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## 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 in 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' (AIHW 1997). 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 (chapters 5–7), long term housing assistance (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) (box F.1). Data for this preface were derived from the AIHW *Welfare Services Expenditure Bulletin no. 6* (AIHW 2001b), the AIHW *Health Expenditure Bulletin no. 17* (AIHW 2001a) and the Australian Bureau of Statistics (ABS) Community Services Survey (ABS 2001).<sup>1</sup>

The preface this year includes for the first time 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 preface will contain performance reporting on juvenile justice in future years.

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<sup>1</sup> The ABS Community Services Survey (ABS 2001, cat. no. 8696.0) contains expenditure and output data for the community services sector for 1999-2000. A previous survey was conducted in 1995-96.

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## 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: ABS (2001).

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

## **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
- 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.

### **Funding**

Total expenditure on community services was an estimated \$16.9 billion in 1998-99, of which the net contribution of all levels of government to community services expenditure was approximately \$11.4 billion. Total community services expenditure was equivalent to 2.8 per cent of gross domestic product in that year, with government community services expenditure equivalent to 5.3 per cent of total government outlays.<sup>2</sup>

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<sup>2</sup> In 1998-99, government finance statistics moved from a cash accounting system to an accrual system. The AIHW (2001b) notes that since this change, there has been a number of unexplained shifts in expenditure figures reported by some jurisdictions. The data reported for 1998-99 need to be treated with caution and are subject to revision. The figures in this Report do not include approximately \$150 million provided by the Department of Veterans' Affairs for community care such as community nursing and home care.

The Commonwealth Government provided 38.8 per cent of community services funding in 1998-99, while State, Territory and local governments provided 28.7 per cent. Non-government community service organisations provided around 10.6 per cent and service consumers provided the remaining 21.9 per cent (table F.1).

**Table F.1 Funding of community services, 1998-99**

|  | <i>Funding</i> | <i>Share</i> |
|--|----------------|--------------|
|  | \$m            | %            |
| Commonwealth Government                | 6 549          | 38.8         |
| State, Territory and local governments | 4 838          | 28.7         |
| Non-government organisations           | 1 796          | 10.6         |
| Households                             | 3 702          | 21.9         |
| <b>Total<sup>a</sup></b>               | <b>16 884</b>  | <b>100.0</b> |

<sup>a</sup> May not equal sum of parts as a result of rounding. Includes capital expenditure.

Source: Derived from AIHW (2001a, 2001b).

In 1998-99, 50.2 per cent of government recurrent community services expenditure was for services for the aged, while 22.7 per cent related to family and child services, 21.7 per cent was for services for people with a disability and 5.4 per cent was for other community services (table F.2).

**Table F.2 Government recurrent expenditure on community services, 1998-99**

| <i>Category</i>                       | <i>Expenditure</i> | <i>Share</i> |
|---------------------------------------|--------------------|--------------|
|                                       | \$m                | %            |
| Services for the aged                 | 5 458.9            | 50.2         |
| Family and child services             | 2 483.1            | 22.7         |
| Services for people with a disability | 2 355.8            | 21.7         |
| Other community services              | 585.9              | 5.4          |
| <b>Total</b>                          | <b>10 883.5</b>    | <b>100.0</b> |

Source: AIHW (2001a, 2001b).

Given the move in government financial statistics from a cash accounting system to an accrual accounting system, data for 1998-99 are not comparable to data for earlier years. Total expenditure on community services grew by an average 7.2 per cent per year in real terms from 1994-95 to 1997-98 (or 6.0 per cent per year in real per person terms). Government expenditure on community services grew by an average 7.8 per cent per year in real terms over the same period (or 6.6 per cent per year in real per person terms) (table F.3).

