
F Community services preface

Families are the principal providers of care for children, older people and people with a disability (ABS 2001). Community services aim to help families to undertake these roles and aim to fulfil these roles when families are not in a position to provide care. Community services covered by this Report encompass 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 (child protection, supported placements, and supported accommodation and assistance) (see chapter 15).

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 2003) (box F.1).

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' (AIHW 1997, p. 3). They may include financial assistance and relief to people in crisis, and housing assistance of a short term or transitional nature, but they 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).

As in previous years, this preface includes descriptive data obtained from the Australian Institute of Criminology (AIC) on the number and detention rates of young people in detention. In addition, it includes data on the number of young people on community-based orders in each jurisdiction, provided by the AIHW. Community services expenditure data in this Preface were aggregated from the individual chapters in this Report.

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 funding and delivery systems are too varied to enable aggregate community services reporting.

Box F.1 Community service activities

Personal and social support — activities that provide support for personal or social functioning in daily life. Such activities promote the development of personal skills for successful functioning as individuals, family members and members of the wider community. Personal and social support activities include the provision of information, advice and referral, personal advocacy, counselling, domestic assistance and personal assistance. The purpose of such support may be to enable individuals to live and function in their own homes or normal places of residence.

Support for children, families and carers — including children's services, which aim to meet the care, education and development needs of children. Activities that seek to protect children from abuse and neglect or harm, through statutory intervention and support for families are also included.

Training, vocational rehabilitation and employment — activities that assist people who are disadvantaged in the labour market by providing training, job search skills, help in finding work, placement and support in open employment or, where appropriate, supported employment.

Financial and material assistance — activities that enhance personal functioning and facilitate access to community services, through the provision of emergency or immediate financial assistance and material goods.

Residential care and supported accommodation — activities provided in special purpose residential facilities, including accommodation in conjunction with other types of support, such as assistance with necessary day-to-day living tasks and intensive forms of care such as nursing care.

Corrective services [in relation to young people and people with intellectual and psychiatric disabilities on court orders] — activities that involve correctional and rehabilitative supervision and the protection of public safety, through corrective arrangements and advice to courts and parole boards.^a

Service and community development and support — activities that provide support aimed at articulating and promoting improved social policies; promoting greater public awareness of social issues; developing and supporting community-based activities, special interest and cultural groups; and developing and facilitating the delivery of quality community services. Activities include the development of public policy submissions, social planning and social action, the provision of expert advice, coordination, training, staff and volunteer development, and management support to service providers.

^a This preface uses the term 'juvenile justice' to refer to detention and community-based supervision services for young people who have committed or allegedly committed an offence while considered by law to be a juvenile.

Source: AIHW (2003).

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
- 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 juvenile justice services are provided primarily by government, while residential care, accommodation support and other community services activities are provided primarily by non-government organisations.

Expenditure

Community services expenditure reported in this preface relates only to the activities as defined in the relevant chapters. Total expenditure by governments has been calculated based on the 2005-06 expenditure totals for aged care services, services for people with a disability, children's services and protection and support services.

Total government recurrent expenditure on community services covered by this Report was estimated to be \$15.9 billion in 2005-06 (table F.1). This was equivalent to 1.7 per cent of gross domestic product in that year, and 9.1 per cent of total government outlays (table F.1 and ABS 2006).

Between 2001-02 and 2005-06, real community services government recurrent expenditure increased by \$2.6 billion, or 19.4 per cent (table F.1). The largest proportional increase in real expenditure was on protection and support services, which increased by 39.0 per cent between 2001-02 and 2005-06. Services for people with a disability increased by 22.5 per cent, aged care services by 18.9 per cent and children's services by 6.1 per cent.

