
15 Protection and support services

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Attachment tables

Attachment tables are identified in references throughout this Indigenous Compendium by an 'A' suffix (for example, in this chapter, table 15A.3). As the data are directly sourced from the 2010 Report, the Compendium also notes where the original table, figure or text in the 2010 Report can be found. For example, where the Compendium refers to '2010 Report, p. 15.15' this is page 15 of chapter 15 of the 2010 Report, and '2010 Report, table 15A.2' is attachment table 2 of attachment 15A of the 2010 Report. A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at (www.pc.gov.au/gsp).

Protection and support services aim to assist individuals and families who are in crisis or experiencing difficulties that hinder personal or family functioning. These services assist by alleviating the difficulties and reducing the potential for their recurrence.

This chapter reports on:

- *child protection services*: functions of government that receive and assess allegations of child abuse and neglect, and/or harm to children and young people, provide and refer clients to family support and other relevant services, and intervene to protect children
- *out-of-home care services*: care for children placed away from their parents for protective or other family welfare reasons
- *juvenile justice services*: services to promote community safety and reduce youth offending by assisting young people to address their offending behaviour
- *supported accommodation and assistance services*: services to assist young people, adults and families who are homeless or at imminent risk of becoming homeless.

Indigenous data in the Protection and support services chapter

The Protection and support services chapter in the *Report on Government Services 2010* (2010 Report) contains the following data items on Indigenous people:

- children who were the subject of a notification (number and rate per 1000 children), 2008-09
- children who were the subject of a substantiation (number and rate per 1000 children), 2008-09

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- children who were on care and protection orders (number and rate per 1000 children), 30 June 2009
 - children who were in out-of-home care (number and rate per 1000 children), 30 June 2009
 - proportion of children aged under 12 years in out-of-home care and in a home-based placement, by Indigenous status, 30 June 2009
 - proportion of children in out-of-home care placed with relatives/kin, 30 June 2009
 - placement in out-of-home care, 30 June 2009
 - average rate of detention of Indigenous and non-Indigenous people aged 10–17 years in juvenile detention, per 100 000 people, 2007-08
 - rate and number of escapes from juvenile justice detention centres, by Indigenous status, 2008-09
 - rate and number of escapes from escorted movement, by Indigenous status, 2008-09
 - proportion of case plans prepared within 6 weeks of commencing sentenced detention orders and sentenced community-based orders, 2008-09
 - proportion of Indigenous people among all accommodated SAAP clients and among people whose valid requests for accommodation were unmet, 2007-08
 - closed support periods, by the existence of a support plan, 2007-08
 - Indigenous clients, by met and unmet support needs, 2007-08
 - changes in labour force status of clients who needed assistance to obtain/maintain employment and training before/after SAAP support, 2007-08
 - source of income immediately before/after SAAP support of Indigenous clients who needed assistance to obtain/maintain a pension or benefit, 2007-08
 - accommodation type before and after SAAP support, for clients who requested assistance with obtaining or maintaining housing, Indigenous SAAP clients, 2007-08

The Protection and support services attachment contains additional data relating to Indigenous people including:

- child protection notifications, investigations and substantiations, 2008-09
- number of children admitted to and discharged from care and protection orders by Indigenous status, 2008-09

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- number of children on care and protection orders by type of order and Indigenous status, at 30 June 2009
 - children in notifications, investigations and substantiations and children on care and protection orders: number and rate per 1000 children in the target populations, 2008-09
 - children in out-of-home care (number and rate per 1000 children) and placement type, 30 June 2009
 - number of children who exited care during the year 2008-09 and length of time spent in care
 - children in out-of-home care placed with relatives/kin, 30 June
 - children in out-of-home care by relationship of caregiver, 30 June 2009
 - children aged under 12 years in out-of-home care and in a home-based placement, 30 June 2009
 - intensive family support services: number of children aged 0–17 years commencing intensive family support services by gender
 - target population data used for annual data, December ('000)
 - target population data used for end of financial year data, March ('000)
 - daily average population of Indigenous people aged 10–17 years in juvenile detention (number)
 - average rates of detention and Indigenous rate ratio, young people aged 10-17 years in juvenile detention, per 100 000 people
 - custody nights, 2008-09
 - proportion of pre-sentence reports completed by juvenile justice agencies, 2008-09
 - deaths in custody, 2008-09
 - young people in detention attending education and training, 2008-09
 - escapes from detention and escorted movement, 2008-09
 - absconds from unescorted leave, 2008-09
 - case plans prepared/reviewed within 6 weeks of commencing a sentenced order, 2008-09
 - proportion of Indigenous people among all accommodated SAAP clients and among people whose valid requests for accommodation were unmet, 2007-08
 - closed support periods, by the existence of a support plan, 2007-08
 - support needs of Indigenous clients, met and unmet, 2007-08

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- closed support periods in which Indigenous clients needed assistance to obtain/maintain independent housing, by type of tenure, 2007-08
 - closed support periods: Labour force status of Indigenous clients who needed employment and training assistance, before and after SAAP support, 2007-08
 - Indigenous SAAP clients who exited from the service and who returned to SAAP agencies before the end of that year, 2007-08
 - source of income immediately before and after SAAP support of Indigenous clients who needed assistance to obtain/maintain a pension or benefit, 2007-08

Child protection and out-of-home care services

Child protection services are provided to protect children and/or young people aged 0–17 years who are at risk of harm within their families, or whose families do not have the capacity to protect them.

Research suggests that children and families who come into contact with the protection and support services system often share common social and demographic characteristics. Families with low incomes or that are reliant on pensions and benefits, those that experience alcohol and substance abuse, or a psychiatric disability, and those that have a family history of domestic violence are over-represented in the families that come into contact with the protection and support services system (Department of Human Services 2002; The Allen Consulting Group 2008).

Child protection concerns and Indigenous communities

Studies have highlighted the high incidence of child abuse and neglect within some Indigenous communities, compared with non-Indigenous communities. Indigenous families across Australia have been found to experience high levels of violence, compared with non-Indigenous families (AIHW 2006a). The final report of the Northern Territory Board of Inquiry into the Protection of Aboriginal Children from Sexual Abuse (2007), identified child sexual abuse as a significant issue for many of the remote NT Aboriginal communities consulted as part of the Inquiry. The final report of the WA Inquiry into Response by Government Agencies to Complaints of Family Violence and Child Abuse in Aboriginal Communities (Gordon Report 2002), also found high levels of violence and child abuse within Aboriginal communities in WA.

Out-of-home care services

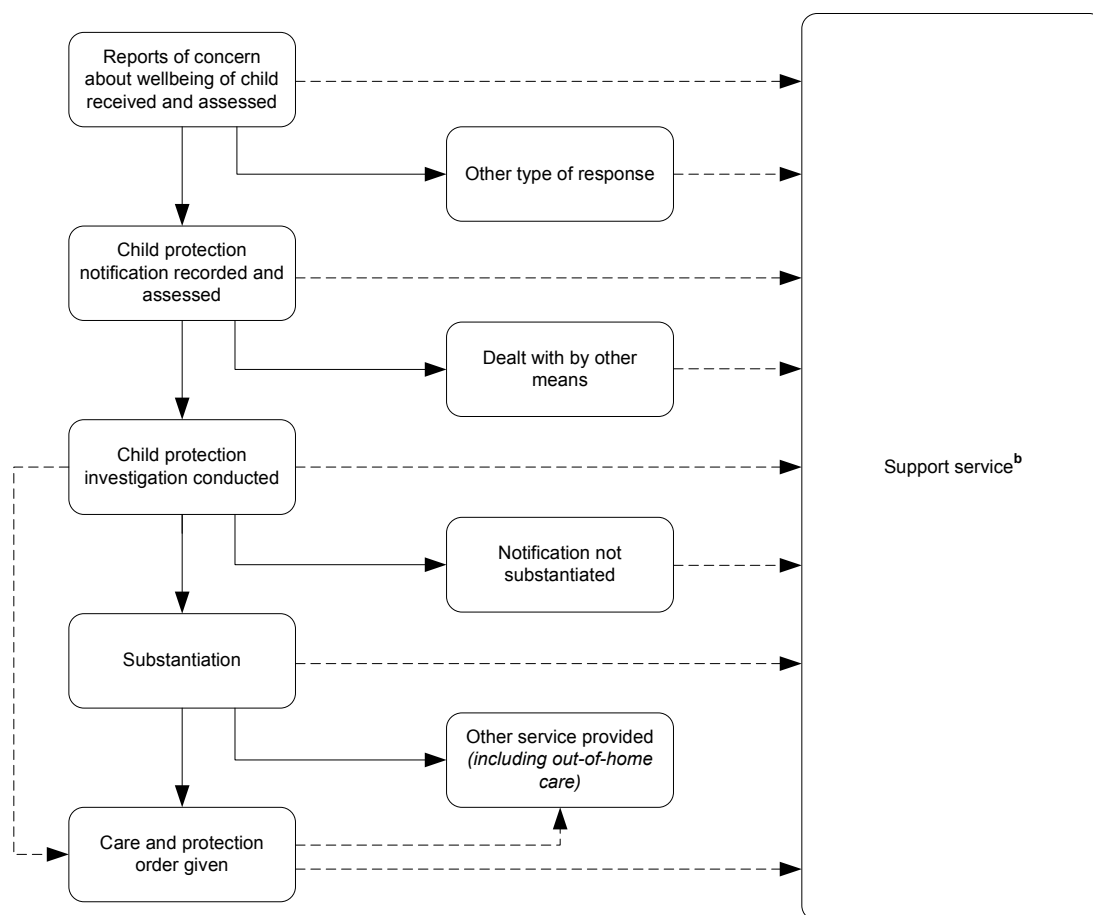
Out-of-home care services provide care for children and young people aged 0–17 years who are placed away from their parents or family home for reasons of safety or family crisis. These reasons include abuse, neglect or harm, illness of a parent and the inability of parents to provide adequate care. Placements may be voluntary or made in conjunction with care and protection orders.

The child protection system

Child protection legislation, policies and practices vary across jurisdictions. However, the broad processes in child protection systems are similar (figure 15.1).

