

CHAPTER 5

COMMUNITY SERVICES

INTRODUCTION

Community services form part of a set of public sector services designed to address individual and societal needs, in conjunction with other service sectors such as employment, income support, education and health. They are provided by Commonwealth, state, territory and local government agencies, as well as by non-government organisations and the for-profit sector.

This Chapter presents information about delivery of community services to Aboriginal and Torres Strait Islander clients in the areas of housing assistance, child care, child protection, adoptions, juvenile justice, disability services and aged care. Where possible, comparisons with the non-Indigenous population are included.

Most of the data in this Chapter come from the administrative databases of housing and community service providers compiled by the Australian Institute of Health and Welfare (AIHW). While these data provide useful information, there are some limitations on quality due to missing data. The Indigenous status of clients is not always reported by the clients or recorded by the service provider. In addition, in some cases where Indigenous status is recorded, inconsistencies in recording methods result in data that are not comparable between jurisdictions.

HOUSING ASSISTANCE

Housing assistance to Aboriginal and Torres Strait Islander peoples is provided through a range of means, including targeted state-territory owned and managed housing, and community-managed housing which supplements assistance available through mainstream housing programs. These programs are summarised in box 5.1 and a data overview is provided in table 5.2. There were a total of 144,732 households with Indigenous persons living in occupied private dwellings enumerated in the 2001 Census, which accounted for 2% of the total number of occupied private dwellings in Australia (Chapter 3). This section examines the number and distribution of these households receiving housing assistance.

5.1 PROGRAMS DESIGNED TO ADDRESS HOUSING NEED

Several programs are specifically targeted to Aboriginal and Torres Strait Islander peoples:

- State-territory owned and managed Indigenous housing refers to the Commonwealth State Housing Agreement (CSHA) Aboriginal Rental Housing Program, which administers stock not managed by Indigenous community organisations. Stock is managed by the states and territories, and allocated specifically to Indigenous Australians.
- Community Managed Indigenous Housing is administered by Indigenous community organisations and may be funded through a variety of sources, including the Aboriginal and Torres Strait Islander Commission (ATSIC), the CSHA, and state and territory governments.

An objective of housing assistance programs is to improve Indigenous access to mainstream public and community housing programs:

- CSHA Public Housing is administered by the states and territories, which provide publicly owned dwellings that are funded through the CSHA and used to provide appropriate, affordable and accessible shelter for low to moderate income earners who are unable to enter the private market.
- Commonwealth Rent Assistance (CRA) is supplementary financial assistance that may be payable to recipients of social security, family tax benefit and Department of Veterans Affairs payments, who pay rents above specified threshold levels in the private rental market.
- CSHA Community Housing is managed by non-profit community-based organisations such as local governments, churches and charity groups. It takes several forms; from emergency or crisis accommodation, to medium-term or transitional accommodation, to long-term housing.
- Private Rent Assistance (PRA) is a suite of housing assistance programs, including rental assistance (subsidies), bond assistance and relocation expenses, provided by the states and territories through the CSHA and aimed at assisting low-income households experiencing difficulty in securing or maintaining private rental accommodation.
- Home Purchase Assistance (HPA) or home ownership assistance is provided for people who wish to buy their own house but need help with financing. Assistance can be in the form of deposit assistance, mortgage relief and access to surplus public housing stock.
- CSHA Crisis Accommodation Program (CAP) provides emergency accommodation, and funds are used for the purchase, lease, and maintenance of dwellings that provide accommodation assistance to people who are homeless or in crisis.

There is much variability in data quality and the compatibility of information about mainstream housing assistance for Indigenous Australians. In mainstream program data collections, Indigenous identification is not complete, and it is likely that the number of Indigenous people or their households receiving assistance is under-represented.

Furthermore, housing assistance to Indigenous households is measured in several ways. The time period reference can describe activity or 'throughput' for the year ending 30 June 2002 (number of households assisted for year ending 30 June 2002), or it can be a point in time that describes status at 30 June 2002 (number of households at 30 June 2002). There are also two populations that can be described, either total population assisted, or all new population assisted.

The 1999 Australian Bureau of Statistics (ABS) Australian Housing Survey and the 1999 ATSI Community Housing and Infrastructure Needs Survey identified considerable housing need among Aboriginal and Torres Strait Islander peoples (ABS 2001a, 2002d). Indigenous Australians are more likely to live in subsidised housing, are much less likely to be owners or purchasers, and are more likely to live in overcrowded housing and housing in need of repairs (AIHW 2002c).