**Table F.1 Government recurrent expenditure on community services
(2005-06 dollars)^{a, b, c}**

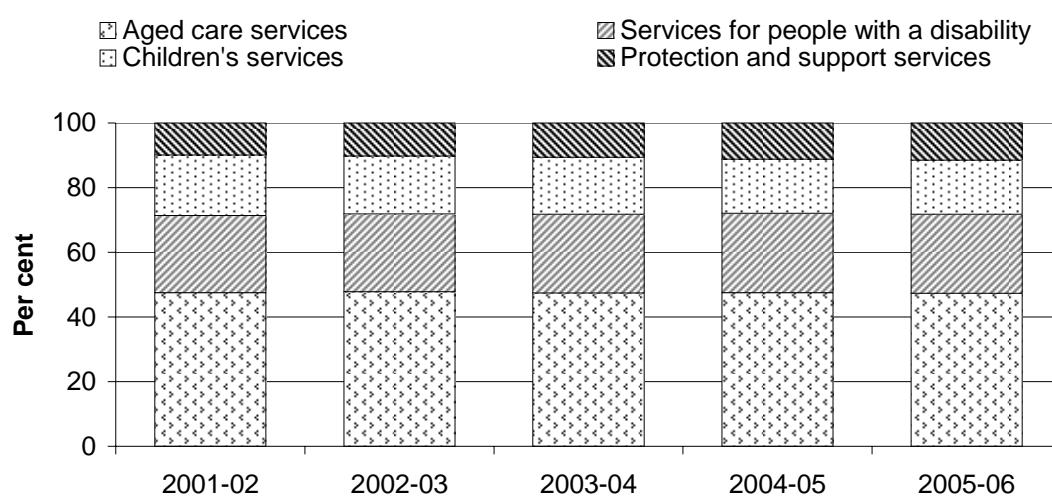
	<i>Unit</i>	Aged care services	Services for people with a disability	Children's services	Protection and support services	<i>Total</i>
2001-02	\$m	6 329	3 173	2 498	1 315	13 315
2002-03	\$m	6 659	3 339	2 501	1 419	13 918
2003-04	\$m	6 943	3 556	2 578	1 552	14 630
2004-05	\$m	7 301	3 777	2 575	1 722	15 375
2005-06	\$m	7 526	3 887	2 651	1 829	15 892
Increase 2001-02 to 2005-06	%	18.9	22.5	6.1	39.0	19.4

^a Data for 2001-02 to 2004-05 have been adjusted to 2005-06 dollars using the gross domestic product (GDP) price deflator. ^b Data for aged care published in earlier reports differs due to revised data. ^c Totals may not add as a result of rounding.

Source: Australian, State and Territory governments (unpublished); tables 12A.42–12A.44, 12A.46, 13A.5, 14A.4, 15A.1 and 15A.167.

In 2005-06, almost half (47.4 per cent) of community services government recurrent expenditure related to aged care services, 24.5 per cent related to services for people with a disability, 16.7 per cent to children's services, and 11.5 per cent related to protection and support services. These proportions have been fairly consistent from 2001-02 to 2005-06 (figure F.1).

Figure F.1 Government recurrent expenditure on community services



Source: Australian, State and Territory governments (unpublished); tables 12A.42–12A.44, 12A.46, 13A.5, 14A.4, 15A.1 and 15A.167.

Size and scope

Data on the number of organisations that provide community services are obtained from the Australian Bureau of Statistics (ABS) Community Services Survey, which was last conducted in 1999-2000. Almost 9300 organisations were providing community services (covering the not-for-profit, government and for-profit sectors) at 30 June 2000. Across the three sectors, these organisations employed 341 400 people, including 277 300 employed in direct service provision. A further 299 400 volunteers assisted in community service activities (ABS 2001). (For information on the size and scope of the community services sector and output measures for community services in 1999-2000, see SCRGSP 2004, p. F.4.)

An important issue for governments is to determine how to assist community services clients in meeting their complex needs and how to assess performance in meeting these needs. Governments have introduced case management at the client level 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.