**Table F.3 Total government real expenditure (including capital expenditure) on community services (1998-99 dollars)**

| <i>Year</i>                        | <i>Total government outlays</i> | <i>Annual growth</i> | <i>Per person outlays</i> | <i>Annual growth in per person outlays</i> |
|------------------------------------|---------------------------------|----------------------|---------------------------|--|
|                                    | \$m                             | %                    | \$                        | %  |
| 1994-95                            | 8 072                           | ..                   | 447                       | ..   |
| 1995-96                            | 8 518                           | 5.5                  | 465                       | 4.2  |
| 1996-97                            | 9 192                           | 7.9                  | 496                       | 6.7  |
| 1997-98                            | 10 124                          | 10.1                 | 541                       | 8.9  |
| <i>Break in series<sup>a</sup></i> |                                 |                      |                           |  |
| 1998-99                            | 11 387                          | ..                   | 600                       | ..   |

<sup>a</sup> Given the move in government financial statistics from a cash to accrual accounting system, data for 1998-99 are not comparable to earlier data. .. Not applicable.

Source: AIHW (2001a, 2001b).

Growth in government expenditure for the period 1994-95 to 1997-98 was highest in services for the aged, with an average real annual growth rate of 11.3 per cent, followed by family and child community services (4.9 per cent per year), services for people with a disability (4.7 per cent per year) and other community services (4.5 per cent per year) (derived from AIHW 2001a, 2001b). More recent community services funding data can be obtained from the ABS Community Services Survey (ABS 2001).

## Size and scope

At 30 June 2000, almost 9300 organisations were providing community services, covering the not-for-profit, government and for-profit sectors. 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 341 000 people (up 7.0 per cent from 1995-96), including 277 000 employed in direct service provision (up 24.2 per cent). A further 299 000 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 59 000 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).

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The numbers and types of service provided in 1999-2000 varied across community service activities (table F.4).

- 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.

## **Interactions**

Many clients of community services have complex needs and require a number of services. These services are typically provided by a range of service providers and are funded or provided by both government and non-government organisations within each jurisdiction, and across tiers of government. This means clients usually have contact with, and receive services from, a number of organisations.

An important issue for government is to determine how to assist these clients in meeting their complex needs and 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, while these other service areas, in turn, affect outcomes for clients of community services. A broader discussion of these links is contained in chapter 1.

**Table F.4 Output measures for direct community services activities, 1999-2000**

| <i>Direct community service activity<sup>a</sup></i> | <i>Number</i>                  |
|--|--------------------------------|
| <i>Personal and social support</i>                   |                                |
| Information, advice and referral                     | 7 612 100 contacts/year        |
| Individual and family support                        | 3 663 200 cases/year           |
| Independent and community living support             | 1 871 100 cases/year           |
| Support in the home                                  | 1 965 000 clients/year         |
| <i>Child care</i>                                    |                                |
| Centre based long day care                           | 140 000 children/day (average) |
| Family day care                                      | 11 100 children/day (average)  |
| Occasional care                                      | 7 200 children/day (average)   |
| Before and after school hours care                   | 35 800 children/day (average)  |
| Vacation care  | 23 200 children/day (average)  |
| Other child care                                     | 4 200 children/day (average)   |
| <i>Training and employment</i>                       |                                |
| Pre-vocational/vocational training                   | 9 600 trainees/year            |
| Employment, job placement and support                | 44 000 clients/year            |
| Supported employment/business services               | 17 400 employees/day (average) |
| <i>Financial and material assistance</i>             | 1 749 100 cases/year           |
| <i>Residential care</i>                              |                                |
| Transitional accommodation                           | 2 587 200 bed nights/year      |
| Crisis accommodation                                 | 2 796 500 bed nights/year      |
| Intensive residential care                           | 72 600 residents/day (average) |
| Hostel care  | 66 800 residents/day (average) |
| Residential respite care                             | 6 500 occupants/day (average)  |
| Residential rehabilitation                           | 2 400 residents/day (average)  |
| Other residential care                               | 22 600 residents/day (average) |
| <i>Foster care placement</i>                         | 57 800 placements/year         |
| <i>Accommodation placement and support</i>           | na                             |
| <i>Statutory protection and placement</i>            | 139 800 cases/year             |
| <i>Juvenile and disability corrective services</i>   | 37 000 cases/year              |

<sup>a</sup> See definitions in box F.1. na Not available.

Source: ABS (2001).

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## Juvenile justice

It is anticipated that this preface will contain performance reporting on juvenile justice in future years. The AIHW is developing a National Minimum Data Set for juvenile justice, on behalf of the Australasian Juvenile Justice Administrators and the National Community Services Information Management Group. It is anticipated that performance information will be available within two years.

