes:

- funding non-government community service organisations (which then provide community services to clients);
- providing services to clients directly;
- regulating non-government providers; and
- undertaking policy development and administration.

The relative contribution of government to the direct provision of services varies across community service activities. Statutory protection and placement, and corrective services are provided primarily by government, while residential care and accommodation support, and other community services activities are provided primarily by non-government organisations.

Expenditure

In previous reports, expenditure has been estimated using data derived from the *AIHW Welfare Services Expenditure Bulletin no. 6*, the *AIHW Health Expenditure Bulletin no. 17* and the Australian Bureau of Statistics (ABS) Community Services Survey. These data were unavailable for this report, so, total expenditure has been calculated based on the 2001-02 expenditure totals for aged care services (see chapter 12), services for people with a disability (see chapter 13), children's services (see chapter 14) and protection and support services (see chapter 15). Community services expenditure in this preface, therefore, relates to only the activities as defined under these individual chapters.

Total expenditure on community services covered by this report was estimated to be \$11.5 billion in 2001-02. Total community services expenditure was equivalent to 1.7 per cent of gross domestic product in that year, with government community services expenditure equivalent to 7.0 per cent of total government outlays (ABS 2002).

Given the move in government financial statistics from a cash accounting system to an accrual accounting system, data for 1998-99 onwards are not comparable to data for earlier years. Between 1998-99 and 2001-02, community services expenditure increased by \$2.2 billion, or 23.5 per cent in real terms (table F.1). The biggest increase was in children's services, for which expenditure rose by 43.4 per cent

between 1998-99 and 2001-02; the smallest increase was in aged care services, for which expenditure rose 16.8 per cent over the period.

Table F.1 Real recurrent expenditure on community services (2001-02 dollars) (\$ million)

| | <i>Aged care services</i> | <i>Disability services</i> | <i>Children's services</i> | <i>Protection and support services</i> | Total |
|----------|---------------------------|----------------------------|----------------------------|--|---------------|
| 1998-99 | 4 703 | 2 262 | 1 507 | 856 | 9 328 |
| 1999-200 | 4 897 | 2 415 | 1 598 | 953 | 9 863 |
| 2000-01 | 4 982 | 2 545 | 1 863 | 1 025 | 10 415 |
| 2001-02 | 5 492 | 2 746 | 2 161 | 1 120 | 11 519 |

Source: Commonwealth, State and Territory governments (unpublished); tables 12A.45-51, 13A.22, 14A.4, 15A.1 and 15A.155.

In 2001-02, 47.7 per cent of community services expenditure related to aged care services, 23.8 per cent related to disability services, 18.8 per cent related to services for children's services, and 9.7 per cent related to protection and support services (table F.2).

Table F.2 Government recurrent expenditure on community services covered in the Report, 2001-02

| <i>Category</i> | <i>Expenditure</i> | <i>Share</i> |
|---------------------------------|--------------------|--------------|
| | \$m | % |
| Aged care service | 5 492 | 47.7 |
| Disability services | 2 746 | 23.8 |
| Children's services | 2 161 | 18.8 |
| Protection and support services | 1 120 | 9.7 |
| Total | 11 519 | 100.0 |

Source: Commonwealth, State and Territory governments (unpublished); tables 12A.45-51, 13A.22, 14A.4, 15A.1 and 15A.155.

Size and scope

Almost 9300 organisations were providing community services, covering the not-for-profit, government, and for-profit sectors, at 30 June 2000. The number of organisations increased by 15.3 per cent from the previous ABS Community Services Survey in 1995-96. The number of government organisations remained virtually unchanged over this period, while the number of for-profit and not-for-profit organisations increased by 32.4 per cent and 9.9 per cent respectively (ABS 2001).

Across the three sectors at June 2000, these organisations employed 341 400 people (up 7.0 per cent from 1995-96), including 277 300 employed in direct service

provision (up 24.2 per cent). A further 299 400 volunteers assisted in community service activities, representing a 25.4 per cent increase from the number of volunteers in 1995-96 (ABS 2001). Government organisations employed 59 200 people in providing community services (down 13.0 per cent from the number in 1995-96), who were assisted by almost 18 000 volunteers (down 18.5 per cent) (ABS 2001).