Juvenile justice

The juvenile justice system is responsible for dealing with young people (predominantly aged 10–17 years) who have committed or allegedly committed an offence while considered by law to be a juvenile. Each jurisdiction has its own legislation that dictates the policies and practices of its juvenile justice system. While this legislation varies in detail, its intent is similar across jurisdictions. Key elements of juvenile justice systems in all jurisdictions include, for example: the diversion of young people from the more formal criminal justice system (courts) where appropriate; detention as a last resort; victim's rights; the acceptance of responsibility by the young person appropriate to developmental stage for his or her behaviour; and community safety.

The juvenile justice system in each jurisdiction comprises several organisations, each with a different primary role and responsibility in dealing with young people. These include:

- police, who are usually the young person's first point of contact with the system. Where considered appropriate, the police may administer warnings or cautions

-
- and, in some jurisdictions, use conferencing to divert the young person from proceeding to court
- courts (usually a special children's or youth court), where matters relating to the charges against the young person are heard. The courts are largely responsible for decisions regarding bail (and remand) and sentencing options if the young person admits guilt or is found guilty by the court
 - juvenile justice agencies, which are responsible for the supervision and case management of young people on a range of community-based legal arrangements and in detention, and for the provision of a wide range of services aimed at crime prevention and reduction. Many of the services provided by juvenile justice agencies are aimed at: rehabilitating young people; minimising the level, and future involvement of young people in the justice system; reducing the over representation of Indigenous young people in the justice system; maintaining the young person's connection with family, culture and community; providing young people with an appropriate level of care and safety (duty of care); increasing young people's accountability to victims; and improving community safety.

Diversion of young offenders

In most jurisdictions, the majority of young people involved with the justice system are diverted through a range of mechanisms such as police cautions, conferences and unsupervised orders, and do not generally become clients of juvenile justice agencies. Informal warnings, police cautions, and community, family or youth justice conferences are now part of the spectrum of legislated responses to juvenile crime. Additionally, some jurisdictions use infringement notices as a response to a wide range of regulatory, transport and environmental offences allegedly committed by young people. Responsibility for administering the options available for more minor offences — warnings (informal cautions), formal cautions, and infringement notices — rests mainly with police in all jurisdictions. Responsibility for administering the diversionary processes available for more serious offences lies with juvenile justice authorities and courts in each jurisdiction.

Conference referrals can originate from both police and courts in most jurisdictions. Conditions of entitlement and eligibility, along with the range and/or definition of offences that can be dealt with via conferencing, vary across jurisdictions.

Diverting appropriate young people from the formal court system, or minimising the involvement of young people with the justice system through a conferencing process, can take considerable resources, depending on the judicial system in the jurisdiction and the number of young people involved. While comparable national

data are not yet available to illustrate the level of diversion, the juvenile justice agencies in NSW and Queensland have provided information on the number of young people dealt with by means of diversion. These data are not comparable across the two jurisdictions.

The 2004-05 data from the NSW Bureau of Crime Statistics and Research that are available to the NSW Department of Juvenile Justice show that 18 776 warnings were administered to young people, 9243 cautions were given and 933 police referrals to youth justice conferences were made. The NSW Department of Juvenile Justice data show 1326 conferences (from 1672 police and court referrals) were convened for young people in 2004-05 (Department of Juvenile Justice unpublished). In Queensland, 1927 conferences were held for people aged 10–17 years in 2005-06, up from 1763 in 2004-05 (Department of Communities unpublished).

In addition to youth conferences, juvenile justice agencies in all jurisdictions provide pre-sentence reports for young people (who may or may not subsequently become clients) to the courts as required.

