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## 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 this role and aim to fulfil this role 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).

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).

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 services expenditure data were aggregated for this Preface from the individual chapters in the Report.

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

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## 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* — the provision of care, educational, developmental and recreational activities for children (usually aged 0–12 years) by paid workers. Activities are included that seek to protect children from child abuse and neglect or harm, through statutory intervention and support for families.

*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* — activities that involve correctional and rehabilitative supervision and the protection of public safety, through corrective arrangements and advice to courts and parole boards, in relation to young people and people with intellectual and psychiatric disabilities on court orders.<sup>a</sup>

*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.

<sup>a</sup> 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).

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## 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 and accommodation support, and other community services activities are provided primarily by non-government organisations.

### Expenditure

Total expenditure by governments has been calculated based on the 2004-05 expenditure totals for aged care services, services for people with a disability, children's services and protection and support services. Community services expenditure in this preface, therefore, relates only to the activities as defined in these individual chapters.

Total expenditure on community services covered by this Report was estimated to be \$14.4 billion in 2004-05 (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 2005).

Between 2000-01 and 2004-05, real community services expenditure increased by \$2.9 billion, or 24.8 per cent (table F.1). The largest contributions to the increase were in aged care services and services for people with a disability, which contributed 41.3 per cent and 27.9 per cent to the increase respectively. Protection and support services contributed 16.8 per cent to the increase and the smallest contribution was made by children's services, which contributed 14.1 per cent.

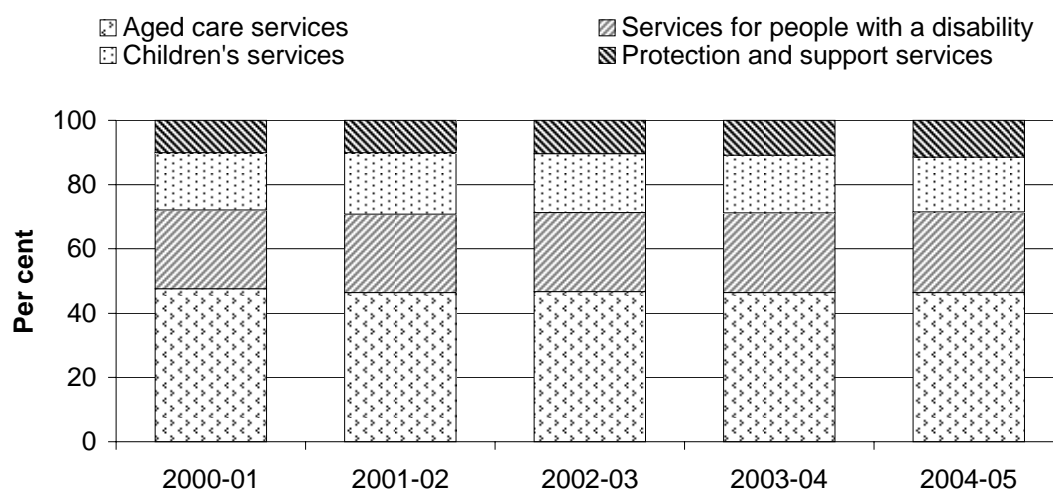
**Table F.1 Government recurrent expenditure on community services covered by the Report on Government Services (2004-05 dollars) (\$ million)**

	<i>Aged care services</i>	<i>Services for people with a disability</i>	<i>Children's services</i>	<i>Protection and support services</i>	<b>Total</b>
2000-01	5 500	2 810	2 057	1 165	11 532
2001-02	5 795	3 027	2 383	1 255	12 460
2002-03	6 098	3 189	2 388	1 356	13 031
2003-04	6 367	3 400	2 465	1 484	13 716
2004-05	6 680	3 607	2 460	1 645	14 392

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

In 2004-05, almost half (46.4 per cent) of community services expenditure related to aged care services, 25.1 per cent related to people with a disability, 17.1 per cent to children's services, and 11.4 per cent related to protection and support services (figure F.1).

**Figure F.1 Government recurrent expenditure on community services covered by the Report on Government Services**



Source: Australian, State and Territory governments (unpublished); tables 12A.42–12A.44, 13A.4, 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)

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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 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 chapters 1 and 2.

## **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, for example, include: the diversion of young people from the more formal criminal justice system (court) 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, with each having 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 juvenile 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.