Table F.3 Output measures for direct community services activities, 1999-2000^a

| <i>Direct community service activity</i> | <i>Unit</i> | <i>Number ('000)</i> |
|---|-----------------|----------------------|
| <i>Personal and social support</i> | | |
| Information, advice and referral | Contacts/year | 7 612.1 |
| Individual and family support | Cases/year | 3 663.2 |
| Independent and community living support | Cases/year | 1 871.1 |
| Support in the home | Clients/year | 1 965.0 |
| <i>Child care</i> | | |
| Centre based long day care | children/day | 140.0 |
| Family day care | children/day | 11.1 |
| Occasional care | children/day | 7.2 |
| Before and after school hours care | children/day | 35.8 |
| Vacation care | children/day | 23.2 |
| Other child care | children/day | 4.2 |
| <i>Training and employment for people with disabilities</i> | | |
| Pre-vocational/vocational training | trainees/year | 9.6 |
| Employment, job placement and support | clients/year | 44.0 |
| Supported employment/business services | employees/day | 17.4 |
| <i>Financial and material assistance</i> | Cases/year | 1 749.1 |
| <i>Residential care</i> | | |
| Transitional accommodation | bed nights/year | 2 587.2 |
| Crisis accommodation | bed nights/year | 2 796.5 |
| Intensive residential care | residents/day | 72.6 |
| Hostel care | residents/day | 66.8 |
| Residential respite care | occupants/day | 6.5 |
| Residential rehabilitation | residents/day | 2.4 |
| Other residential care | residents/day | 22.6 |
| <i>Foster care placement</i> | placements/year | 57.8 |
| <i>Statutory protection and placement</i> | cases/year | 139.8 |
| <i>Juvenile and disability corrective services</i> | cases/year | 37.0 |

^a See definitions in box F.1. **na** Not available.

Source: ABS (2001).

The numbers and types of service provided in 1999-2000 varied across community service activities (table F.3).

- In personal and social support, 7.6 million contacts for information, advice and referral were made.

-
- In child care, around 140 000 children each day were in centre-based long day care.
 - An average of 72 600 residents per day were in intensive residential care (such as nursing homes and residential support institutions for the aged or people with a disability).
 - A total of 2.8 million bed nights of crisis accommodation were provided, in addition to 2.6 million bed nights of transitional accommodation.

An important issue for government is to determine how to assist community service clients in meeting their complex needs and how to assess performance in meeting these needs. Governments have introduced case management and policy coordination at a more central level to improve the delivery of services.

There are also links between community services and other government services. The performance of community services may influence outcomes for clients of education, health, housing and justice sector services; in turn, these other service areas, affect outcomes for clients of community services. A broader discussion of these links is contained in chapter 1.

Juvenile justice

It is anticipated that the Report will contain performance reporting on a range of juvenile justice services in future years. The AIHW is developing a National Minimum Data Set (NMDS) for juvenile justice. This is being developed on behalf of the Australasian Juvenile Justice Administrators (AJJA) and the National Community Services Information Management Group. The NMDS is currently in the pilot test stage and will be completed in 2003. Following the pilot, the AJJA will decide about proceeding to an ongoing national collection.

Initial work has begun on the development of performance indicators. The indicators that are developed will need to be agreed to nationally and fully tested before any decision to report against them. Comparable data sources also need to be developed.

This report as it relates to juvenile justice focuses only on detention centre data. Jurisdictions have different definitions of a juvenile, however, which may have an impact on the number and rates reported for people aged 10–17 years.

The 2003 Report includes descriptive data on the number of, and detention rates of, juveniles in correctional facilities. The AIC has published these data, having obtained the data from juvenile corrections agencies in each jurisdiction (AIC 2002). The following data relates to juvenile custodial services only and does

not describe the operation of community-based services, which supervise the majority of juvenile offenders. Community-based services have an emphasis on diversion and include a range of specific diversionary mechanisms (both cautioning and conferencing), community-based remand options and community-based sentences, either unsupervised or supervised by the juvenile justice departments.

The AIC detention data are available for all years between 1981 and 2001, although only data from 1996-97 to 2000-01 are shown here. The number of juveniles in the tables includes those on remand as well as those sentenced. In some jurisdictions, (for example, WA) juveniles that have been arrested and have not yet appeared before a court are also held in a detention centre.

For its Indigenous population figures, the AIC has used high-level estimates, June 1996 to June 2006 (ABS 1998).

Nationally, the average daily number of people aged 10–17 years detained in juvenile corrective institutions fell from 786 to 611 between 1996-97 and 2000-01 (table F.4).