The 2002 Report includes descriptive data on the number 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 2001).

Data are available for all years between 1981 and 2000, although only data for selected years are shown in this preface. Nationally, the number of people aged 10-17 years detained in juvenile corrective institutions fell from 1352 to 635 over the 20 years to 2000 (table F.5).

Table F.5 **Average daily population of juveniles aged 10–17 years in juvenile corrective institutions (number)**

| <i>Year</i>       | <i>NSW</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> |
|-------------------|------------|------------|------------|-----------|-----------|------------|------------|-----------|-------------|
| 1981 <sup>a</sup> | 611        | 334        | 111        | 159       | 76        | 34         | 26         | 1         | 1 352       |
| 1985 <sup>a</sup> | 278        | 269        | 125        | 110       | 42        | 17         | 13         | 23        | 877         |
| 1990 <sup>a</sup> | 354        | 151        | 109        | 125       | 37        | 10         | 9          | 30        | 825         |
| 1995 <sup>b</sup> | 380.3      | 72.0       | 130.3      | 99.3      | 53.3      | 13.8       | 12.8       | 18.5      | 780.0       |
| 1996 <sup>b</sup> | 332.0      | 69.0       | 136.0      | 99.8      | 76.3      | 21.8       | 12.5       | 13.0      | 760.3       |
| 1997 <sup>b</sup> | 323.8      | 77.3       | 129.5      | 113.0     | 76.3      | 20.3       | 13.8       | 19.5      | 773.3       |
| 1998 <sup>b</sup> | 306.0      | 75.5       | 136.8      | 124.0     | 46.3      | 24.0       | 10.3       | 23.8      | 746.5       |
| 1999 <sup>b</sup> | 259.5      | 68.3       | 125.0      | 121.0     | 43.0      | 31.0       | 9.3        | 18.5      | 675.5       |
| 2000 <sup>b</sup> | 244.5      | 55.8       | 98.0       | 113.3     | 54.5      | 37.8       | 14.5       | 17.0      | 635.3       |

<sup>a</sup> Point in time data at 30 June. <sup>b</sup> Average based on population of juvenile corrective institutions on the last day of each quarter.

Source: AIC (2001).

Australia wide, the rate of detention of people aged 10–17 years in juvenile corrective institutions more than halved in the 20 years to 2000, although there are substantial differences across jurisdictions (table F.6).

**Table F.6 Average annual rate of detention per 100 000 juveniles aged 10-17 years in juvenile corrective institutions (per cent)**

| <i>Year</i>       | <i>NSW</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> |
|-------------------|------------|------------|------------|-----------|-----------|------------|------------|-----------|-------------|
| 1981 <sup>a</sup> | 87.6       | 59.6       | 32.9       | 84.3      | 41.3      | 54.3       | 77.3       | 5.5       | 64.9        |
| 1985 <sup>a</sup> | 38.8       | 47.6       | 34.1       | 55.7      | 23.4      | 27.4       | 34.5       | 103.4     | 40.9        |
| 1990 <sup>a</sup> | 51.8       | 29.3       | 29.7       | 63.0      | 22.9      | 17.5       | 23.6       | 138.0     | 40.4        |
| 1995 <sup>b</sup> | 55.8       | 14.5       | 33.6       | 48.0      | 33.4      | 24.1       | 34.4       | 81.4      | 38.0        |
| 1996 <sup>b</sup> | 48.2       | 13.8       | 34.5       | 47.4      | 47.4      | 38.0       | 33.8       | 56.1      | 36.7        |
| 1997 <sup>b</sup> | 46.6       | 15.4       | 32.4       | 52.9      | 47.4      | 35.5       | 37.4       | 82.0      | 37.0        |
| 1998 <sup>b</sup> | 43.8       | 14.9       | 33.8       | 57.2      | 28.6      | 42.3       | 28.4       | 98.4      | 35.5        |
| 1999 <sup>b</sup> | 37.0       | 13.4       | 30.6       | 55.2      | 26.5      | 55.1       | 25.8       | 75.9      | 32.3        |
| 2000 <sup>b</sup> | 34.6       | 10.9       | 23.8       | 51.1      | 33.6      | 67.8       | 40.8       | 68.8      | 29.8        |

<sup>a</sup> Point in time data at 30 June. <sup>b</sup> Detention rates based on average population of juvenile corrective institutions on the last day of each quarter.