In May 2001, housing ministers endorsed a 10-year statement on directions for Indigenous housing reform to provide better housing for Indigenous Australians (HMAC 2001). This statement set out the 1997 ministers' reform agenda that focused on identifying and addressing outstanding need; improving the viability of Indigenous community housing organisations; establishing safe, healthy and sustainable housing for Indigenous Australians, especially in rural and remote communities; and establishing a national framework for the development and delivery of improved housing outcomes for Indigenous Australians by state, territory and community housing providers.

Table 5.2 provides a summary of total numbers of Indigenous households receiving government housing assistance by tenure and program type. Adding the total number of Indigenous households in mainstream public housing to the targeted public housing state-territory owned and managed Indigenous housing gives an overall figure of 28,548 Indigenous households in public housing at 30 June 2002. For Indigenous people in the private rental market, the Commonwealth Rent Assistance Program assisted nearly 20,000 Indigenous income units across Australia for the week ending 30 June 2002. Over 2,000 Indigenous households were identified as living in CSHA-funded community housing as at 30 June 2002.

5.2 SUMMARY OF HOUSEHOLDS RECEIVING GOVERNMENT ASSISTANCE BY TENURE TYPE — 2001–02

	<i>Indigenous households</i>	<i>All households</i>	<i>Proportion of all households that are Indigenous</i>
	<i>no.</i>	<i>no.</i>	<i>%</i>
Public rental households at 30 June 2002			
State–territory owned and managed Indigenous housing	11 874	..	..
Mainstream public housing	16 674	342 467	4.9
New public rental households for year ending 30 June 2002			
State–territory owned and managed Indigenous housing	1 759	..	..
Mainstream public housing	3 492	36 894	9.5
CSHA Community housing			
Households at 30 June 2002	2 198	28 917	7.6
New households for year ending 30 June 2002	3 066	20 666	14.8
Private rental			
Commonwealth Rent Assistance (income units) for week ending 30 June 2001	19 788	944 931	2.1
Private Rent Assistance (Instances of assistance) for year ending 30 June 2002	1 903	146 331	1.3
Home buyers			
Home Purchase Assistance (Instances of assistance) for year ending 30 June 2002	148	31 878	0.5

Source: AIHW 2003k, 2003l, 2003m, 2002j, 2002k.

Public housing

Mainstream public housing

There were 16,674 Indigenous households living in mainstream public housing at 30 June 2002, which represents 5% of the total number of households receiving public housing assistance (342,467) (tables 5.2 and 5.3). The proportion of Indigenous households in public housing is large relative to their size across all tenures (2% of all households).

Of those households that began receiving mainstream public housing assistance in 2001–02, 3,492 or 9% identified as Indigenous (tables 5.2 and 5.3). The relatively high proportion of Indigenous households being newly assisted reflects the priority they are given in several jurisdiction waiting lists, and recent improvements in Indigenous identification in new tenancies for public housing.

5.3 EXISTING AND NEW HOUSEHOLDS IN MAINSTREAM PUBLIC RENTAL HOUSING(a)

	<i>Households at 30 June 2002</i>	<i>New households for year ending 30 June 2002(b)</i>
Indigenous households		
New South Wales	8 700	888
Victoria	771	218
Queensland	2 311	830
South Australia	812	233
Western Australia	2 098	750
Tasmania	463	163
Northern Territory	1 377	382
Australian Capital Territory	142	28
Australia	16 674	3 492
All households Australia	342 467	36 894

(a) The identification of new Indigenous households is likely to be more accurate than for existing households, as recent targeting criteria means that households must identify as Indigenous in order to receive priority allocation.

(b) New households assisted with rebated public rental housing.

Source: AIHW 2003m.

State-territory owned and managed Indigenous housing

There were 11,766 households assisted by state-territory owned and managed Indigenous public housing for the year ending 30 June 2002 (table 5.4). Of these, 15% (1,759) were households that were newly allocated housing during that financial year. The total number of households that transferred from one Indigenous public housing dwelling to another during the 2001-02 financial year was 660.