Table F.4 Average daily population of people aged 10–17 years in juvenile corrective institutions (number)^a

| <i>Year</i> | <i>NSW</i> | <i>Vic</i> | <i>Qld</i> | <i>WA</i> | <i>SA</i> | <i>Tas^{b, c}</i> | <i>ACT</i> | <i>NT</i> | <i>Aust</i> |
|-------------|------------|------------|------------|-----------|-----------|---------------------------|------------|-----------|-------------|
| 1996-97 | 347 | 76 | 126 | 102 | 83 | 20 | 17 | 16 | 786 |
| 1997-98 | 303 | 74 | 144 | 122 | 57 | 19 | 11 | 21 | 751 |
| 1998-99 | 285 | 72 | 133 | 125 | 42 | 29 | 9 | 23 | 716 |
| 1999-2000 | 251 | 63 | 112 | 116 | 47 | 31 | 11 | 15 | 647 |
| 2000-01 | 223 | 62 | 87 | 103 | 59 | 43 | 17 | 17 | 611 |

^a Average based on population of juvenile corrective institutions on the last day of each quarter of the financial year. ^b A review of data provided by Tasmania indicates that discrepancies in the number of young people reported in the data may result in higher numbers reported than the actual numbers in the detention centre. ^c The proclamation of the *Tasmanian Youth Justice Act 1997* in February 2000 extended the upper range of the target group, resulting in an increased number of young people in detention.

Source: AIC (2002).

Australia-wide, the rate of detention of people aged 10–17 years in juvenile corrective institutions fell by around one quarter between 1996-97 and 2000-01, although there were substantial differences across jurisdictions (table F.5).

The proportion of females detained as a proportion of the total population of juveniles in juvenile corrective institutions fluctuated between 6.3 per cent and 10.4 per cent nationally over the five-year period to 2000-01, and was 10.4 per cent at 30 June 2001 (table F.6).

Table F.5 Average annual rate of detention per 100 000 people aged 10–17 years in juvenile corrective institutions (number)^a

| Year | NSW | Vic | Qld | WA | SA | Tas ^{b, c} | ACT | NT | Aust |
|-----------|------|------|------|------|------|---------------------|------|------|------|
| 1996-97 | 50.2 | 15.1 | 31.6 | 48.1 | 51.6 | 34.5 | 46.1 | 66.9 | 37.8 |
| 1997-98 | 43.5 | 14.7 | 35.9 | 56.4 | 35.5 | 33.4 | 30.9 | 86.6 | 35.8 |
| 1998-99 | 40.6 | 14.2 | 32.7 | 57.3 | 25.7 | 51.4 | 25.0 | 92.8 | 33.9 |
| 1999-2000 | 35.7 | 12.4 | 27.3 | 52.7 | 29.2 | 55.9 | 30.9 | 61.2 | 30.8 |
| 2000-01 | 31.5 | 12.0 | 21.0 | 46.4 | 36.6 | 78.0 | 47.9 | 68.4 | 28.6 |

^a Detention rates based on average population of juvenile corrective institutions on the last day of each quarter of the financial year. ^b A review of data provided by Tasmania indicates that discrepancies in the number of young people reported in the data may result in higher numbers reported than the actual numbers in the detention centre. ^c The proclamation of the *Tasmanian Youth Justice Act 1997* in February 2000 extended the upper range of the target group, resulting in an increased number of young people in detention.

Source: AIC (2002).

Table F.6 Males and females aged 10–17 years in juvenile corrective institutions at 30 June as a proportion of total population aged 10–17 years in juvenile corrective institutions (per cent)