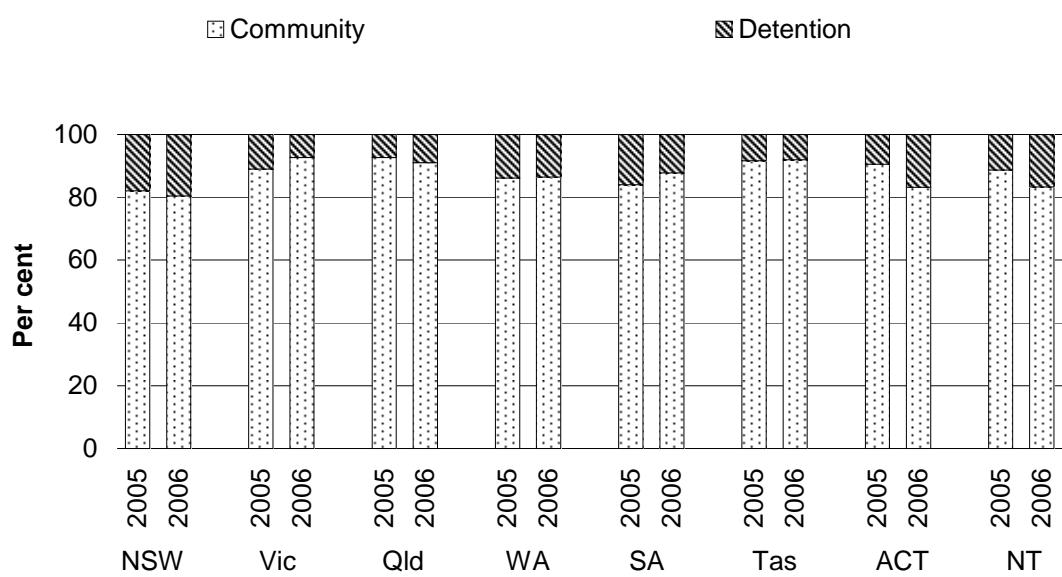
Clients of juvenile justice agencies

The first report of the Juvenile Justice National Minimum Data Set (JJ NMDS), covering data from 2000-01 to 2003-04, was released in February 2006 (AIHW 2006). The JJ NMDS provides information about young people who are supervised by juvenile justice agencies. Pre-sentence and sentenced supervision both within the community and in detention are included in the JJ NMDS. Elements of the juvenile justice system which do not require juvenile justice agency supervision (such as police and court actions) are not included in the scope of the JJ NMDS.

Of those young people who become clients of juvenile justice agencies, most are supervised on community-based orders, including parole. The JJ NMDS shows that, during 2003-04, 12 992 young people received supervision from a juvenile justice agency. Of these young people, 10 556 had community-based supervision, 5357 had detention-based supervision, with some young people experiencing both (AIHW 2006). More recent unpublished AIHW data show that at June 2005 the majority of young people aged 10–17 years who were supervised by juvenile justice agencies – between 82.1 per cent and 92.7 per cent – were in the community, rather than in detention. At June 2006, between 80.4 per cent and 92.7 per cent of young people supervised by juvenile justice agencies were in the community, rather than in detention (figure F.2). These figures do not include any juveniles aged 10–17 years who were supervised in the adult correctional system.

These data were collected at a point in time, so they need to be interpreted with care, particularly for jurisdictions with smaller populations where a small change to the number of young people in detention can make a significant difference to their relative proportion.

Figure F.2 Proportion of juvenile justice clients aged 10–17 years who were supervised in the community and in detention centres, at 30 June ^{a, b, c, d, e, f, g, h, i, j}



- ^a Includes only those young people who were under the supervision or case management of juvenile justice agencies on a pre- or post-sentence legal arrangement or order (for example, supervised bail, remand, a community services order, parole and detention). ^b Juvenile justice agencies also have additional clients in detention and community supervision who are over 17 years of age. The figure does not include juvenile justice clients over 17 years of age at 30 June 2005 or 30 June 2006. ^c Clients may be on multiple orders at any one time. The distribution in the figure, therefore, is based not on order type but on where the client was located at 30 June 2005 or 30 June 2006. ^d Kariong Juvenile Correctional Centre detainees are excluded for 2005 and 2006 for NSW. ^e On 1 July 2005, Victoria enacted legislative amendments that raised the age jurisdiction of the Criminal Division of the Children's Court from 16 to include 17 year olds. ^f In Queensland, juvenile justice legislation applies to those young people who were aged 10–16 years at the time of the offence. These data, however, include 17 year olds who were still on supervision in the juvenile justice system as at 30 June 2005 and 30 June 2006. ^g WA data exclude persons subject to Juvenile Justice Team Referrals. WA data for 2005 have been amended from the 2006 Report to exclude 18 year old individuals. ^h SA data for 2005 have been revised since the 2006 Report following quality assurance processes. ⁱ Tasmanian data for 2005 have been revised since the 2006 Report to exclude individuals aged 18 years and over. ^j NT data excludes pre-probation, presentencing reports and other types of assessments.