5.4 STATE-TERRITORY OWNED AND MANAGED INDIGENOUS HOUSING — YEAR ENDING 30 JUNE 2002

<i>Indigenous households within</i>	<i>All rebated households</i>	<i>New households</i>	<i>Households who relocated(a)</i>
New South Wales(b)	3 402	471	174
Victoria	1 200	183	76
Queensland	2 620	332	139
South Australia(c)	1 621	212	88
Western Australia	2 530	464	160
Tasmania	393	97	23
Northern Territory(d)	..	..	..
Australian Capital Territory(e)	..	..	..
Australia	11 766	1 759	660

(a) Total number of households who relocated from one dwelling to another.

(b) The same household may be counted twice if they were newly housed and transferred within the year.

(c) Where a household was newly allocated and also transferred within the same financial year they were counted in the total number of new households assisted and excluded from the number that were relocated.

(d) The Northern Territory government is not in a position to differentiate between the various Indigenous funding sources due to the commitment reached under the Bilateral Agreement to specifically 'pool' all funds earmarked for Indigenous housing and associated infrastructure in the Northern Territory.

(e) The Australian Capital Territory does not have a separately identified or funded Aboriginal Housing Program.

Source: AIHW 2003k.

CSHA community housing

At 30 June 2002 there were 2,198 Indigenous households living in mainstream CSHA community housing. During 2001–02, there were 3,066 Indigenous households that commenced receiving CSHA community housing. This represents 15% of the total number of households that commenced receiving community housing assistance during this period (table 5.5). Of all new Indigenous households, 83% were living in Western Australia. The lack of available data for some states and territories prevents any accurate distributional analysis. The historical context, nature and role of mainstream CSHA community housing differs between states and territories and this is reflected in the different distributions of assistance shown in table 5.5 (AIHW 2001a).

5.5 CSHA COMMUNITY HOUSING DATA, SELECTED CHARACTERISTICS —
2001–02(a)

	Households at 30 June 2002	New households(b)	Households assisted by	
			Targeted providers(c)(d)	Non-targeted providers(c)(d)
Indigenous households				
New South Wales	537	175	320	217
Victoria(e)	..	..	..	..
Queensland	445	327	274	—
South Australia	33	13	13	14
Western Australia	1 165	2 536	190	—
Tasmania	n.a.	n.a.	—	n.a.
Northern Territory(f)	n.a.	n.a.	n.a.	n.a.
Australian Capital Territory	18	15	4	12
<i>Indigenous total</i>	2 198	3 066	801	243
Australia	28 917	20 666	..	..

(a) CSHA community housing data is produced from both administrative and survey data. Administrative data is based on all community housing providers and dwellings, whereas survey data is based on a sample of providers and dwellings. Survey response rates affect the reliability of the survey data reported, therefore care should be taken in interpreting these data.

(b) Year ending 30 June 2002.

(c) At 30 June 2002.

(d) These two figures do not add up to the total number of Indigenous households assisted by community housing providers at 30 June 2002 (which is 2,198). In most cases where a provider has more than one target group (including Indigenous people), the provider reports 'People in multiple target group', which means that not all providers targeted to Indigenous people are identified.

(e) Victoria did not supply data on the number of Indigenous households as these data are not applicable to the Community Housing Program and Indigenous households access accommodation through the General Rental Program and housing managed by the Aboriginal Housing Program.

(f) Northern Territory provided administrative data only (number of dwellings and number of providers). Only limited data are available for the Northern Territory, as the survey was not carried out due to the small number of community housing providers and community housing tenants.

Source: AIHW 2003I.

Commonwealth Rent
Assistance

There were 19,788 Indigenous income units who received CRA during the week ending 30 June 2001, which was around 2% of the total number of income units (944,931) receiving CRA for this period (table 5.6).

In relation to location, the highest proportion of Indigenous income units (39%) were living in Inner Regional areas, followed by Outer Regional areas (27%) and Major Cities (26%). The other 8% lived in Remote and Very Remote areas. Only the Northern Territory had a substantial proportion of recipients living in Remote and Very Remote areas (40%). For all CRA income units across Australia only 1% were in Remote areas.