| Year | NSW | Vic | Qld | WA | SA | Tas ^{a, b} | ACT | NT | Aust |
|---------------|------|------|------|------|------|---------------------|------|-------|------|
| Males | | | | | | | | | |
| 1996-97 | 92.7 | 90.1 | 89.0 | 90.1 | 92.2 | 87.0 | 87.5 | 100.0 | 91.5 |
| 1997-98 | 95.5 | 92.5 | 92.6 | 90.4 | 92.0 | 94.7 | 90.9 | 100.0 | 93.7 |
| 1998-99 | 91.0 | 95.0 | 92.7 | 89.6 | 85.3 | 96.8 | 75.0 | 85.7 | 90.9 |
| 1999-2000 | 91.6 | 82.7 | 91.3 | 89.6 | 83.1 | 91.9 | 93.3 | 100.0 | 90.0 |
| 2000-01 | 90.5 | 89.4 | 91.8 | 83.5 | 87.5 | 97.3 | 88.0 | 100.0 | 89.6 |
| Female | | | | | | | | | |
| 1996-97 | 7.3 | 9.9 | 11.0 | 9.9 | 7.8 | 13.0 | 12.5 | – | 8.5 |
| 1997-98 | 4.5 | 7.5 | 7.4 | 9.6 | 8.0 | 5.3 | 9.1 | – | 6.3 |
| 1998-99 | 9.0 | 5.0 | 7.3 | 10.4 | 14.7 | 3.2 | 25.0 | 14.3 | 9.1 |
| 1999-2000 | 8.4 | 17.3 | 8.7 | 10.4 | 16.9 | 8.1 | 6.7 | – | 10.0 |
| 2000-01 | 9.5 | 10.6 | 8.2 | 16.5 | 12.5 | 2.7 | 12.0 | – | 10.4 |

^a A review of data provided by Tasmania indicates that discrepancies in the number of young people reported in the data may result in higher numbers reported than the actual numbers in the detention centre. ^b The proclamation of the *Tasmanian Youth Justice Act 1997* in February 2000 extended the upper range of the target group, resulting in an increased number of young people in detention. – Nil or rounded to zero.

Source: AIC (2002).

Data disaggregated by Indigenous status were available from 1993, although only data for selected years are shown here. The daily average number of Indigenous people aged 10–17 years detained in juvenile corrective institutions fluctuated between 1996-97 and 2000-01, from a high of 321 in 1997-98 to a low of 255 in 2000-01 (table F.7).

Table F.7 Average daily population of Indigenous people aged 10–17 years in juvenile corrective institutions (number)^{a, b}

| <i>Year</i> | <i>NSW</i> | <i>Vic</i> | <i>Qld</i> | <i>WA</i> | <i>SA</i> | <i>Tas^{c, d}</i> | <i>ACT</i> | <i>NT</i> | <i>Aust^e</i> |
|-------------|------------|------------|------------|-----------|-----------|---------------------------|------------|-----------|-------------------------|
| 1996-97 | 115 | 12 | 72 | 59 | 21 | 5 | 3 | 13 | 299 |
| 1997-98 | 110 | 12 | 80 | 77 | 16 | 6 | 3 | 18 | 321 |
| 1998-99 | 96 | 9 | 77 | 80 | 14 | 6 | 2 | 17 | 301 |
| 1999-2000 | 91 | 8 | 60 | 77 | 13 | 8 | 2 | 10 | 269 |
| 2000-01 | 86 | 7 | 53 | 71 | 13 | 9 | 4 | 12 | 255 |

^a Average based on population of juvenile corrective institutions on the last day of each quarter of the financial year. ^b Jurisdictional comparisons need to be treated with caution, especially for those States and Territories with low Indigenous populations, where small number effects can introduce statistical variations that do not accurately represent trends over time or consistent differences from other jurisdictions. ^c A review of data provided by Tasmania indicates that discrepancies in the number of young people reported in the data may result in higher numbers reported than the actual numbers in the detention centre. ^d The proclamation of the *Tasmanian Youth Justice Act 1997* in February 2000 extended the upper range of the target group, resulting in an increased number of young people in detention. ^e The 2000-01 figure includes one Indigenous male held in detention for other reasons.

Source: AIC (2002).

Nationally, the detention rate for Indigenous people aged 10–17 years in 2000-01 was 276.2 per 100 000 (table F.8). This compares with a detention rate of 17.4 per 100 000 for the non-Indigenous population aged 10–17 years (figure F.1).