Source: AIHW unpublished (data supplied by State and Territory governments).

Juvenile detention

The following data relate to juvenile detention only and do not describe the operation of community-based services, which, as noted above, supervise the majority of juvenile offenders. Jurisdictions also have different definitions of a juvenile, which may have an impact on the number and rates reported for people aged 10–17 years.

Data on the number of juveniles in detention include those on remand as well as those sentenced. In some jurisdictions (for example, WA), juveniles who have been arrested and have not yet appeared before a court, are also held in a detention centre.

The AIC publishes an annual report on juveniles in detention who are either on remand, or sentenced, or both. The AIC data detail the number of young people aged 10–17 years held in juvenile detention centres at the end of each quarter. The AIC data is more current than that available from the JJ NMDS.

The AIC uses ABS experimental projections for its estimates of the Indigenous population (ABS 2004). These data include a range of estimates (low and high). The AIC data are based on high level estimates, unlike other sections of this Report.

Nationally, the daily average number of people aged 10–17 years detained in juvenile detention centres decreased from 611 to 595 between 2000-01 and 2004-05 (table F.2).

Table F.2 Daily average population of people aged 10–17 years in juvenile detention (number)^{a, b}

	NSW ^c	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
2000-01	223	62	87	103	59	43	17	17	611
2001-02	217	62	89	108	56	27	17	16	590
2002-03	220	64	96	106	65	25	17	24	616
2003-04	209	62	91	122	50	26	18	13	590
2004-05	218	53	89	110	58	33	15	22	595

^a Average based on population of juvenile detention centres on the last day of each quarter of the financial year. ^b Due to rounding, the Australian total may differ from the combined total of all jurisdictions. ^c NSW data from 31 March 2005 include Kariong Juvenile Correction Centre detainees, sourced from the NSW Department of Corrective Services.

Source: AIC (unpublished).

Nationally, the rate of detention of people aged 10–17 years per 100 000 in the population aged 10–17 years fell from 28.4 per 100 000 in 2000-01 to 26.9 per 100 000 in 2004-05, although there were substantial differences across jurisdictions (table F.3).

Table F.3 Average rate of detention of people aged 10–17 years in juvenile detention, per 100 000 people aged 10-17 years^a

	<i>NSW^b</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2000-01	31.1	12.0	21.0	46.2	36.4	61.8	46.6	68.6	28.4
2001-02	30.0	11.9	20.9	47.9	34.1	48.6	47.4	63.0	27.2
2002-03	30.3	12.1	22.3	47.0	40.2	45.1	45.9	94.0	28.1
2003-04	28.7	11.6	20.7	53.5	30.5	47.8	49.8	53.0	26.8
2004-05	29.9	9.9	19.9	48.3	35.7	59.0	41.1	85.2	26.9

^a Detention rates are based on average population of juvenile detention centres on the last day of each quarter of the financial year. ^b NSW data from 31 March 2005 include Kariong Juvenile Correction Centre detainees, sourced from the NSW Department of Corrective Services.

Source: AIC (unpublished).

Nationally, females made up 9.1 per cent of the total population of juvenile detention centres at 30 June 2005. Males made up 90.9 per cent of the national population of juvenile detention centres at 30 June 2005 (table F.4).