5.6 INCOME UNITS RECEIVING CRA(a) — WEEK ENDING 30 JUNE 2001(b)

	Units	Remoteness Area					Total
		Major City	Inner Regional	Outer Regional	Remote	Very Remote	
Indigenous income units							
New South Wales	no.	1 324	4 082	1 153	258	43	6 860
Victoria	no.	481	475	179	—	..	1 135
Queensland	no.	2 185	2 058	2 741	327	219	7 530
South Australia	no.	335	212	167	(c)	(c)	755
Western Australia	no.	705	545	430	211	126	2 017
Tasmania	no.	..	370	199	(d)	(d)	576
Northern Territory	no.	..	..	492	238	91	821
Australian Capital Territory	no.	(e)	(e)	..	..	..	94
Australia	no.	5 124	7 742	5 361	1 057	504	19 788
Indigenous income units							
New South Wales	%	19.3	59.5	16.8	3.8	0.6	100.0
Victoria	%	42.4	41.9	15.8	—	..	100.0
Queensland	%	29.0	27.3	36.4	4.3	2.9	100.0
South Australia	%	44.4	28.1	22.1	(c)	(c)	100.0
Western Australia	%	35.0	27.0	21.3	10.5	6.2	100.0
Tasmania	%	..	64.2	34.5	(d)	(d)	100.0
Northern Territory	%	..	..	59.9	29.0	11.1	100.0
Australian Capital Territory	%	(e)	(e)	..	..	..	100.0
Australia	%	25.9	39.1	27.1	5.3	2.5	100.0
All income units							
Australia	no.	469 532	376 781	88 000	8 143	2 475	944 931
Australia	%	49.7	39.9	9.3	0.9	0.3	100.0

(a) Income units receiving CRA, Remoteness Area by states and territories, week ending 30 June 2001.

(b) includes income units that received CRA during the week ending 30 June 2002 and had an ongoing entitlement to CRA.

(c) For confidentiality reasons, the number of income units in South Australia receiving CRA in Remote and Very Remote areas have been combined. There were 41 income units and proportions have not been calculated.

(d) For confidentiality reasons, the number of income units in Tasmania receiving CRA in Remote and Very Remote areas have been combined. There were seven income units and proportions have not been calculated.

(e) For confidentiality reasons, the number of income units in the Australian Capital Territory receiving CRA in Major City and Inner Regional areas have been combined and included under Major City. There were 94 income units.

Source: FaCS housing data set with Commonwealth Rent Assistance June 2001.

Other housing assistance There were 1,903 instances of PRA received by Indigenous households for the year ending 30 June 2002, which represents 1% of the total assistance received by all households for that period. There was a total of 148 instances of HPA received by Indigenous households for the year ending 30 June 2002, which represents less than 1% of assistance received by all households. At least 2,468 Indigenous households received tenancy management assistance under the CAP for the year ending 30 June 2002, which represents 15% of the total number of households receiving this assistance.

More information about households and people assisted by crisis accommodation is provided in the next section on programs for homeless people.

5.7 OTHER HOUSING ASSISTANCE, INSTANCES OF ASSISTANCE FOR YEAR ENDING 30 JUNE 2002(a)

Program	Indigenous households									All households
	NSW	Vic.	Qld	SA	WA	Tas.	NT	ACT	Aust.	Aust.
PRIVATE RENT ASSISTANCE										
Bond loans	—	—	n.a.	529	—	299	80	n.a.	908	82 976
Rental grants/subsidies	n.a.	n.a.	n.a.	620	..	70	..	..	690	49 537
Relocation expenses	n.a.	n.a.	..	..	..	16	..	..	16	3 301
Other	n.a.	n.a.	..	..	..	289	..	..	289	10 517
<i>Total</i>	n.a.	n.a.	n.a.	1 149	—	674	80	n.a.	1 903	146 331
HOME PURCHASE ASSISTANCE										
Direct lending	—	n.a.	2	n.a.	46	n.a.	12	..	60	7 265
Deposit assistance	..	..	1	..	..	n.a.	n.a.	..	1	749
Interest rate assistance	..	..	2	n.a.	16	..	10	..	28	1 324
Mortgage relief	n.a.	n.a.	1	n.a.	..	..	..	n.a.	1	202
Home purchase advisory and counselling services	n.a.	..	..	..	46	..	..	..	46	21 442
Other	..	n.a.	1	..	11	..	..	..	12	896
<i>Total</i>	n.a.	n.a.	7	n.a.	119	n.a.	22	n.a.	148	31 878
CRISIS ACCOMMODATION PROGRAM										
Tenancy management	n.a.	n.a.	n.a.	n.a.	2 468	n.a.	n.a.	n.a.	2 468	16 366

(a) The number of households assisted is not exact, as counts for separate types of assistance have been added and in some cases may result in double-counting. For more information about types of assistance, see AIHW 2002i, 2002j and 2002k.