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- juvenile justice agencies, which are responsible for the supervision and case management of juveniles 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 diversion. Many of the services provided by juvenile justice agencies are aimed at: rehabilitating young people; minimising the level of, and future involvement of, young people in the justice system; reducing the over-representation of Indigenous young people in the justice system; maintaining the clients' connection with family, culture and community; providing clients with an appropriate level of care and safety (duty of care); increasing client accountability to victims; and improving community safety.

### *Diversion of young offenders*

In most jurisdictions, the majority of young people are diverted through a range of mechanisms such as police cautions, conferences and unsupervised orders, and do not 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 — falls largely on police in all jurisdictions.

Responsibility for administering the diversionary processes available for more serious offences lies with juvenile justice authorities in departments ranging from Juvenile Justice (NSW) to Courts Administration (SA). Conference referrals can originate from either police or 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 from jurisdiction to jurisdiction.

While comparable national data are not yet available to illustrate the level of diversion, some data have been provided by individual 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. The juvenile justice agencies in NSW and Queensland have provided examples of the number of young people dealt with by means of diversion (although data are not comparable across jurisdictions).

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The 2003-04 data from the NSW Bureau of Crime Statistics and Research that are available to the NSW Department of Juvenile Justice show that 976 police referrals to youth justice conferences were made, 9084 cautions were given and 18 430 warnings were administered to young people. The NSW Department of Juvenile Justice data show 1232 conferences (from 1413 police and court referrals) were convened for young people in 2003-04 (Department of Juvenile Justice unpublished). In Queensland, 1752 conferences were convened for people aged 10–17 years in 2004-05, up from 1438 in 2003-04 (Department of Communities unpublished).

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

### *Clients of juvenile justice agencies*

At present, juvenile justice data are only available on a national comparative basis for young persons in detention, either in remand, or sentenced or both. These data are collected by the AIC and detail the number of young people aged 10–17 years held in juvenile detention centres (either on remand or sentenced), at the end of each quarter.

Detention data illustrate only one aspect of the juvenile justice system, and are not representative of the full workload or breadth of services provided by the juvenile justice system or even by juvenile justice agencies. The need for more representative national data has been one of the main factors driving the development of the Juvenile Justice National Minimum Data Set (JJ NMDS) (box F.2). The JJ NMDS is currently being implemented, with detailed reporting for the period 2000-01 to 2003-04 due to be published in 2005-06.

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### Box F.2 **Juvenile Justice National Minimum Data Set**

In 1999, the Community Services Ministers' Advisory Council funded the National Community Services Information Management Group to facilitate the establishment of a Juvenile Justice National Minimum Data Set (JJ NMDS). The development of the JJ NMDS was undertaken by the Australian Institute of Health and Welfare (AIHW) under the direction of the Australasian Juvenile Justice Administrators (AJJA).

A draft JJ NMDS was tested during 2002 and 2003 to refine data items and collection methods. The data dictionary for the JJ NMDS was finalised in early 2004 and data collected from juvenile justice agencies for the period 2000-01 to 2003-04.

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.

The AJJA has formed a sub-committee to develop national performance indicators from the data items included in the JJ NMDS. 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 in future reports.