State and Territory departments with responsibility for child protection are advised of concerns about the wellbeing of children through reports to these departments. Reports may be made by people mandated to report or by other members of the community. Individuals and organisations mandated to report vary across states and territories, and may include medical practitioners, police services, school teachers and principals. These reports are assessed and classified as child protection notifications, child concern reports, or matters requiring some other kind of response. The most common source of notifications in 2008-09 in all jurisdictions were the police. The second most common source of notifications varied across jurisdictions and included social workers and school personnel (AIHW 2010).

Figure 15.1 The child protection system^a



^a Dashed lines indicate that clients may or may not receive these services, depending on need. ^b Support services include family support or family preservation services provided by departments responsible for child protection and referrals to other agencies.

Source: Australian State and Territory governments (unpublished) 2010 Report, figure 15.1, p. 15.9.

Notification

Jurisdictions count notifications at different points in the response to a report, ranging from the point of initial contact with the source of the report to the end of a screening and decision making process. This means the number of notifications is not strictly comparable across jurisdictions.

Most jurisdictions assesses incoming reports to determine whether they meet the threshold for recording a notification. Notifications are subsequently investigated based on the policies and practices in each jurisdiction. Once it has been decided that an investigation is required, the investigation process is similar across jurisdictions. The department responsible for child protection may obtain further information about the child and his or her family by checking information systems

for any previous history, undertaking discussion with agencies and individuals, interviewing/sighting the child and/or interviewing the caregivers/parents. At a minimum, the child is sighted whenever practicable, and the child's circumstances and needs are assessed. Where possible, an investigation determines whether a notification is substantiated or not substantiated (figure 15.1).

Rates of children subject to notifications, investigations and substantiations are calculated for children aged 0–16 years, given differences across jurisdictions' in legislation, policies and practices regarding children aged 17 years. Rates of children on care and protection orders and in out-of-home care are calculated for children aged 0–17 years.

Nationally, 204 463 children aged 0–16 years were the subject of child protection notifications in 2008-09. The rate of notifications per 1000 children in the population aged 0–16 years was 43.1 in 2008-09 (table 15A.4). The total number of notifications for each jurisdiction for 2008-09 (including cases where a child is the subject of more than one child protection notification) by Indigenous status of the child is reported in table 15A.1.

Notifications data are collected early in the child protection process and often before an agency has full knowledge of a child's family circumstances. This lack of information and the inherent difficulties in identifying Indigenous status mean that data on the number of notifications by Indigenous status need to be interpreted with care.

Substantiation

The legal definition of harm or risk of harm, abuse or risk of abuse are similar across jurisdictions. Traditionally, child protection legislation and policy focused on the identification and investigation of narrowly defined incidents that were broadly grouped as types of abuse or neglect. Across all jurisdictions, the focus has now shifted away from the actions of parents and guardians, toward the desired outcomes for the child, the identification and investigation of actual and/or likely harm or risk to the child, and the child's needs. While the legal criteria for substantiating such matters are now similar across jurisdictions, there remain some differences in practice, including different thresholds for recording a substantiation related to risk of harm.

If an investigation results in a substantiation, intervention by child protection services might be needed to protect the child. This intervention can take a number of forms, including one or more of: referral to other services; supervision and support; an application to court; and a placement in out-of-home care.

Nationally, 8135 Indigenous and 24 343 non-Indigenous children were the subject of a substantiation in 2008-09. The rate of children who were the subject of a substantiation per 1000 children in the target population aged 0–16 years was 36.8 for Indigenous children and 5.4 for non-Indigenous children (table 15A.4).

Care and protection orders

Although child protection substantiations are often resolved without the need for a court order (which is usually a last resort) recourse to a court may take place at any point in the child protection investigation process. The types of orders available vary across jurisdictions and may include guardianship or custody orders, supervisory orders, and interim and temporary orders.

Nationally, 10 271 Indigenous and 25 138 non-Indigenous children were on care and protection orders at 30 June 2009. The rate of children on care and protection orders per 1000 children in the target population aged 0–17 years was 43.8 for Indigenous children and 5.2 for non-Indigenous children (table 15A.4).

Further information regarding children on care and protection orders is included in the attachment tables. Table 15A.2 identifies the number of children admitted to and discharged from care and protection orders by Indigenous status, 2008-09. Table 15A.3 identifies the number of children on care and protection orders by type of order and Indigenous status at 30 June 2009.

Out-of-home care

Out-of-home care is one of a range of services provided to children and families where there is a need to provide safe care for a child. Children are placed in out-of-home care as a last resort when it is not in their best interests to remain with their family (for example, because they are not safe or because no one is able or willing to provide care). Where children are placed in out-of-home care, placement with the extended family or community is sought where possible, particularly in the case of Indigenous children (AIHW 2006b). Continued emphasis is placed on improving case planning and case management processes to facilitate the safe return home of children in out-of-home care and to maximise case workers' contact time with children and families.

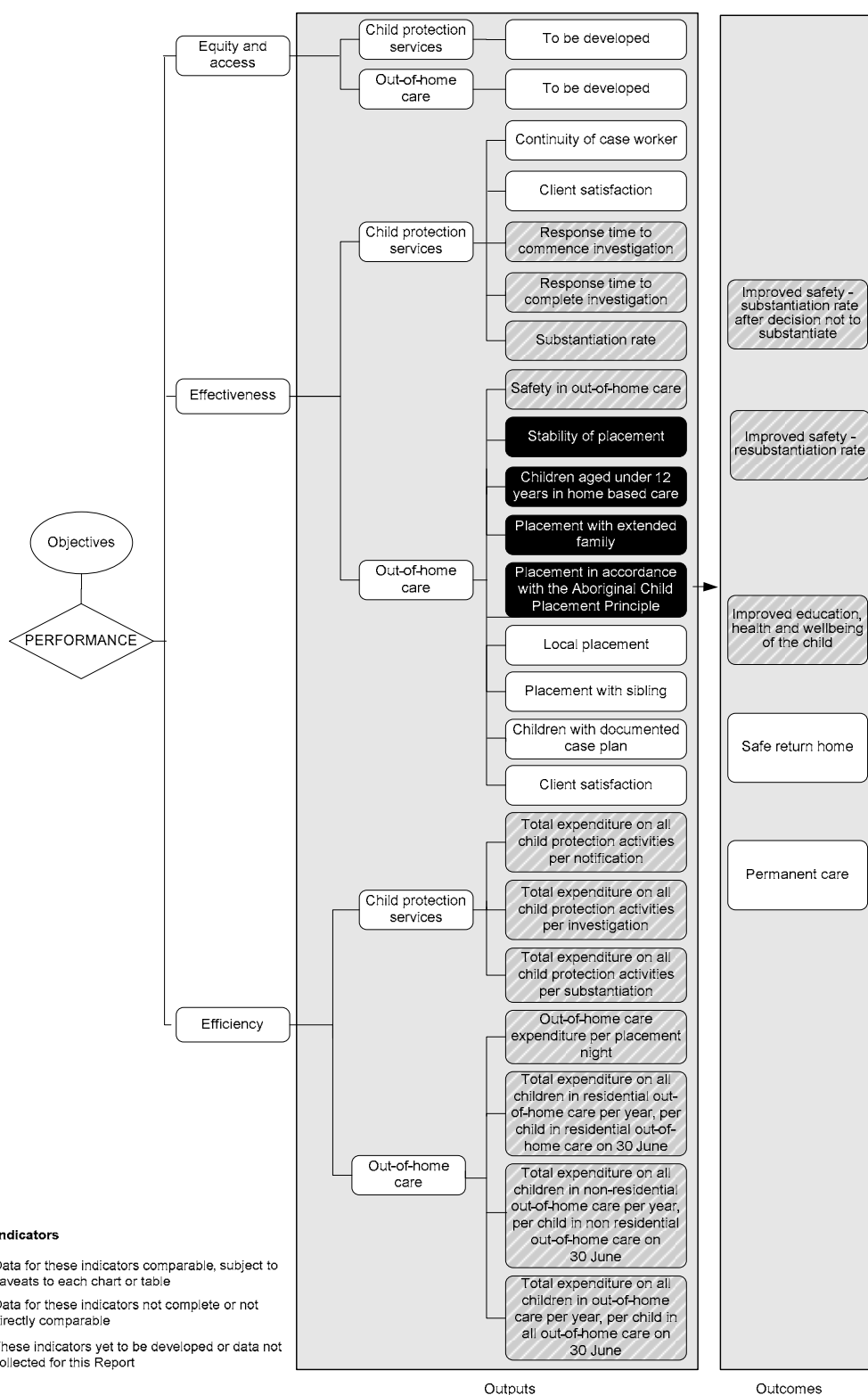
Nationally, 10 512 Indigenous children and 23 557 non-Indigenous children were in out-of-home care at 30 June 2009. The rate of children in out-of-home care per 1000 children in the target population aged 0–17 years was 44.8 for Indigenous children and 4.9 for non-Indigenous children (table 15A.5).

Further information on children in out-of-home care is included in the attachment tables. Table 15A.6 identifies the number of children in out-of-home care by Indigenous status and placement type at 30 June 2009. Table 15A.7 identifies the number of children in out-of-home care by Indigenous status and whether they were on a care and protection order at 30 June 2009. Table 15A.8 identifies the number of children in out-of-home care by Indigenous status and length of time in continuous out-of-home care as at 30 June 2009. Table 15A.9 identifies the number of children who exited care during 2008-09, by Indigenous status and length of time spent in care.

Framework of performance indicators for child protection and out-of-home care services

Data for Indigenous people are reported for a subset of the performance indicators for child protection and out-of-home care services in the 2010 Report. It is important to interpret these data in the context of the broader performance indicator framework outlined in figure 15.2. The performance indicator framework shows which data are comparable in the 2010 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

Figure 15.2 Performance indicators for child protection and out-of-home care services



Source: 2010 Report, figure 15.3, p. 15.15.

Child protection and out-of-home care services reporting for Indigenous people

Out-of-home care — children aged under 12 years in home-based care

‘Children aged under 12 years in home-based care’ is an indicator of governments’ objective to provide services which meet the needs of the recipients (box 15.1).

Box 15.1 Children aged under 12 years in home-based care

‘Children aged under 12 years in home-based care’ is defined as the number of children under 12 years of age placed in home-based care divided by the total number of children under 12 years in out-of-home care.