Table F.4 Males and females as a proportion of the total population aged 10–17 years in juvenile detention (per cent)

	<i>NSW^a</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Males									
30 June 2001	90.5	89.4	91.8	83.5	87.5	97.3	88.0	100.0	89.6
30 June 2002	92.1	93.0	84.5	89.9	85.1	96.2	80.0	100.0	90.1
30 June 2003	92.8	93.4	89.1	90.5	85.9	89.5	87.0	100.0	91.1
30 June 2004	93.4	91.9	95.6	86.4	92.2	100.0	93.8	100.0	92.4
30 June 2005	94.9	82.5	93.9	85.8	88.1	91.4	80.0	100.0	90.9
Females									
30 June 2001	9.5	10.6	8.2	16.5	12.5	2.7	12.0	–	10.4
30 June 2002	7.9	7.0	15.5	10.1	14.9	3.8	20.0	–	9.9
30 June 2003	7.2	6.6	10.9	9.5	14.1	10.5	13.0	–	8.9
30 June 2004	6.6	8.1	4.4	13.6	7.8	–	6.3	–	7.6
30 June 2005	5.1	17.5	6.1	14.2	11.9	8.6	20.0	–	9.1

^a NSW data from 31 March 2005 onwards include Kariong Juvenile Correction Centre detainees. – Nil or rounded to zero.

Source: AIC (unpublished).

The daily average number of Indigenous young people aged 10–17 years detained in juvenile detention centres was 322 in 2004-05 (table F.5).

Table F.5 Daily average population of Indigenous people aged 10–17 years in juvenile detention (number)^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
2000-01	86	7	53	71	13	na	4	12	246
2001-02	92	7	53	71	19	na	5	12	259
2002-03	98	10	54	80	28	na	4	19	295
2003-04	98	14	54	92	18	6	4	12	298
2004-05	111	12	53	87	28	7	6	19	322

^a Average based on population of juvenile detention centres on the last day of each quarter of the financial year. ^b NSW data from 31 March 2005 include Kariong Juvenile Correction Centre detainees, sourced from the NSW Department of Corrective Services.

Source: AIC (unpublished).

Nationally, the daily average detention rate for Indigenous people aged 10–17 years in 2004-05 was 322.8 per 100 000 Indigenous people aged 10–17 years. This rate compared to 12.9 per 100 000 for the non-Indigenous population aged 10–17 years (table F.6). 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.

Table F.6 Average rate of detention of Indigenous people aged 10–17 years in juvenile detention, per 100 000 people^{a, b, c}

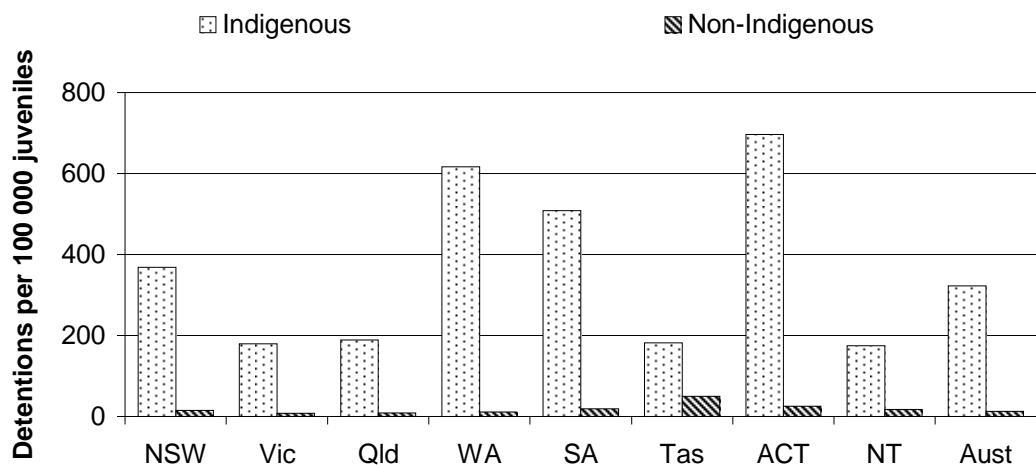
	NSW ^d	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Indigenous									
2000-01	324.9	142.4	222.2	565.4	265.9	na	524.7	121.4	294.5
2001-02	351.4	135.8	221.1	555.6	388.2	na	624.4	119.9	307.9
2002-03	353.8	173.6	212.0	604.7	538.1	na	458.6	182.6	326.6
2003-04	339.3	231.0	202.6	671.8	333.2	158.7	503.2	108.6	310.1
2004-05	368.5	179.4	189.0	616.3	508.3	181.9	696.8	174.9	322.8
Non-Indigenous									
2000-01	19.9	10.7	8.7	15.1	29.3	na	36.4	26.6	16.0
2001-02	17.9	10.7	8.8	17.3	23.0	na	35.7	23.7	15.0
2002-03	17.5	10.3	10.3	12.2	23.8	na	36.9	30.9	14.9
2003-04	15.9	9.1	8.9	13.8	20.3	39.6	39.4	12.2	13.9
2004-05	15.4	7.8	8.5	10.8	19.2	49.8	25.4	17.4	12.9