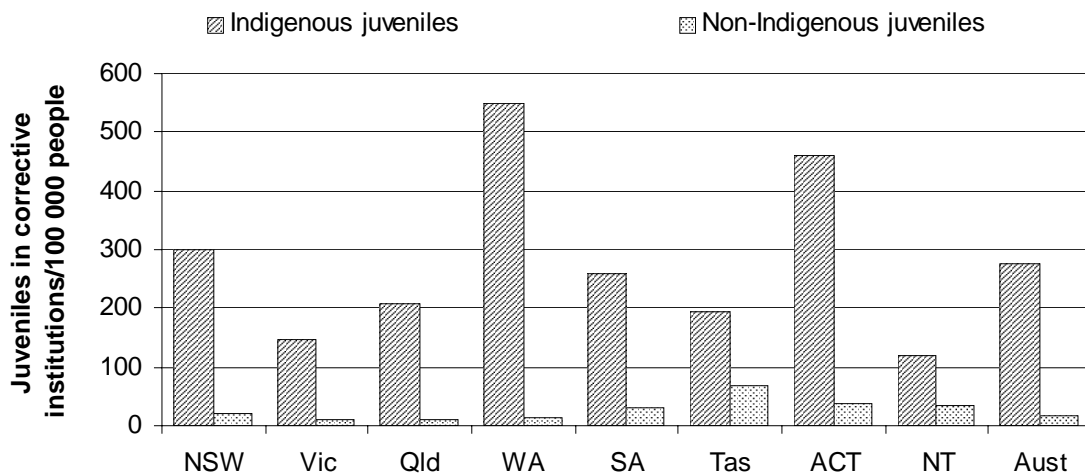
Table F.8 Rate of detention per 100 000 Indigenous people aged 10–17 years in juvenile corrective institutions (number)^{a, b}

| <i>Year</i> | <i>NSW</i> | <i>Vic</i> | <i>Qld</i> | <i>WA</i> | <i>SA</i> | <i>Tas^{c, d}</i> | <i>ACT</i> | <i>NT</i> | <i>Aust^e</i> |
|-------------|------------|------------|------------|-----------|-----------|---------------------------|------------|-----------|-------------------------|
| 1996-97 | 553.9 | 310.4 | 364.3 | 561.0 | 518.9 | 156.3 | 457.7 | 134.5 | 413.7 |
| 1997-98 | 490.0 | 283.6 | 383.3 | 690.1 | 367.0 | 166.1 | 397.4 | 189.3 | 418.1 |
| 1998-99 | 393.9 | 201.8 | 347.1 | 677.6 | 314.7 | 157.2 | 236.1 | 173.5 | 368.1 |
| 1999-2000 | 343.5 | 181.9 | 251.8 | 624.1 | 266.2 | 182.6 | 284.1 | 97.6 | 309.1 |
| 2000-01 | 300.8 | 146.0 | 209.0 | 548.4 | 259.0 | 194.1 | 460.3 | 119.6 | 276.2 |

^a Average based on population of juvenile corrective institutions on the last day of each quarter of the financial year. ^b Jurisdictional comparisons need to be treated with caution, especially for those States and Territories with low Indigenous populations, where small number effects can introduce statistical variations that do not accurately represent trends over time or consistent differences from other jurisdictions. ^c A review of data provided by Tasmania indicates that discrepancies in the number of young people reported in the data may result in higher numbers reported than the actual numbers in the detention centre. ^d The proclamation of the *Tasmanian Youth Justice Act 1997* in February 2000 extended the upper range of the target group, resulting in an increased number of young people in detention. ^e The 2000-01 figure includes one Indigenous male held in detention for other reasons.

Source: AIC (2002).

Figure F.1 Indigenous and non-Indigenous detention rates, 2000-01^{a, b, c, d}



^a Jurisdictional comparisons need to be treated with caution, especially for those States and Territories with low Indigenous populations, where small number effects can introduce statistical variations that do not accurately represent trends over time or consistent differences from other jurisdictions. ^b Detention rate is based on the average population of juvenile corrective institutions on the last day of each quarter of the financial year. ^c A review of data provided by Tasmania indicates that discrepancies in the number of young people reported in the data may result in higher numbers reported than the actual numbers in the detention centre. ^d The proclamation of the *Tasmanian Youth Justice Act 1997* in February 2000 extended the upper range of the target group, resulting in an increased number of young people in detention.

Source: AIC (2002).

References

ABS (Australian Bureau of Statistics) 1998, *Experimental Projections of the Aboriginal and Torres Straight Islander Population*, cat. no. 3231.0, Canberra.

ABS (Australian Bureau of Statistics) 2001, *Community Services, 1999-2000*, cat. no. 8696.0, Canberra.

ABS (Australian Bureau of Statistics) 2002, *National Accounts*, cat. Nos. 5205.0 and 5206.0, Canberra.

AIC (Australian Institute of Criminology) 2002, *Statistics on Juvenile Detention in Australia: 1981–2001*, Technical and Background Series, no.1, Canberra.

AIHW (Australian Institute of Health and Welfare) 1997, *National Classification of Community Services, Version 1.0*, cat. no. HWI 7, Canberra.