A high rate for this indicator is desirable. This indicator should be interpreted in conjunction with other placement indicators.

Placing children in home-based care is generally considered to be in their best interests, particularly for younger children. Children will generally make better developmental progress (and have more ready access to normal childhood experiences) in family settings rather than in residential care.

Data reported for this indicator are comparable.

The proportion of all children aged under 12 years in care who were placed in home-based care (excluding family group homes) at 30 June 2009 was 97.9 per cent nationally. In most jurisdictions the proportion of Indigenous children aged under 12 years who were placed in home-based care was similar to that of non-Indigenous children (figure 15.3).

Figure 15.3 **Proportion of children aged under 12 years in out-of-home care and in a home-based placement, by Indigenous status, 30 June 2009^{a, b}**



^a Family group homes are not classified as being home-based care. ^b Non-Indigenous status includes children whose Indigenous status is unknown or not stated.

Source: AIHW (unpublished), derived from *Children in out-of-home care, Australia* data collection; table 15A.12; 2010 Report, figure 15.9, p. 15.29.

Out-of-home care — placement with extended family

‘Placement with extended family’ is an indicator of governments’ objective to provide services that meet the needs of recipients on the basis of relative need and available resources (box 15.2).

Box 15.2 Placement with extended family

'Placement with extended family' is defined as the proportion of all children in out-of-home care who are placed with relatives or kin who receive government financial assistance to care for that child.

A high or increasing rate for this indicator is desirable. 'Placement with extended family' needs to be considered with other factors in the placement decision. Placing children with their relatives or kin is generally the preferred out-of-home care placement option. This option is generally associated with better long term outcomes due to increased continuity, familiarity and stability for the child. Relatives are more likely to have or form long term emotional bonds with the child. Placement with familiar people can help to overcome the loss of attachment and belonging that can occur when children are placed in out-of-home care.

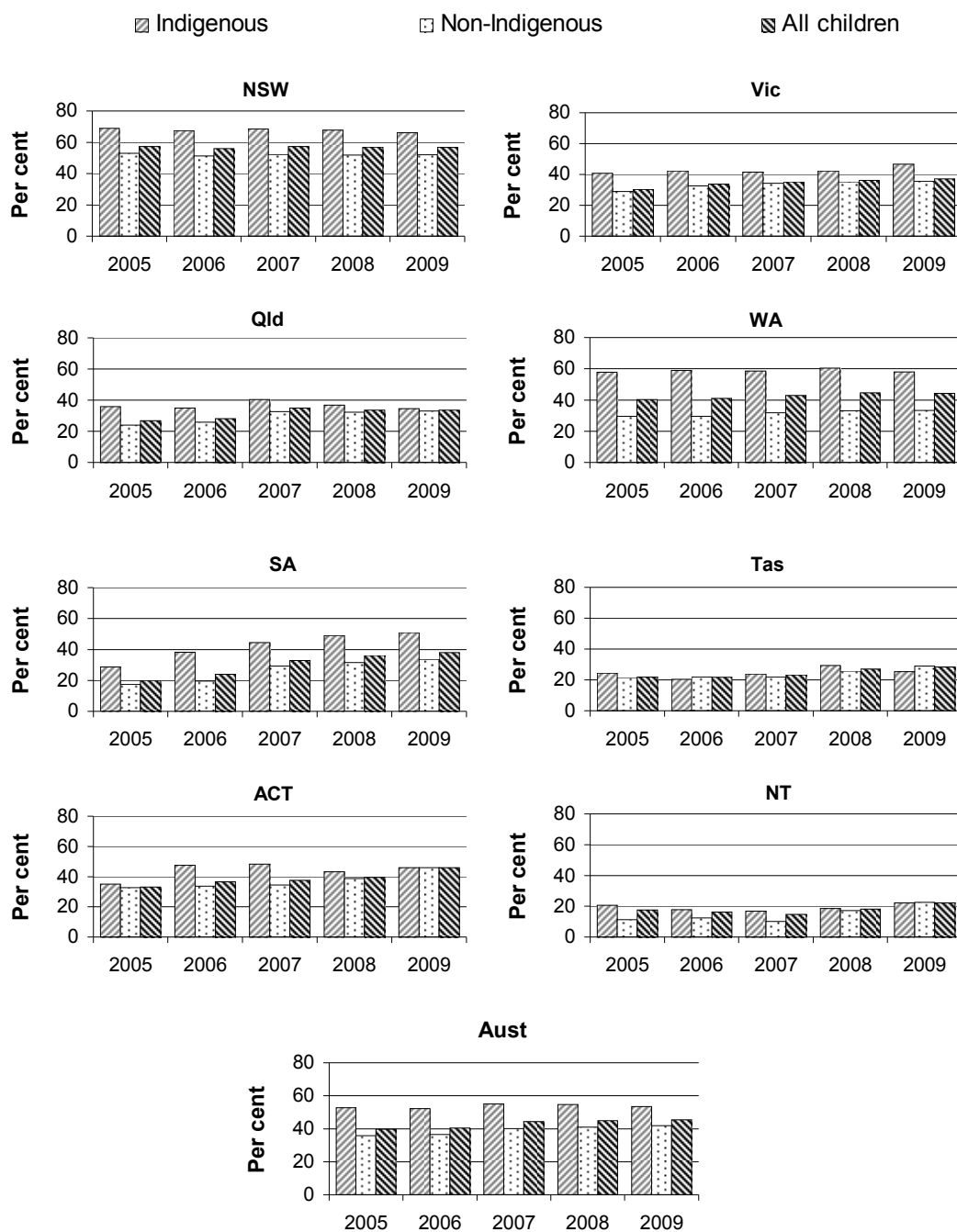
Placements with extended family may not always be the best option. Long standing family dynamics can undermine the pursuit of case goals such as reunification, and the possibility of intergenerational abuse needs to be considered. In addition, depending on the individual circumstances of the child, it may be more important to have a local placement that enables continuity at school, for example, rather than a distant placement with relatives.

Data reported for this indicator are comparable.

Figure 15.4 shows the proportion of children placed with relatives or kin by Indigenous status for the past 4 years. Although these data are comparable, each jurisdiction is shown separately for simpler presentation. The proportion of children placed with relatives or kin at 30 June 2009 was greater for Indigenous children than for non-Indigenous children in all jurisdictions and nationally (figure 15.4).

The Aboriginal Child Placement Principle places considerable emphasis on the placement of Indigenous children with extended family. This principle is discussed in box 15.3.

Figure 15.4 Proportion of children in out-of-home care placed with relatives/kin, by Indigenous status, 30 June^a



^a Non-Indigenous status includes children whose Indigenous status is unknown or not stated.

Source: AIHW (unpublished), derived from *Children in out-of-home care, Australia* data collection; table 15A.10; 2010 Report, figure 15.10, p. 15.31.

Out-of-home care — placement in accordance with the Aboriginal Child Placement Principle

‘Placement in accordance with the Aboriginal Child Placement Principle’ is an indicator of governments’ objective to protect the safety and welfare of Indigenous children while maintaining their cultural ties and identity (box 15.3).

Box 15.3 Placement in accordance with the Aboriginal Child Placement Principle

‘Placement in accordance with the Aboriginal Child Placement Principle’ is defined as the number of Indigenous children placed with the child’s extended family, Indigenous community or other Indigenous people, divided by the total number of Indigenous children in out-of-home care. Data are reported separately for children placed (i) with relative/kin, (ii) with a non-relative Indigenous carer or in Indigenous residential care, and (iii) not placed with relative/kin, a non-relative Indigenous carer or in Indigenous residential care.

A high proportion of children placed in accordance with the principle is desirable.

Placing Indigenous children in circumstances consistent with the Aboriginal Child Placement Principle is considered to be in their best interests. However, it is one factor among many considerations for the child’s safety and wellbeing that must be carefully considered in the placement decision. In the application of this principle, departments consult with and involve appropriate Indigenous individuals and/or organisations. If the preferred options are not available, the child may be placed (after appropriate consultation) with a non-Indigenous family or in a residential setting. The principle does not preclude the possibility that in some instances, placement in a non-Indigenous setting, where arrangements are in place for the child’s cultural identity to be preserved, might be the most appropriate placement for the child.

This indicator needs to be interpreted with care as it is a proxy for compliance with the principle. This indicator reports the placement outcomes of Indigenous children rather than compliance with the principle. The indicator does not report whether the hierarchy was followed in the consideration of the best placement for the child, nor whether consultation was had with appropriate Indigenous individuals or organisations.

Data reported for this indicator are comparable.

According to the Aboriginal Child Placement Principle (NSW Law Reform Commission 1997) the following hierarchy of placement option should be pursued in protecting the safety and welfare of Indigenous children:

- placement with the child’s extended family (which includes Indigenous and non-Indigenous relatives/kin)
- placement within the child’s Indigenous community

- placement with other Indigenous people.

All jurisdictions have now adopted this principle in both legislation and policy.

Nationally, at 30 June 2009, 54.2 per cent of Indigenous children in out-of-home care were placed with a relative/kin, 18.4 per cent placed with a non-relative Indigenous carer or in Indigenous residential care, and 27.4 per cent were not placed with relative/kin, a non-relative Indigenous carer or in Indigenous residential care (figure 15.5).

The proportion of Indigenous children in out-of-home care at 30 June 2009 who were placed with Indigenous or non-Indigenous relatives or kin or with another Indigenous carer or in Indigenous residential care varied across jurisdictions (figure 15.5).

Figure 15.5 Placement of Indigenous children in out-of-home care, 30 June 2009^{a, b}



Relative/Kin = Placed with relative/kin. Other Indigenous = Placed with other Indigenous carer or Indigenous residential care. Other = Not placed with relative/kin, other Indigenous carer or Indigenous residential care. ^a Excludes Indigenous children living independently and those whose living arrangements were unknown. ^b Data for Tasmania and the ACT relate to a small number of Indigenous children (130 and 100 respectively) in care at 30 June 2009.

Source: AIHW (unpublished), derived from *Children in out-of-home care, Australia* data collection; table 15A.11; 2009 Report, figure 15.11, p. 15.33.