Source: AIHW 2002i, 2002j, 2002k.

PROGRAMS FOR HOMELESS PEOPLE

The Supported Accommodation Assistance Program (SAAP) is jointly funded and managed by the Commonwealth and state governments to provide assistance to homeless people. The program aims to help them achieve self-reliance and independence. Families, single people, young people, and women and children who are escaping domestic violence are assisted under the program (AIHW 2002f). SAAP provides temporary accommodation and support services, such as domestic violence counselling, employment assistance and living skills development.

In the year 2001–02, Aboriginal and Torres Strait Islander peoples made up 17% of all adults or unaccompanied children assisted by SAAP. The number of Indigenous SAAP clients constitutes a substantial over-representation of this population group, which was about 2% of the total Australian adult population during this period (table 5.8). This over-representation was also substantial for every state and territory. For example, in Victoria, Indigenous clients were over-represented in SAAP (5%) by more than 10 times compared to the proportion of Aboriginal or Torres Strait Islander peoples in the general Victorian population (0.4%). In the Northern Territory, almost one-quarter of the population are Indigenous while more than half of all SAAP clients (53%) identified as Indigenous.

5.8 INDIGENOUS SAAP CLIENTS AGED 15 YEARS OR MORE BY STATE AND TERRITORY(a)(b)(c)

	<i>Clients identified as Indigenous</i>	<i>Clients identified as Indigenous as a proportion of all SAAP clients</i>		<i>Indigenous adults as a proportion of total adult population</i>	
		<i>no.</i>	<i>%</i>	<i>%</i>	<i>%</i>
New South Wales	4 200	16.1	1.4		
Victoria	1 450	5.1	0.4		
Queensland	4 250	23.4	2.5		
South Australia	1 200	13.9	1.2		
Western Australia	2 900	33.2	2.5		
Tasmania	300	9.3	2.8		
Northern Territory	1 600	53.1	24.2		
Australian Capital Territory	200	11.5	0.9		
Australia(d)	15 500	16.6	1.7		

(a) SAAP clients aged 15 years or more identifying as Indigenous by state and territory and per head of Australian population, 2001–02.

(b) Client figures for states and territories include multiple uses of the program.

(c) Figures have been weighted to adjust for non-participation and non-consent.

(d) State figures do not add to Australian total because clients can visit more than one state.

Source: AIHW SAAP database; ABS 1998b.

During the 2001–02 reporting period, 54% of all SAAP clients were female, but 69% of Indigenous clients were female (table 5.9). Indigenous female clients were over-represented in all age groups compared to the proportion of female SAAP clients. Indigenous female clients also outnumbered Indigenous male clients in all age categories except the category 55–59 years where there was a slightly higher proportion of Indigenous males. This compares to all SAAP clients where males made up a higher proportion than females in all age groups from 45 years and over. Thus, while Indigenous peoples were more likely to be supported by SAAP than non-Indigenous peoples, this trend was stronger among women than men.

5.9 SAAP CLIENTS, BY AGE AND GENDER(a)(b)(c) — 2001–02

	Units	Indigenous SAAP clients		All SAAP clients		Indigenous Australian population	
		Males	Females	Males	Females	Males	Females
Age group (years)							
Under 15	%	33.8	66.2	41.7	58.3	51.1	48.9
15–17	%	34.9	65.1	39.9	60.1	50.6	49.4
18–19	%	33.1	66.9	43.8	56.2	50.9	49.1
20–24	%	23.2	76.8	44.4	55.6	50.2	49.8
25–29	%	23.8	76.2	45.5	54.5	49.0	51.0
30–34	%	27.8	72.2	43.6	56.4	47.4	52.6
35–39	%	32.9	67.1	44.4	55.6	47.1	52.9
40–44	%	39.9	60.1	48.3	51.7	47.3	52.7
45–49	%	43.3	56.7	55.1	44.9	47.3	52.7
50–54	%	42.8	57.2	58.0	42.0	47.6	52.4
55–59	%	52.9	47.1	62.9	37.1	48.3	51.7
60–64	%	47.8	52.2	64.6	35.4	46.0	54.0
65 and over	%	47.5	52.5	64.3	35.7	42.3	57.7
Total							
Proportion	%	31.2	68.8	46.4	53.6	49.4	50.6
Number	no.	4 800	10 600	35 850	41 450	211 100	216 000

(a) SAAP clients identified as Indigenous by age and gender and compared to all SAAP clients and Indigenous Australian population.