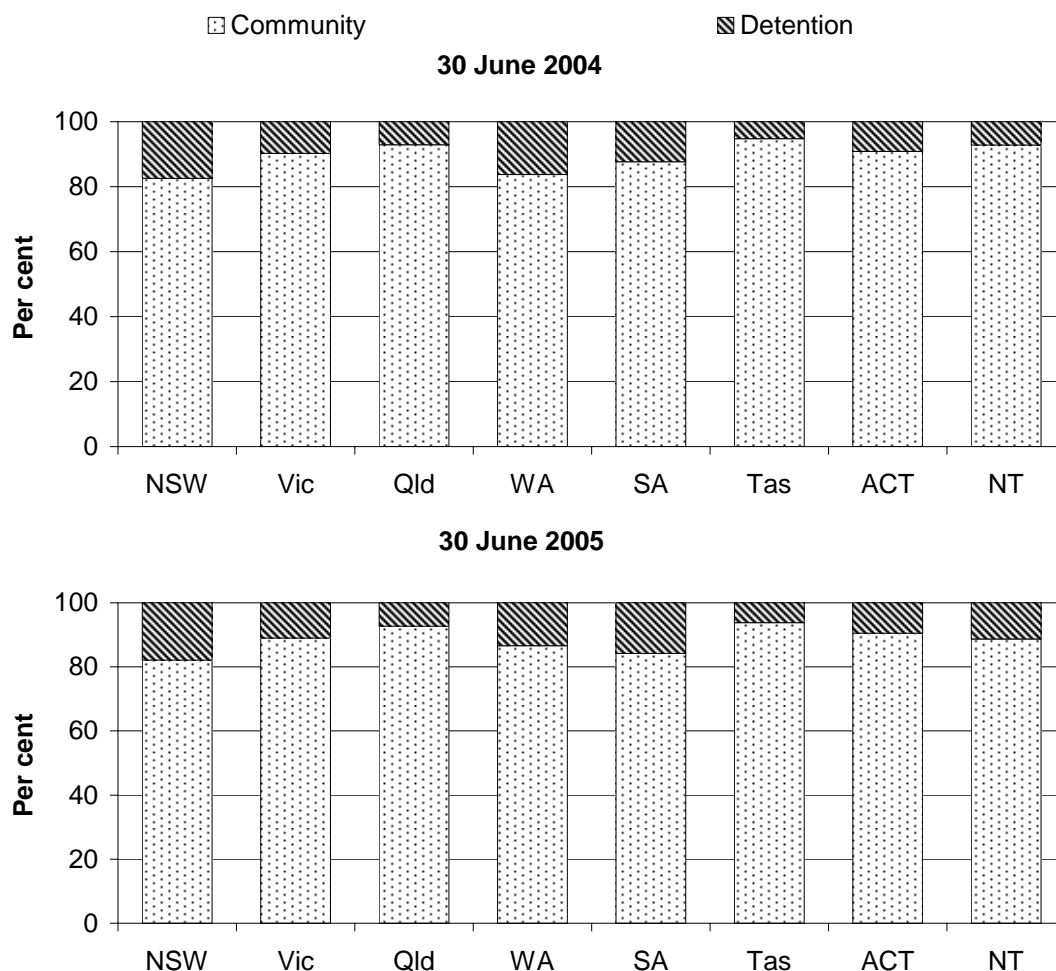
*Source:* AIHW (2004).

Of those young people who become clients of juvenile justice agencies, most are supervised on community-based orders, including parole. Figure F.2 shows that at June 2004 the majority of young people aged 10–17 years who were supervised by juvenile justice agencies — between 82.6 per cent and 94.8 per cent — were in the community, rather than in detention. At June 2005, between 82.1 per cent and 93.8 per cent of young people supervised by juvenile justice agencies were in the community, rather than in detention.

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. Additionally, it is important to note that the proportion of juvenile justice clients aged 18 years or over varies across jurisdictions, and that data presented in figure F.2 do not include these clients.



Figure F.2 **Proportion of juvenile justice clients aged 10–17 years who were supervised in the community and in detention centres<sup>a, b, c, d, e, f, g, h, i</sup>**



<sup>a</sup> 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). <sup>b</sup> 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 2004 or 30 June 2005. <sup>c</sup> 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 2004 or 30 June 2005. <sup>d</sup> In NSW, figures for 30 June 2005 do not include young people held in the Kariong Juvenile Correctional Centre administered by the NSW Department of Corrective Services. In previous years the Kariong Centre was administered by the NSW Department of Juvenile Justice and the number of young people held at the centre was included in the information provided. <sup>e</sup> 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. <sup>f</sup> 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 2004 and 30 June 2005. Data for 2005 are preliminary. <sup>g</sup> WA counts exclude persons subject to Juvenile Justice Team Referrals. <sup>h</sup> Tasmanian figures are based on daily roll at close of business on 30 June 2004 and 2005. <sup>i</sup> NT data for 2004 were revised to exclude persons subject to a pre-sentence report where the young person is not in custody.

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

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## *Juvenile detentions*

This Report includes descriptive data on the number and detention rates of juveniles in detention. The following data relate to juvenile detention only and do not describe the operation of community-based services, which 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 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 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 fell from 647 to 590 between 1999-2000 and 2003-04 (table F.2).

**Table F.2 Daily average population of people aged 10–17 years in juvenile detention (number)<sup>a</sup>**

	<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>
1999-2000	251	63	112	116	47	31	11	15	647
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

<sup>a</sup> Average based on population of juvenile detention centres on the last day of each quarter of the financial year.

Source: AIC (unpublished).

Nationally, the rate of detention of people aged 10–17 years per 100 000 in the relevant population fell from 30.4 per 100 000 in 1999-2000 to 26.8 per 100 000 in 2003-04, 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 relevant population<sup>a</sup>**

	<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>
1999-2000	35.5	12.4	27.2	52.8	29.1	45.7	30.2	61.2	30.4
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

<sup>a</sup> Detention rates based on average population of juvenile detention centres on the last day of each quarter of the financial year.