Future directions in child protection and out-of-home care services performance reporting

COAG developments

National framework for protecting Australia's children 2009—2020

In May 2008, the Australian Government released a discussion paper for consultation, *Australia's children, safe and well: A national framework for protecting Australia's children*. The discussion paper was developed by the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) to canvass options for a national framework for protecting Australian children. Comments on the discussion paper were invited up until 30 June 2008. During this time, the Australian Government received almost 200 submissions. Consultations were also held across Australia. On 30 April 2009, COAG endorsed the final framework, *Protecting Children is Everyone's Business: National Framework for Protecting Australia's Children 2009-2020* ("the National Framework").

1. The National Framework's main goal is to ensure that Australia's children and young people are safe and well. To measure this high-level outcome, the National Framework sets the following target: a substantial and sustained reduction in child abuse and neglect in Australia over time. To demonstrate progress towards achieving the target of a substantial and sustained reduction in child abuse and neglect over time, the National Framework sets out four key measures and six supporting outcomes, one of which is that Indigenous children are supported and safe in their families and communities.

The Report's child protection and out-of-home care performance indicator framework already includes and reports upon several National Framework performance indicators. In addition, the Steering Committee has previously identified developments for the Report's child protection and out-of-home care performance indicator framework which are complementary to many of the measures in the National Framework. In further developing the Report's child protection and out-of-home care performance indicator framework, the Steering Committee will reflect and report consistently with applicable National Framework developments.

Report on Government Services alignment with National Agreement reporting

It is anticipated that future editions of this chapter will align with applicable National Agreement indicators, including the National Indigenous Reform

Agreement (NIRA). Further alignment between the Report and National Agreement indicators, and other reporting changes, might result from future developments in National Agreement and National Partnership reporting.

Juvenile justice services

Juvenile justice systems are responsible for attending to young people (predominantly aged 10–17 years) who have committed or allegedly committed an offence while considered by law to be a juvenile. In so doing, juvenile justice systems aim to promote community safety and reduce youth offending by assisting young people to address their offending behaviour and take responsibility for the effect their behaviour has on victims and the wider community.

Responsibility for the provision of juvenile justice services in Australia resides with State and Territory governments. The relevant department in each State and Territory responsible for funding and/or providing juvenile justice services in 2008-09 is listed in 2010 Report, box 15.29. Each jurisdiction has its own legislation that determines the policies and practices of its juvenile justice system. While this legislation varies in detail, its intent is similar across jurisdictions. National coordination takes place through the Australasian Juvenile Justice Administrators (AJJA). AJJA is a Standing Committee of the Community and Disability Services Ministerial Advisory Council (CDSMAC).

Juvenile detention

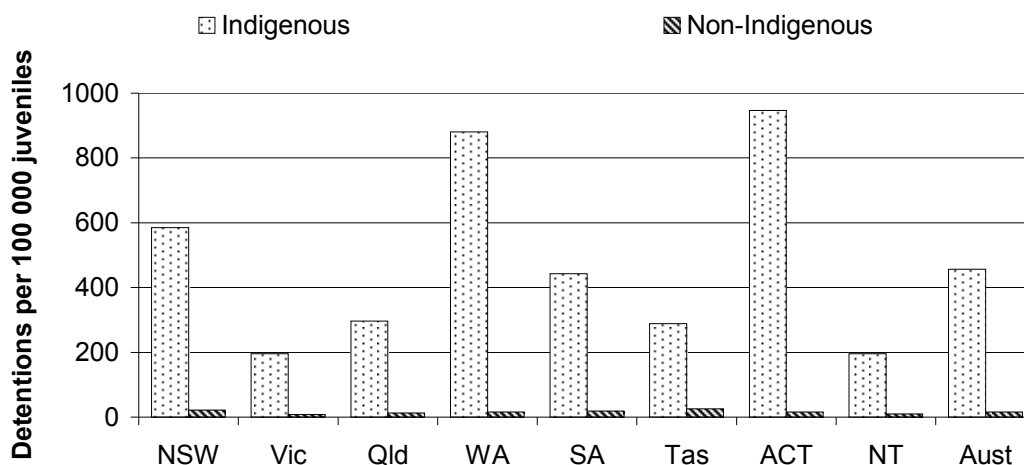
Numbers and rates of Indigenous young people placed in detention

The daily average number of Indigenous young people aged 10–17 years detained in juvenile detention centres was 469 in 2007-08 (table 15A.112). Nationally, the daily average detention rate for Indigenous people aged 10–17 years in 2007-08 was 456.1 per 100 000 Indigenous people aged 10–17 years. The rate for the non-Indigenous population aged 10–17 years in 2007-08 was 15.3 per 100 000 non-Indigenous people aged 10-17 years (table 15A.113).

Jurisdictional comparisons need to be treated with caution, especially for jurisdictions 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.

The over-representation of Indigenous young people in detention across jurisdictions in 2007-08 is shown in figure 15.6.

Figure 15.6 Average rate of detention of Indigenous and non-Indigenous people aged 10–17 years in juvenile detention, per 100 000 people, 2007-08^{a, b}



^a Rates of detention for Indigenous and non-Indigenous people in NSW in each quarter in 2007-08 include young people in the care of both the NSW Department of Juvenile Justice and the Department of Corrective Services. ^b The ACT rate for Indigenous young people should be treated with caution due to the small Indigenous population in the ACT. The rate ratio at table 15A.113 should also be taken into account.

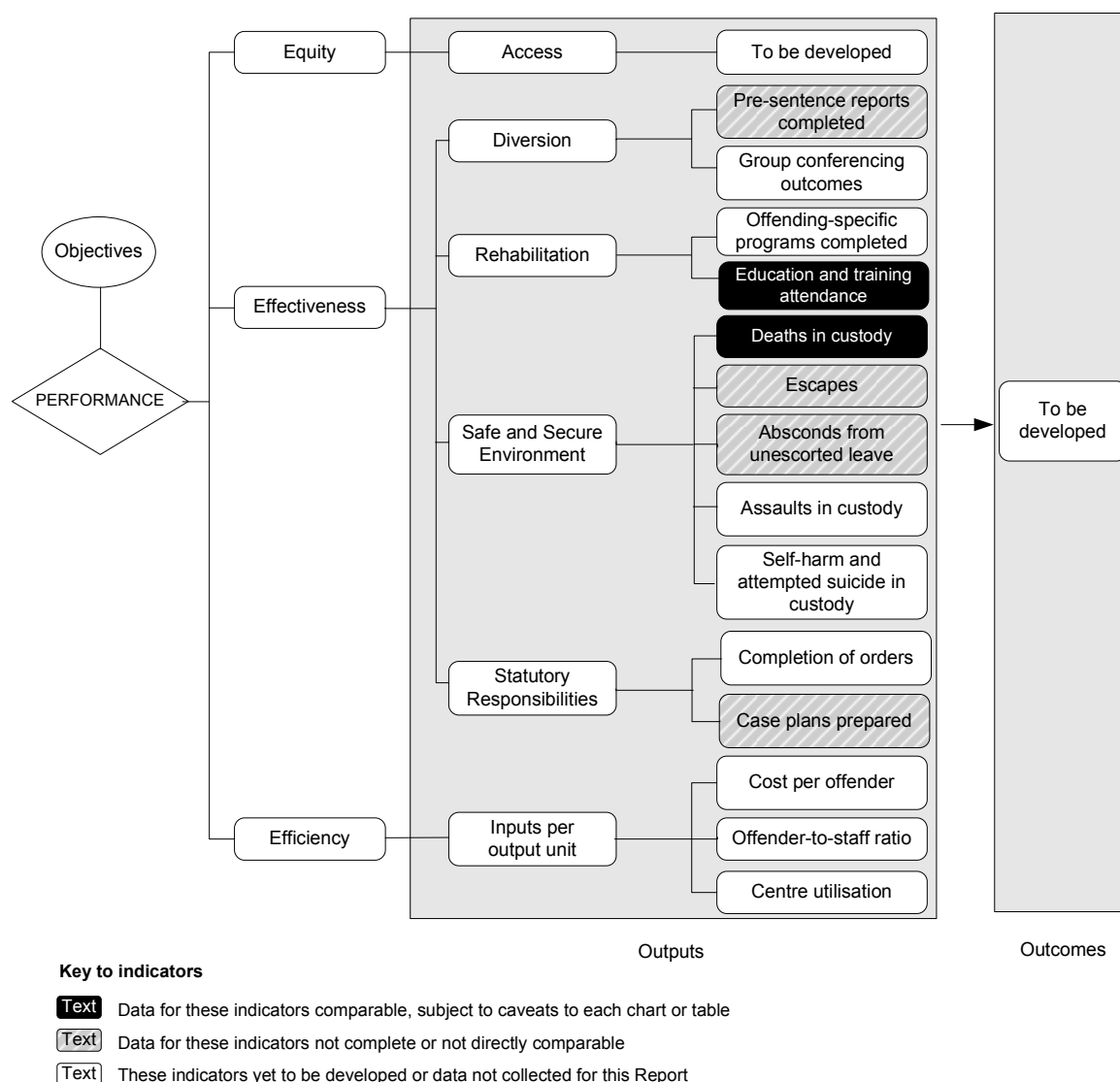
Source: AIHW JJ NMDS (unpublished); AIC Juveniles in detention (unpublished); table 15A.113; 2010 Report, figure 15.17, p. 15.58.

Framework of performance indicators for juvenile justice services

Data for Indigenous people are reported for a subset of the performance indicators for juvenile justice in the 2010 Report. It is important to interpret these data in the context of the broader performance indicator framework outlined in figure 15.7. The performance indicator framework shows which data are comparable in the 2010 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

Figure 15.7 Performance indicators for juvenile justice services



Source: 2010 Report, figure 15.18, p. 15.60.

Juvenile justice services reporting for Indigenous people

Safe and secure environment — escapes

‘Escapes’ is an indicator of governments’ objective to ensure that juvenile justice agencies provide a safe and secure environment for young people in custody, and the community (box 15.4).

Box 15.4 Escapes

'Escapes' is defined by two measures:

- the number of escapes from a juvenile justice detention centre, as a proportion of all young people in custody
- the number of escapes during periods of escorted movement, as a proportion of all periods of escorted movement.