^a Detention rates are based on average population of juvenile detention centres on the last day of each quarter of the financial year. ^b Indigenous rates were calculated using high series population data provided by the ABS. Any variation in derived rates may be due to the assumptions and limitations of the base population data. ^c 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. ^d NSW data from 31 March 2005 include Kariong Juvenile Correction Centre detainees, sourced from the NSW Department of Corrective Services. na Not available.

Source: AIC (unpublished).

The over representation of Indigenous young people in detention across jurisdictions in 2004-05 is shown in figure F.3.

Figure F.3 Average rate of detention of Indigenous and non-Indigenous people aged 10–17 years in juvenile detention, per 100 000 people, 2004-05^{a, b, c, d}



^a Detention rates are based on average population of juvenile detention centres on the last day of each quarter of the financial year. ^b Indigenous rates were calculated using high series population data provided by the ABS. Any variation in derived rates may be due to the assumptions and limitations of the base population data. ^c 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. ^d NSW data from 31 March 2005 include Kariong Juvenile Correction Centre detainees, sourced from the NSW Department of Corrective Services.

Source: AIC (unpublished); table F6.

Future directions in performance reporting

Community services

The Steering Committee intends to improve reporting on the characteristics of community service providers and their activities. In addition, there are many interactions across the various community services. Ongoing investigation of crosscutting and interface issues may allow improved reporting of community services as a whole.

Juvenile justice

The juvenile justice system is part of the broader justice framework (discussed in the Justice preface) and has important links with community services such as child protection and support services.

The availability of comparable juvenile justice data as a result of the further refinement of the JJ NMDS and the development of related performance measures will provide an opportunity to present broader comparative data on the performance of juvenile justice systems in the Report.

The Australasian Juvenile Justice Administrators has formed a sub-committee to develop national performance indicators. Two types of measures, relating to the performance of juvenile justice agencies and the performance of the broader juvenile justice system, are being considered. This performance information may be available for inclusion in future Reports.

References

- ABS (Australian Bureau of Statistics) 2001, *Community Services, 1999-2000*, Cat. No. 8696.0, Canberra.
- 2004, *Experimental Estimates and Projections, Aboriginal and Torres Strait Islander Australians 1991-2009*, Cat. No. 3238.0, Canberra.
- 2006, *Australian National Accounts: National Income, National Expenditure and Product*, Cat. No. 5206.0, Canberra.
- AIHW (Australian Institute of Health and Welfare) 1997, *National Classification of Community Services, Version 1.0*, Cat. No. HWI 7, Canberra.
- 2003, *National Classifications of Community Services, Version 2.0*, Cat. No. HWI 40, Canberra.
- 2006, *Juvenile justice in Australia 2001-02 to 2003-04*, Cat. No. JUV 1, Canberra.
- SCRGSP (Steering Committee for the Review of Government Service Provision) 2004, *Report on Government Services 2004*, Productivity Commission, Canberra.