(b) Number excluded due to errors and omissions (weighted): 565.

(c) Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: AIHW SAAP database; ABS 1998b.

The higher proportion of Indigenous female clients is reflected in data on the main reasons for seeking SAAP assistance. In 2001–02, 33% of Indigenous clients who accessed services under the SAAP program were reported to be escaping domestic violence. The comparable figure for the non-Indigenous client population was 19% (table 5.10). Proportions for the other main reasons given for seeking assistance did not differ greatly for Indigenous and non-Indigenous clients. For example, drug, alcohol or substance abuse was the main reason for seeking assistance in 5% of support periods to Indigenous clients compared to 6% for non-Indigenous clients. The exception was accommodation difficulties, which was a more common reason for seeking assistance among non-Indigenous clients.

5.10 MAIN REASON FOR SEEKING SAAP ASSISTANCE(a)(b)(c)(d)

<i>Main reason for seeking assistance</i>	<i>Units</i>	<i>Indigenous</i>	<i>Non-Indigenous</i>	<i>Total</i>
Accommodation difficulties(e)	%	18.3	24.9	23.8
Relationship/family breakdown(f)	%	16.3	18.5	18.1
Sexual/physical/emotional abuse	%	4.5	3.5	3.7
Domestic violence	%	33.3	19.2	21.5
Financial difficulty	%	6.4	9.6	9.1
Gambling	%	0.1	0.3	0.3
Drug/alcohol/substance abuse	%	5.2	5.7	5.6
Recently left institution	%	1.4	1.7	1.7
Psychiatric illness	%	0.6	1.9	1.7
Recent arrival to area with no means of support	%	6.3	5.6	5.7
Itinerant	%	3.2	2.9	2.9
Other	%	4.3	6.2	5.9
Total	%	100.0	100.0	100.0
Total	no.	20 800	104 000	124 800

(a) SAAP support periods: main reason for seeking SAAP assistance among Indigenous and non-Indigenous clients, 2001–02.

(b) Number excluded due to errors and omissions (weighted): 9,016.

(c) Table excludes high-volume records because not all items were included on the high-volume form.

(d) Figures have been weighted to adjust for agency non-participation and client non-consent.

(e) Usual accommodation unavailable; Eviction/previous accommodation ended; Emergency accommodation ended.

(f) Time out from family/other situation; Interpersonal conflict.

Source: AIHW SAAP database.

SAAP aims to assist clients in re-establishing their capacity to live independently once they cease to receive assistance from the program. To evaluate the program's success in achieving this objective, information is collected about clients' living arrangements and income source both before and after their use of SAAP services. The data presented in tables 5.11 and 5.12 relate only to support periods where both before and after information on clients' living arrangements and income source were provided. Instances where only before or only after information were provided have been excluded. As such, caution should be exercised in assessing these data because they do not necessarily represent a complete picture of the population. It is more likely that the excluded data relate to a specific group of clients who received brief crisis assistance and did not provide full information on their circumstances either before or after support.

For Indigenous clients there were only small changes before and after assistance in the proportions in different types of accommodation. The main change occurred in the proportion of clients in public or community housing which increased from 25% before assistance to 27% after assistance (table 5.11). For non-Indigenous clients there was a larger increase in the proportion of clients in public or community housing (from 8% before assistance to 15% after) and some increase in the proportion in private rental accommodation (from 19% to 21%).

5.11 TYPE OF HOUSING IMMEDIATELY BEFORE AND AFTER SAAP SUPPORT PERIODS(a)(b)(c)(d) — 2001–02

<i>Type of accommodation</i>	<i>Units</i>	<i>Before</i>	<i>After</i>
INDIGENOUS			
SAAP or other emergency housing	%	24.2	24.8
Living rent-free in house or flat	%	12.1	12.2
Private rental	%	8.1	8.8
Public or community housing	%	24.7	26.5
Rooming house/hostel/hotel/caravan	%	5.2	5.9
Boarding in a private home	%	13.0	12.0
Other	%	2.2	2.7
Living in a car/tent/park/street/squat	%	6.7	3.4
Institutional	%	3.8	3.8
<i>Total</i>	%	100.0	100.0
Total with valid data	no.	13 700	13 700
NON-INDIGENOUS			
SAAP or other emergency housing	%	17.7	17.6
Living rent-free in house or flat	%	14.0	11.7
Private rental	%	18.9	21.2
Public or community housing	%	8.3	14.8
Rooming house/hostel/hotel/caravan	%	7.8	8.7
Boarding in a private home	%	13.9	12.4
Other	%	6.9	6.3
Living in a car/tent/park/street/squat	%	7.9	3.0
Institutional	%	4.6	4.3
<i>Total</i>	%	100.0	100.0
Total with valid data	no.	58 400	58 400