An escape from a juvenile justice detention centre is defined as a breach of a secure perimeter or defined boundary of a juvenile justice detention centre by a young person under the supervision of the centre.

A period of escorted movement is defined as a period of time during which a young person is in the custody of the juvenile justice agency while outside a detention centre. The period of escorted movement ends when the young person is returned to the detention centre, or is no longer in the legal or physical custody of the juvenile justice agency. An escape from an escorted movement is defined as the failure of a young person to remain in the custody of a supervising juvenile justice worker or approved service provider during a period of escorted movement.

An escape is counted each time a young person escapes. For example, if a young person escapes three times in a counting period, three escapes are recorded. If three young people escape at the same time, three escapes are recorded.

A zero escape rate is desirable.

Data reported for this indicator are not complete.

Nationally, there was a total of 4 escapes from juvenile justice detention in 2008-09, which was equivalent to 0.1 escapes per 10 000 young people in juvenile justice detention in 2008-09 (table 15.1).

Table 15.1 Rate and number of escapes from juvenile justice detention centres, by Indigenous status, 2008-09^a

| | <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> |
|----------------------------------|------------|------------|------------|-----------|-----------|------------|------------|-----------|-------------|
| Rate per 10 000 detainees | | | | | | | | | |
| Indigenous | 0.4 | – | – | – | – | – | – | – | 0.2 |
| Non-Indigenous | 0.1 | – | – | – | – | – | – | – | 0.1 |
| Unknown | – | – | .. | – | – | .. | .. | .. | – |
| Total | 0.3 | – | – | – | – | – | – | – | 0.1 |
| Number of escapes | | | | | | | | | |
| Indigenous | 3.0 | – | – | – | – | – | – | – | 3.0 |
| Non-Indigenous | 1.0 | – | – | – | – | – | – | – | 1.0 |
| Unknown | – | – | – | – | – | – | – | – | – |
| Total | 4.0 | – | – | – | – | – | – | – | 4.0 |

^a Refer to table 15A.118 for detailed footnotes. .. Not applicable. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); table 15A.118; 2010 Report, table 15.5, p. 15.67.

Nationally, there was a total of 5 escapes from escorted movements in 2008-09, which was equivalent to 3.0 escapes per 10 000 periods of escorted movement in 2008-09 (table 15.2). The number of escapes from escorted movement in 2008-09 varied across jurisdictions.

Table 15.2 Rate and number of escapes from escorted movement, by Indigenous status, 2008-09^a

| | <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> |
|---|------------|------------|------------|-----------|-----------|------------|------------|-----------|-------------|
| Rate per 10 000 periods of escorted movement | | | | | | | | | |
| Indigenous | – | – | – | – | 10.2 | – | – | na | 1.5 |
| Non-Indigenous | 5.3 | – | – | – | – | na | – | na | 4.6 |
| Unknown | – | .. | .. | .. | .. | – | – | – | – |
| Total | 3.0 | – | – | – | 3.6 | 28.1 | – | – | 3.1 |
| Number of escapes | | | | | | | | | |
| Indigenous | – | – | – | – | 1.0 | – | – | na | 1.0 |
| Non-Indigenous | 2.0 | – | – | – | – | 2.0 | – | na | 4.0 |
| Unknown | – | – | – | – | – | – | – | – | – |
| Total | 2.0 | – | – | – | 1.0 | 2.0 | – | – | 5.0 |

^a Refer to table 15A.118 for detailed footnotes. **na** Not available. .. Not applicable. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); table 15A.118; 2010 Report, table 15.6, p. 15.68.

Statutory responsibilities — case plans prepared

‘Case plans prepared’ is an indicator of governments’ objective to ensure that juvenile justice agencies support young people to minimise the likelihood of re-offending by addressing their offending-related needs (box 15.5).

Box 15.5 Case plans prepared

‘Case plans prepared’ is defined as the number of eligible young people who had a documented case plan prepared or reviewed within six weeks of commencing:

- a sentenced detention order, as a proportion of all young people commencing a sentenced detention order
- a sentenced community-based order, as a proportion of all young people commencing a sentenced community-based order.

An eligible young person is one who is serving a sentenced order that requires case management.

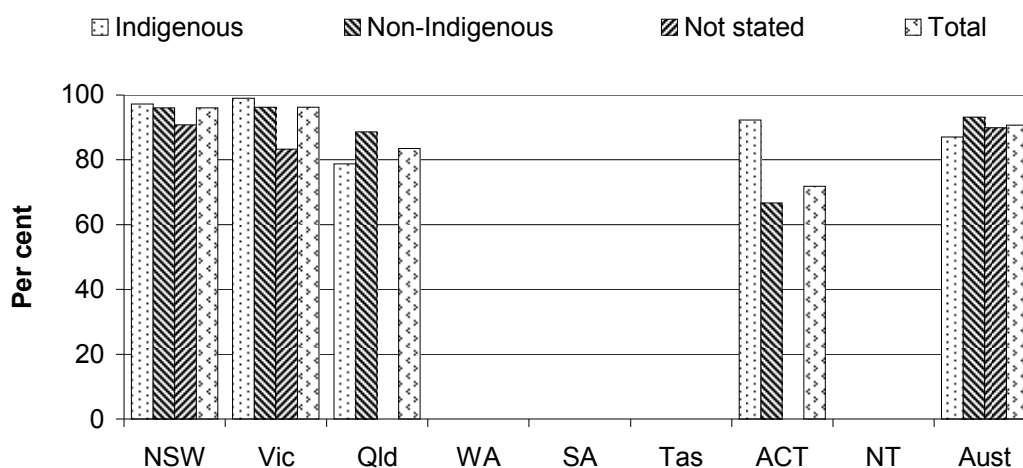
A high or increasing rate of case plans prepared is desirable.

Data reported for this indicator are not complete.

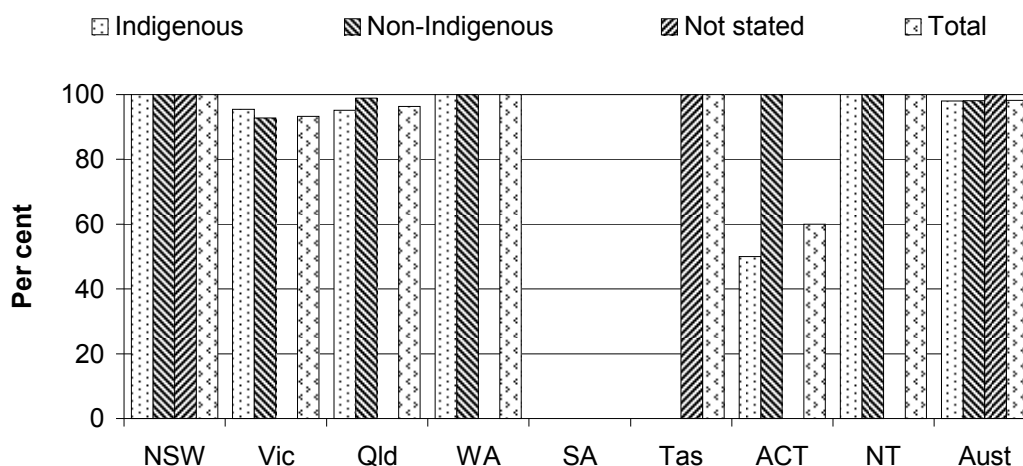
Nationally, 90.7 per cent of case plans were prepared within six weeks of commencing a sentenced community-based order in 2008-09 (figure 15.8(a)). Nationally, 98.2 per cent of case plans were prepared within six weeks of commencing a sentenced detention order in 2008-09 (figure 15.8(b)). Proportions varied across jurisdictions.

Figure 15.8 Proportion of case plans prepared within 6 weeks of commencing sentenced detention orders and sentenced community-based orders, by Indigenous status, 2008-09^a

(a) Case plans prepared within 6 weeks of commencing a sentenced community-based order^b



(b) Case plans prepared within 6-weeks of commencing a sentenced detention order^c



^a Refer to table 15A.120 for detailed footnotes. ^b Data for case plans prepared within 6 weeks of commencing a sentenced community-based order were not available for WA, SA, Tasmania and the NT. ^c Data for case plans prepared within 6 weeks of commencing a sentenced detention order were not available for SA.

Source: State and Territory governments (unpublished); table 15A.120; 2010 Report, figure 15.21, p. 15.71.

Supported accommodation and assistance services

Supported accommodation and assistance services aim to assist people who are homeless or at imminent risk of becoming homeless as a result of a crisis, including women and children escaping domestic violence.

The Supported Accommodation Assistance Program (SAAP) was established in 1985 to bring homelessness programs funded by individual State and Territory governments and the Australian Government under one nationally coordinated program. The most recent program (SAAP V 2005-2010, but replaced on 1 January 2009) was governed by the *Supported Accommodation Assistance Act 1994*. The Act specified that the overall aim of SAAP was to provide transitional supported accommodation and related support services to assist people who are homeless to achieve self-reliance and independence. Within this broad aim, the goals of the SAAP program were to resolve crises, to re-establish family links where appropriate, and to re-establish a capacity to live independently of SAAP services.

As part of the SAAP program, non-government, community and local government agencies delivered a variety of services to clients, including supported accommodation, counselling, advocacy, links to housing, health, education and employment services, outreach support, brokerage and meals services, and financial and employment assistance.

SAAP and the link with other services

Close links also exist with other forms of housing assistance reported in the Housing chapter of the Report (chapter 16). Chapter 16 focuses on the performance of government in providing public housing, State owned and managed Indigenous housing (SOMIH), community housing, and financial assistance for crisis accommodation under the Commonwealth State Housing Agreement (CSHA). As the CSHA was subsumed by the National Affordable Housing Agreement (NAHA) on 1 January 2009, chapter 16 of this Report includes CSHA data from 1 July 2008 to 31 December 2008, and NAHA data from 1 January 2009 to 30 June 2009 (termed CSHA/NAHA data).