Source: AIC (2001).

The proportion of females detained as a proportion of the total population of juveniles in juvenile corrective institutions fluctuated between 5.5 per cent and 17.2 per cent nationally over the 20 years to 2000 and was 10.0 per cent at 30 June 2000 (table F.7).

**Table F.7 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)**

| <i>Year</i> | <i>NSW</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> |
|-------------|------------|------------|------------|-----------|-----------|------------|------------|-----------|-------------|
| 1981        | 14.7       | 24.3       | 19.8       | 8.8       | 6.6       | 23.5       | 50.0       | 0.0       | 17.2        |
| 1985        | 10.8       | 19.0       | 8.8        | 12.7      | 4.8       | 5.9        | 23.1       | 0.0       | 12.8        |
| 1990        | 8.2        | 15.9       | 8.3        | 8.8       | 2.7       | 10.0       | 0.0        | 10.0      | 9.5         |
| 1995        | 5.1        | 2.7        | 6.6        | 6.9       | 5.1       | 0.0        | 7.1        | 11.8      | 5.5         |
| 1996        | 6.2        | 2.9        | 5.9        | 11.3      | 14.5      | 11.5       | 14.3       | 0.0       | 7.6         |
| 1997        | 7.3        | 9.9        | 11.0       | 9.9       | 7.8       | 13.0       | 12.5       | 0.0       | 8.5         |
| 1998        | 4.5        | 7.5        | 7.4        | 9.6       | 8.0       | 5.3        | 9.1        | 0.0       | 6.3         |
| 1999        | 9.0        | 5.0        | 7.3        | 10.4      | 14.7      | 3.2        | 25.0       | 14.3      | 9.1         |
| 2000        | 8.4        | 17.3       | 8.7        | 10.4      | 16.9      | 8.1        | 6.7        | 0.0       | 10.0        |

Source: AIC (2001).

Data disaggregated by Indigenous status were available from 1993. The daily average number of Indigenous people aged between 10–17 years detained in juvenile corrective institutions fluctuated between 1993 and 2000, from a low of 215.5 in 1993 to a high of 321.0 in 1997. A daily average of 264.3 Indigenous juveniles were detained in 2000 (table F.8).

**Table F.8 Average daily population of Indigenous juveniles aged 10–17 years in juvenile corrective institutions<sup>a, b</sup>**

| Year              | NSW   | Vic  | Qld <sup>c</sup> | WA   | SA   | Tas | ACT | NT   | Aust <sup>c</sup> |
|-------------------|-------|------|------------------|------|------|-----|-----|------|-------------------|
| 1993 <sup>d</sup> | 84.0  | 5.5  | 40.5             | 48.5 | 27.0 | 0.0 | 0.0 | 10.0 | 215.5             |
| 1994              | 96.0  | 5.5  | 56.8             | 67.0 | 17.5 | 3.5 | 0.0 | 10.0 | 256.3             |
| 1995              | 103.3 | 10.3 | 71.3             | 59.3 | 14.0 | 2.3 | 2.0 | 12.0 | 274.3             |
| 1996              | 98.5  | 7.8  | 80.8             | 56.0 | 19.0 | 5.0 | 2.3 | 8.0  | 277.3             |
| 1997              | 121.8 | 13.0 | 72.0             | 71.8 | 18.0 | 5.5 | 2.3 | 16.8 | 321.0             |
| 1998              | 102.5 | 8.8  | 77.8             | 76.0 | 16.5 | 7.0 | 2.8 | 19.3 | 310.5             |
| 1999              | 86.5  | 10.0 | 67.3             | 80.0 | 13.0 | 6.0 | 2.3 | 13.5 | 278.5             |
| 2000              | 90.5  | 6.5  | 57.0             | 73.3 | 14.0 | 8.3 | 3.0 | 11.8 | 264.3             |

<sup>a</sup> Average based on population of juvenile corrective institutions on the last day of each quarter. <sup>b</sup> 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 real trends over time or consistent differences from other jurisdictions. <sup>c</sup> In 2000, the figure includes one Indigenous male held in detention for other reasons. <sup>d</sup> Average based on September and December quarters only.