Source: AIC (unpublished).

Nationally, females made up 7.6 per cent of the total population of juvenile detention centres at 30 June 2004. Males made up between 89.6 per cent (2001) and 92.4 per cent (2004) of the national population of juvenile detention centres (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</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>
<b>Males</b>									
30 June 2000	91.6	82.7	91.2	89.6	83.1	91.9	93.3	100.0	90.0
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
<b>Females</b>									
30 June 2000	8.4	17.3	8.8	10.4	16.9	8.1	6.7	–	10.0
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

– 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 298 in 2003-04 (table F.5).

**Table F.5 Daily average population of Indigenous people aged 10–17 years in juvenile detention (number)<sup>a</sup>**

	<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>
1999-2000	91	8	60	77	13	na	2	10	261
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

<sup>a</sup> Average based on population of juvenile detention centres on the last day of each quarter of the financial year. **na** Not available.

Source: AIC (unpublished).

Nationally, the daily average detention rate for Indigenous people aged 10–17 years in 2003-04 was 310.1 per 100 000 Indigenous people aged 10–17 years. This rate compared to 13.9 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 and non-Indigenous people aged 10–17 years in juvenile detention, per 100 000 people<sup>a, b, c</sup>**

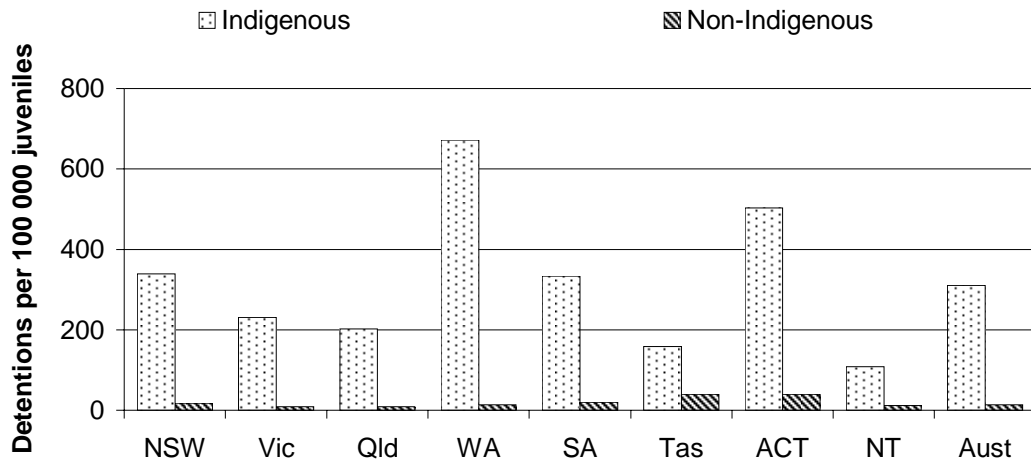
	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
<b>Indigenous</b>									
1999-2000	343.5	181.9	250.8	624.1	266.2	na	284.1	97.6	315.1
2000-01	324.9	142.4	222.2	565.4	265.9	na	524.7	121.4	294.5
2001-02	351.4	135.8	221.1	555.6	388.2	na	624.4	119.9	307.9
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
<b>Non-Indigenous</b>									
1999-2000	23.6	10.9	13.4	18.7	21.9	na	24.6	31.8	17.8
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	17.5	9.1	8.9	13.8	20.3	39.6	39.4	12.2	13.9

<sup>a</sup> Detention rates based on average population of juvenile detention centres on the last day of each quarter of the financial year. <sup>b</sup> Indigenous rates for 2000-01, 2001-02, 2002-03 and 2003-04 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. <sup>c</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 trends over time or consistent differences from other jurisdictions. **na** Not available.

Source: AIC (unpublished).

The overrepresentation of Indigenous young people in detention across jurisdictions in 2003-04 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, 2003-04<sup>a, b, c</sup>**



<sup>a</sup> Detention rates based on average population of juvenile detention centres on the last day of each quarter of the financial year. <sup>b</sup> 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. <sup>c</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 trends over time or consistent differences from other jurisdictions.

Source: AIC (unpublished).

### *Future directions in performance reporting*

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 implementation of the JJ NMDS and the development of performance measures will provide an opportunity to present broader comparative data on the performance of juvenile justice systems in the Report.

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