Framework of performance indicators for supported accommodation and assistance services

Data for Indigenous people are reported for a subset of the performance indicators for SAAP services in the 2010 Report. It is important to interpret these data in the

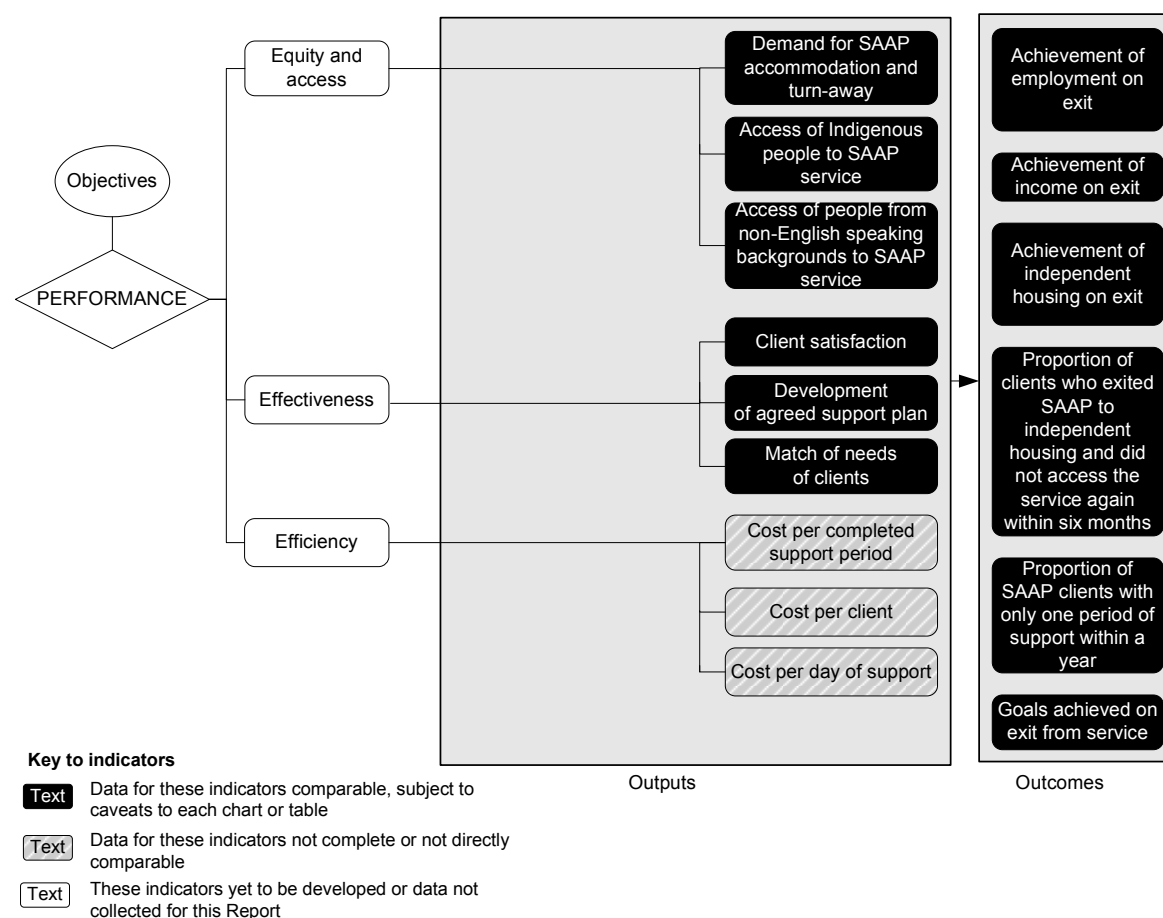
context of the broader performance indicator framework outlined in figure 15.9. The performance indicator framework shows which data are comparable in the 2010 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

COAG has agreed six National Agreements to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services (see 2010 Report, chapter 1 for more detail on reforms to federal financial relations). The NAHA covers the area of housing and homelessness (previously SAAP) services, while the National Indigenous Reform Agreement (NIRA) establishes specific outcomes for reducing the level of disadvantage experienced by Indigenous Australians. The agreements include sets of performance indicators, for which the Steering Committee collates annual performance information for analysis by the COAG Reform Council (CRC).

The measurement details of relevant National Agreement reporting were under development at the time of preparing this Report. It is anticipated that the performance indicator results reported in the Protection and support services chapter will be revised to align with the performance indicators in the National Agreements for the 2011 Report.

Figure 15.9 Performance indicators for SAAP services



Source: 2010 Report, figure 15.24, p. 15.82.

The SAAP data collection measures the number of clients and the number and types of services provided to clients, but is subject to limitations (box 15.6).

Box 15.6 Information to be considered when analysing SAAP data

- Informed consent is an essential component of the integrity of the data. The principle of client/consumer rights (which underpins informed consent) recognises that clients do not receive services under a mandatory order. They have the right to accept or reject the services offered and they have the right to provide or not provide information while receiving SAAP services.
- Nationally, in 2007-08, clients consented to provide personal details for the SAAP client collection in 88.6 per cent of support periods, while 92.1 per cent of agencies participated in the client collection. A weighting system has been developed to adjust for client non-consent and agency non-participation (AIHW 2009).

SAAP services reporting for Indigenous people

Access of Indigenous people to SAAP service

‘Access of Indigenous people to SAAP service’ is an indicator of governments’ objective to ensure all Australians have equitable access to SAAP services on the basis of relative need (box 15.7).

Box 15.7 Access of Indigenous people to SAAP service

‘Access of Indigenous people to SAAP service’ is defined as the comparison between the representation of Indigenous people among all people whose valid requests for SAAP accommodation were unmet and their representation among SAAP clients who were accommodated during the year.

A high proportion of valid requests receiving assistance is desirable.

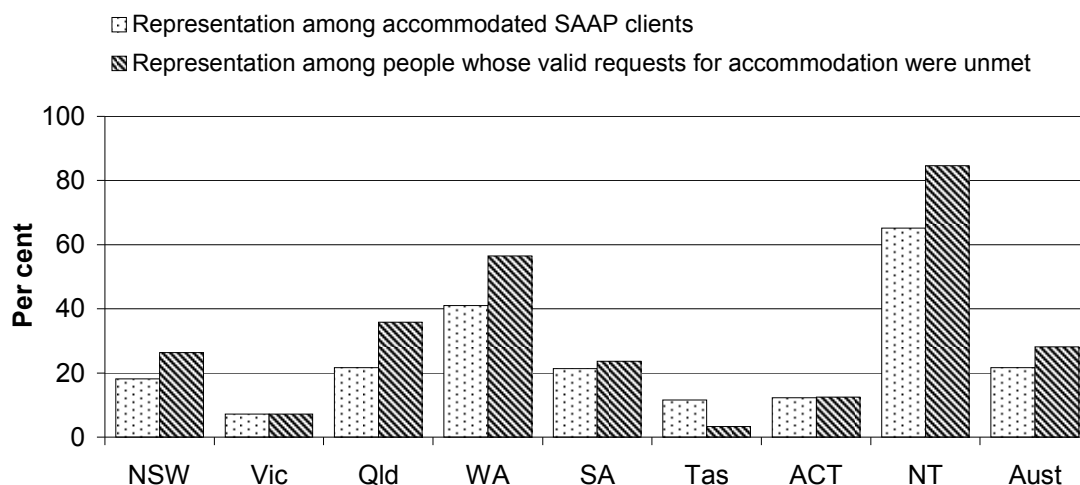
The indicator measures the extent to which the demand for assistance from Indigenous people is met or unmet. Unmet demand occurs when a homeless person expressly asking for supported accommodation, or support, cannot be provided with that assistance (although one-off assistance might be provided).

Supported accommodation and assistance services target homeless people in general, but access by special needs groups (such as Indigenous people) is particularly important.

Data reported for this indicator are comparable.

Nationally, Indigenous people made up 28.2 per cent of all people whose valid requests for accommodation did not result in accommodation assistance in 2007-08 — a proportion greater than Indigenous clients among all accommodated SAAP clients (21.7 per cent). This result varied across jurisdictions (figure 15.10).

Figure 15.10 Proportion of Indigenous people among all accommodated SAAP clients and among people whose valid requests for accommodation were unmet, 2007-08^a



^a See notes to table 15A.121 for details of data definitions.

Source: SAAP NDCA *Client and Demand for Accommodation Collections* (unpublished); AIHW (2009) *Demand for SAAP accommodation by Homeless People 2007-08: A report from the SAAP national data collection*. SAAP NDCA report series 13. Cat. No. HOU 211; table 15A.121; 2010 Report, figure 15.27, p. 15.88.

Development of agreed support plan

‘Development of agreed support plan’ is an indicator of governments’ objective to provide high quality services that are appropriately targeted to meet the needs of SAAP clients (box 15.8).

Box 15.8 Development of agreed support plan

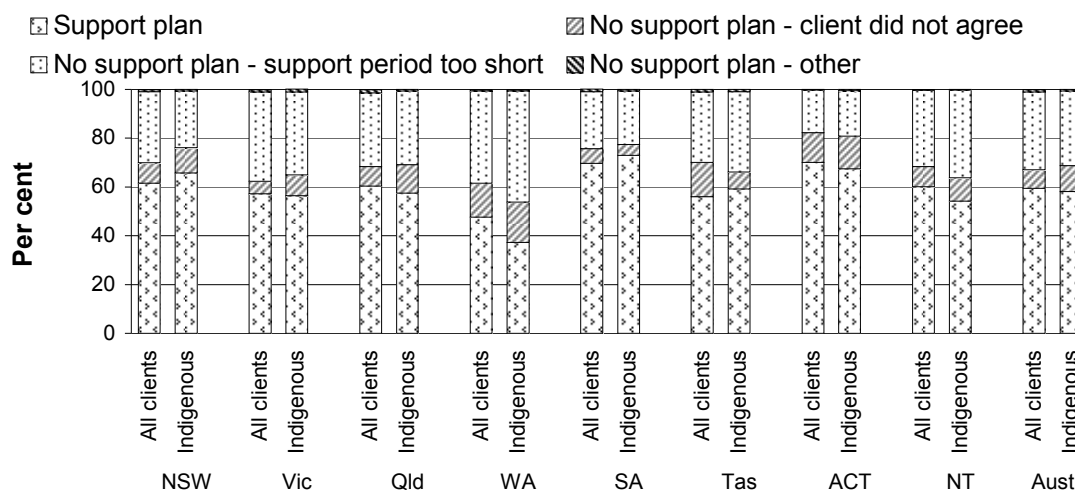
‘Development of agreed support plan’ is defined as the number of closed support periods with an agreed support plan divided by the total number of closed support periods. A closed support period is a support period that had finished on or before 30 June. Data are reported for all SAAP clients, and separately for Indigenous clients.