Source: AIC (2001).

Nationally, the detention rate for Indigenous people aged 10–17 years in 2000 was 295.4 per 100 000 Indigenous people aged 10–17 years (table F.9), compared with a detention rate of 18.2 per 100 000 for the non-Indigenous population aged 10–17 years (figure F.1).

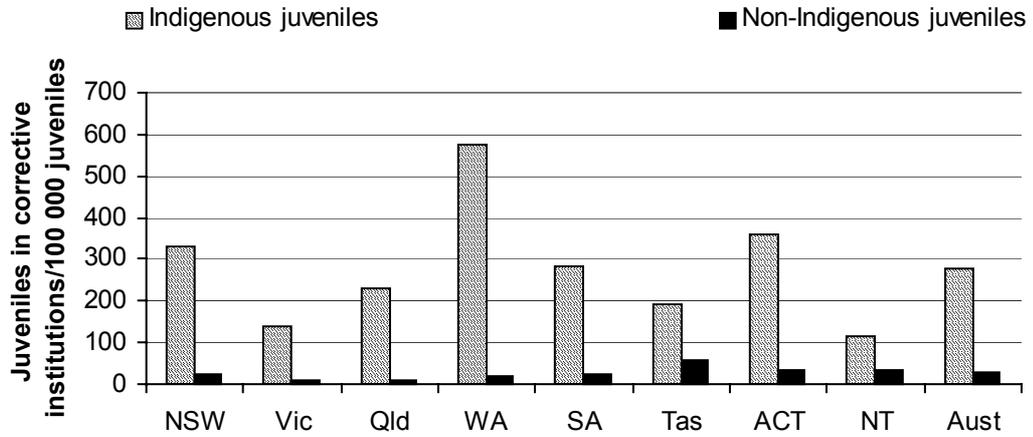
**Table F.9 Rate of detention per 100 000 Indigenous juveniles aged 10–17 years in juvenile corrective institutions<sup>a, b</sup>**

| Year              | NSW   | Vic   | Qld <sup>c</sup> | WA    | SA    | Tas   | ACT   | NT    | Aust <sup>c</sup> |
|-------------------|-------|-------|------------------|-------|-------|-------|-------|-------|-------------------|
| 1993 <sup>d</sup> | 469.2 | 156.6 | 229.6            | 518.5 | 760.4 | 0.0   | 0.0   | 110.2 | 344.8             |
| 1994              | 524.5 | 154.2 | 316.6            | 703.8 | 484.6 | 122.8 | 0.0   | 109.8 | 391.4             |
| 1995              | 550.6 | 282.5 | 390.3            | 610.4 | 380.3 | 76.3  | 367.5 | 130.9 | 411.1             |
| 1996              | 497.8 | 205.5 | 422.1            | 550.6 | 493.9 | 154.4 | 403.2 | 85.6  | 396.7             |
| 1997              | 564.0 | 329.0 | 355.5            | 665.4 | 433.6 | 158.3 | 350.5 | 175.4 | 431.3             |
| 1998              | 437.0 | 208.4 | 361.5            | 662.8 | 373.3 | 187.4 | 385.7 | 198.1 | 391.8             |
| 1999              | 340.0 | 225.0 | 292.4            | 664.5 | 278.1 | 151.4 | 294.5 | 136.5 | 330.6             |
| 2000              | 330.5 | 138.8 | 232.2            | 576.6 | 284.2 | 193.5 | 361.5 | 116.2 | 295.4             |

<sup>a</sup> Detention rates based on average population of juvenile corrective institutions on the last day of each quarter. <sup>b</sup> 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 real trends over time or consistent differences to other jurisdictions. <sup>c</sup> In 2000, the figure includes one Indigenous male held in detention for other reasons. <sup>d</sup> Detention rate based on September and December quarters only.

Source: AIC (2001).

Figure F.1 Indigenous and non-Indigenous detention rates, 2000<sup>a, b</sup>



<sup>a</sup> 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 real trends over time or consistent differences from other jurisdictions. <sup>b</sup> Detention rate based on average population of juvenile corrective institutions on the last day of each quarter.

Source: AIC (2001).