A high proportion of support periods with agreed support plans is desirable. However, in some instances, a support plan may be judged to be inappropriate (such as when a support period is short term).

Data reported for this indicator are comparable.

Nationally, there was an agreed support plan for 59.5 per cent of closed support periods for all clients in 2007-08 (compared to 58.2 per cent for Indigenous clients). These proportions varied across jurisdictions (figure 15.11).

Figure 15.11 Closed support periods, by the existence of a support plan, 2007-08^a



^a See notes to 2010 Report, tables 15A.185-186 for more details of data definitions.

Source: SAAP NDCA Client Collection (unpublished); table 15A.122 and 2010 Report, table 15A.192; 2010 Report, figure 15.29, p. 15.91.

Match of needs of clients

‘Match of needs of clients’ is an indicator of governments’ objective to ensure that SAAP services meet client’s individual needs (box 15.9).

Box 15.9 Match of needs of clients

‘Match of needs of clients’ is defined as the number of distinct services required by clients that are provided, as well as those referred to another agency, divided by the total number of distinct services required by SAAP clients.

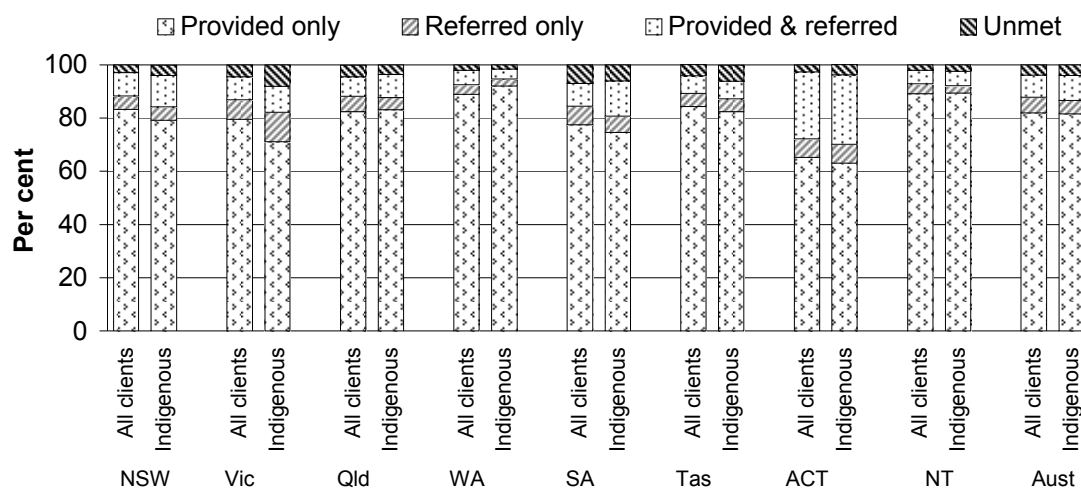
A high proportion of clients who received services they needed, or who were referred to another agency, is desirable.

The range of services needed by SAAP clients is broad (ranging from meals to laundry facilities to long term accommodation), so the effect of not providing these services varies. Data are reported for all SAAP clients, and separately for Indigenous people and people from non-English speaking backgrounds.

Data reported for this indicator are comparable.

The proportions for Indigenous clients (96.0 per cent) and clients from a non-English speaking background (97.0 per cent) who received services in 2007-08 were similar to that for all clients (96.1 per cent). These proportions varied across jurisdictions (figures 15.12).

Figure 15.12 Indigenous clients, by met and unmet support needs, 2007-08



Source: SAAP NDCA Client Collection (unpublished); table 15A.123 and 2010 Report, table 15A.194; 2010 Report, figure 15.31, p. 15.92.

Indigenous outcomes for SAAP

Achievement of employment on exit

‘Achievement of employment on exit’ is an indicator of governments’ objective to enable clients to participate as productive and self-reliant members of society at the end of their support period (box 15.10).

Box 15.10 Achievement of employment on exit

'Achievement of employment on exit' is defined as the number of closed support periods for SAAP clients who sought assistance to obtain or maintain employment and training, and achieved employment after SAAP support, divided by the total number of closed support periods for clients who sought assistance to obtain or maintain employment and training. Support periods reported relate to these clients only.

A high or increasing proportion of clients achieving employment after SAAP support is desirable.

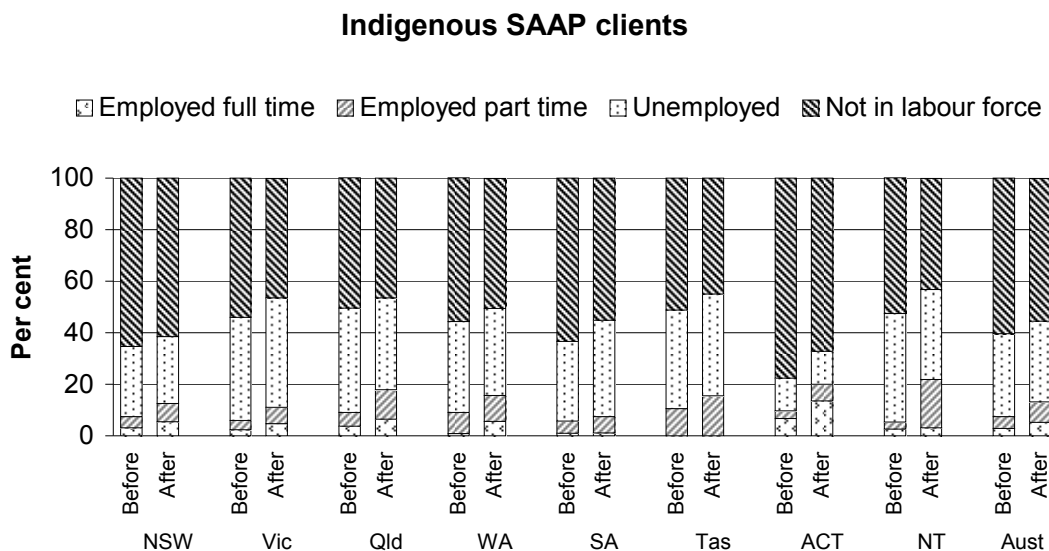
This indicator compares these clients' employment status before and after they requested SAAP support. Data are reported for all SAAP clients, and separately for Indigenous clients.

This indicator relates to relatively short term outcomes — that is, outcomes for clients immediately after their support period. Longer term outcomes are important, but more difficult to measure.

Data reported for this indicator are comparable.

Nationally, of those Indigenous clients who sought assistance to obtain or maintain employment and training when entering SAAP in 2007-08, the proportion of clients who were employed either full time or part time increased from 7.5 per cent before support to 13.2 per cent after support (5.2 per cent full time and 8.0 per cent part time). The proportion of clients who were unemployed decreased from 32.1 per cent before support to 31.3 per cent after support. The proportion of clients who were not in the labour force decreased from 60.4 per cent before support to 55.4 per cent after support. These proportions varied across jurisdictions (figure 15.13(b) and table 15A.125).

Figure 15.13 Changes in labour force status of clients who needed assistance to obtain/maintain employment and training before/after SAAP support, 2007-08^a



^a Data are for people who requested assistance with obtaining or maintaining employment when entering SAAP services.

Source: SAAP NDCA Client Collection (unpublished); table 15A.125; 2010 Report, figure 15.36(b), p. 15.99.

Achievement of income on exit

‘Achievement of income on exit’ is an indicator of governments’ objective to enable clients to participate independently in society at the end of their support period (box 15.11).

Box 15.11 Achievement of income on exit

'Achievement of income on exit' is defined as the number of closed support periods for SAAP clients who requested assistance to obtain or maintain a pension or benefit and exited SAAP with an income source, divided by the total number of closed support periods for clients who sought assistance to obtain or maintain a pension or benefit. Data are reported for all SAAP clients, and separately for Indigenous clients.

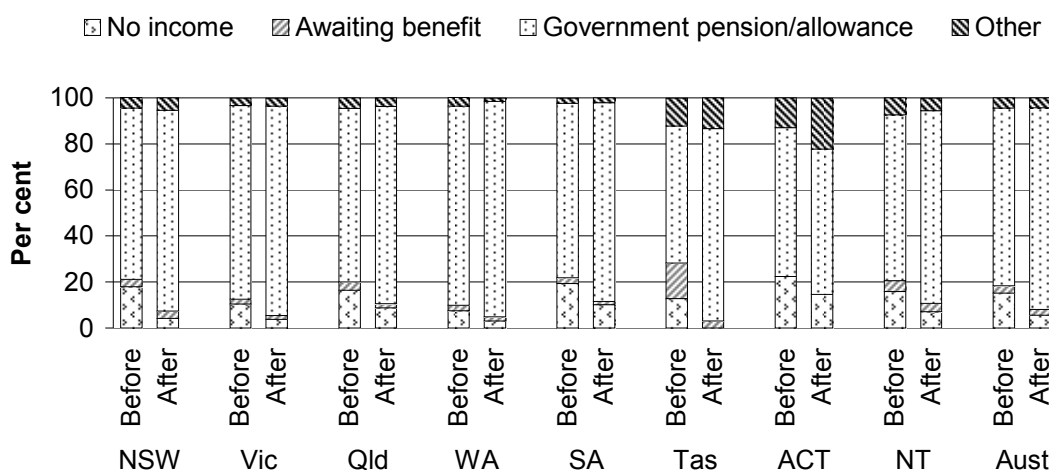
A high or increasing proportion of clients who requested income assistance and exited SAAP with an income source is desirable.

This indicator compares these clients' income status before and after they received SAAP support. A client's independence and self-reliance is enhanced when the client experiences a positive change in income source (for example, from having no income support to obtaining some income, including wages and/or benefits) on exit from SAAP services.

Data reported for this indicator are comparable.

Nationally, in 2007-08 17.1 per cent of SAAP support periods in which clients who requested income assistance did not have income prior to SAAP assistance. After SAAP assistance, the proportion of SAAP support periods in which clients who had requested income assistance and had no income was 5.9 per cent (2010 Report, figure 15.37). The proportion of Indigenous clients who did not have income and requested income assistance also decreased after SAAP assistance (from 15.2 per cent to 5.6 per cent nationally) (figure 15.14). Both before and after SAAP assistance, the income source for the majority of SAAP clients was a government pension/benefit (figures 15.14 and 2010 Report, figure 15.37).

Figure 15.14 Source of income immediately before/after SAAP support of Indigenous clients who needed assistance to obtain/maintain a pension or benefit, 2007-08



Source: SAAP NDCA Client Collection (unpublished); table 15A.127; 2010 Report, figure 15.38, p. 15.101.

Achievement of independent housing on exit

‘Achievement of independent housing on exit’ is an indicator of governments’ objective to enable clients to participate as productive and self-reliant members of society at the end of their support period (box 15.12).

Box 15.12 Achievement of independent housing on exit

‘Achievement of independent housing on exit’ is defined as the number of closed support periods in which clients who requested assistance with obtaining or maintaining independent housing achieved independent housing, divided by the total number of closed support periods in which clients requested assistance obtaining or maintaining independent housing.

A high or increasing proportion of SAAP closed support periods in which clients achieve independent housing is desirable.

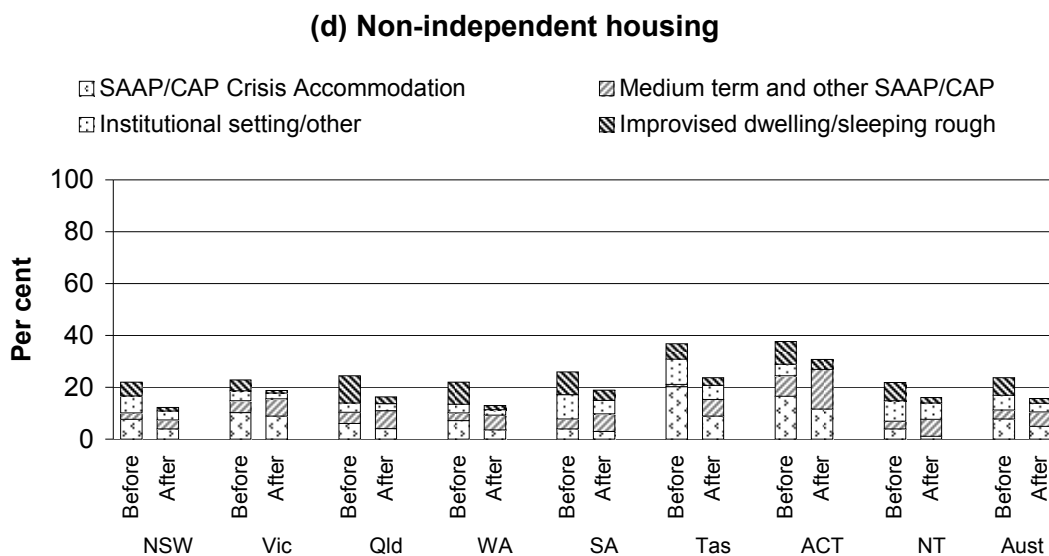
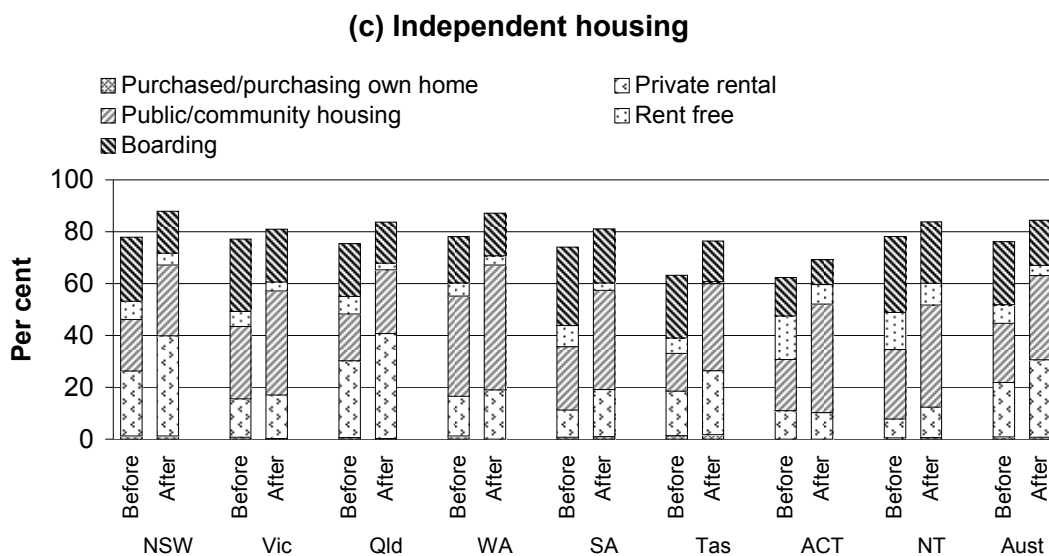
This indicator compares the proportion of clients who were in independent housing before and after they received SAAP support. It relates to relatively short term outcomes — that is, outcomes for clients immediately after their support period. Longer term outcomes are important, but more difficult to measure.

Data reported for this indicator are comparable.

Among Indigenous clients, on a national basis, 84.4 per cent of clients who requested assistance with obtaining or maintaining independent housing achieved independent housing at the end of a support period in 2007-08, including those who moved or returned to private rental housing (29.9 per cent), to public or community rental housing (32.5 per cent), and who were boarding (17.4 per cent) (figure 15.15a).

Closed support periods in which clients did not achieve independent housing included those who moved to, or continued to live in, short to medium term SAAP accommodation and other forms of non-independent accommodation (figure 15.15b).

Figure 15.15 Accommodation type before and after SAAP support, for clients who requested assistance with obtaining or maintaining housing, Indigenous SAAP clients, 2007-08



Source: SAAP NDCA Administrative Data and Client Collections (unpublished) table 15A.124 and 2010 Report, table 15A.202; 2010 Report, figure 15.40, p. 15.104.

Proportion of SAAP clients with only one period of support within a year

‘Proportion of SAAP clients with only one period of support within a year’ is an indicator of governments’ objective to enable clients to participate independently in society at the end of their support period (box 15.13).

Box 15.13 Proportion of SAAP clients with only one period of support within a year

'Proportion of SAAP clients with only one period of support within a year' is defined as the number of clients with only one support period during the year, divided by the total number of SAAP clients. Data are reported for all SAAP clients, and separately for Indigenous clients.

A high or increasing proportion of clients with only one support period during the year is desirable.

Many of the problems and barriers that lead people into homelessness are not easily fixed (FaHCSIA 2008). Therefore, a number of SAAP clients might access SAAP services several times before their needs are met on a permanent basis (for example, moving from crisis accommodation to medium term accommodation).

Data reported for this indicator are comparable.

Nationally, 72.7 per cent of SAAP clients had only one support period in 2007-08 (2010 Report, figure 15.41). The proportion for Indigenous clients was similar (71.6 per cent) (table 15A.126).

Future directions in performance reporting

COAG developments

Report on Government Services alignment with National Agreement reporting

It is anticipated that future editions of this chapter will align with applicable National Agreement indicators, including the National Indigenous Reform Agreement. Further alignment between the Report and National Agreement indicators, and other reporting changes, might result from future developments in National Agreement and National Partnership reporting.

While relevant ministerial groups, data agencies and the Steering Committee are progressing the development of performance indicators for the NAHA and associated partnerships, an interim SAAP collection will continue until end-June 2011.

Attachment tables

Attachment tables for data within this chapter are contained in the attachment to the Compendium. These tables are identified in references throughout this chapter by an 'A' suffix (for example, table 15A.3 is table 3 in the Protection and support services attachment). Attachment tables are on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Compendium). The tables included in the attachment are listed below.

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|-------------------------------------|---|
| Table 15A.1 | Child protection notifications, investigations and substantiations by Indigenous status, 2008-09 |
| Table 15A.2 | Children admitted to and discharged from care and protection orders by Indigenous status, 2008-09 (number) |
| Table 15A.3 | Children on care and protection orders by type of order and Indigenous status, at 30 June 2009 (number) |
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| | |
|---------------------|---|
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| Table 15A.25 | Children in out-of-home care at 30 June placed with relatives/kin, by Indigenous status, New South Wales |
| Table 15A.26 | Indigenous children in out-of-home care at 30 June by Indigenous status and relationship of caregiver, New South Wales |
| Table 15A.27 | Children aged under 12 years in out-of-home care in a home based placement at 30 June, by Indigenous status, New South Wales |

Single jurisdiction data Vic

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| Table 15A.28 | Child protection notifications, investigations and substantiations by Indigenous status, Victoria |
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- Table 15A.37** Children in out-of-home care at 30 June placed with relatives/kin, by Indigenous status, Victoria
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Single jurisdiction data Qld

- Table 15A.40** Child protection notifications, investigations and substantiations by Indigenous status, Queensland
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- Table 15A.50** Indigenous children in out-of-home care at 30 June by Indigenous status and relationship of caregiver, Queensland
- Table 15A.51** Children aged under 12 years in out-of-home care in a home based placement at 30 June, by Indigenous status, Queensland

Single jurisdiction data WA

- Table 15A.52** Child protection notifications, investigations and substantiations by Indigenous status, Western Australia
- Table 15A.53** Children admitted to and discharged from care and protection orders by Indigenous status, Western Australia (number)
- Table 15A.54** Children on care and protection orders at 30 June by type of order and Indigenous status, Western Australia (number)
- Table 15A.55** Children in notifications, investigations and substantiations and children on care and protection orders: Number and rate per 1000 children in the target populations by Indigenous status, Western Australia

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|---------------------|---|
| Table 15A.56 | Children in out-of-home care at 30 June: number and rate per 1000 children aged 0–17 years, by Indigenous status, Western Australia |
| Table 15A.57 | Children in out-of-home care at 30 June, by Indigenous status and placement type, Western Australia (number) |
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| Table 15A.59 | Children in out-of-home care at 30 June, by Indigenous status and length of time in continuous out-of-home care, Western Australia (number) |
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Single jurisdiction data SA

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