(a) SAAP support periods: type of housing immediately before and after SAAP support of Indigenous and non-Indigenous clients.

(b) Number excluded due to errors and omissions for both Indigenous and non-Indigenous: 963.

(c) Table excludes high-volume records because not all items were included on the high-volume form.

(d) Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: AIHW SAAP database.

In relation to income source for Indigenous clients there were only small changes in the proportions with different sources of income before and after assistance (AIHW 2002g). For example, the proportion of Indigenous clients on government pension or benefit increased from 90% before assistance to 91% after assistance and the proportion with no income decreased from 6% to 5% (table 5.12). For non-Indigenous clients the changes were greater with the proportion on government pension or benefit increasing from 82% before assistance to 85% after assistance and the proportion with no income decreasing from 9% to 6%.

5.12 PRIMARY INCOME SOURCE IMMEDIATELY BEFORE AND AFTER SAAP SUPPORT PERIODS (a)(b)(c)(d) — 2001–02

<i>Source of income</i>	<i>Units</i>	<i>Before</i>	<i>After</i>
INDIGENOUS			
No income	%	5.9	4.6
No income, awaiting pension/benefit	%	0.7	0.7
Government pension/benefit	%	90.1	91.1
Other	%	3.3	3.6
<i>Total</i>	%	100.0	100.0
Total with valid data	no.	16 800	16 800
NON-INDIGENOUS			
No income	%	9.2	6.0
No income, awaiting pension/benefit	%	1.5	1.1
Government pension/benefit	%	81.7	84.6
Other	%	7.6	8.2
<i>Total</i>	%	100.0	100.0
Total with valid data	no.	70 200	70 200

(a) SAAP support periods: primary income source immediately before and after SAAP support of Indigenous and non-Indigenous clients.

(b) Number excluded due to errors and omissions for both Indigenous and non-Indigenous: 1,018.

(c) Table excludes high-volume records because not all items were included on the high-volume form.

(d) Figures have been weighted to adjust for agency non-participation and client non-consent.

Source: AIHW SAAP database.

CHILD CARE

Child care services provide care and development activities for children generally aged 12 years and younger. These services enable parents to participate in employment, education and training, community activities and personal activities — they may also be used for family support reasons. As a condition of government funding and regulation, child care services must promote and enhance children's emotional, intellectual, social and physical development. Preschool services offer educational and developmental programs for children in the year or two before full-time school.

The Commonwealth Department of Family and Community Services (FaCS) supports most child care services through Commonwealth Child Care Support (AIHW 2001a). All state and territory governments fund dedicated preschool services for children in the year or two before they begin school full-time. They also provide some funding for child care services, either solely or in conjunction with the Commonwealth. The Commonwealth Department of Education, Science and Training (DEST) provides supplementary funding for Indigenous children enrolled in state and territory funded preschools under the Indigenous Education Strategic Initiatives Programme (IESIP).

While the Commonwealth supports child care services such as long day care centres, family day care services and outside hours care services (AIHW 2001a), it also funds culturally specific services for Aboriginal and Torres Strait Islander children in the form of:

- Multifunctional Aboriginal Children's Services (MACS), which provide flexible services to meet Aboriginal and Torres Strait Islander children's social and developmental needs. MACS offer care for children under school age and for school age children, including long day care, playgroups, before and after school care and school holiday care, and cultural programs
- Aboriginal playgroups and enrichment programs. Aboriginal playgroups provide opportunities for children under school age and their parents to socialise and interact with one another. Enrichment programs provide supervised care, organised activities, homework centres and nutrition services for school age children.

Although not specifically for Indigenous children, the Commonwealth also funds mobile children's services which visit remote areas and provide occasional care, school holiday care, playgroups, story telling, games and toy library services for children and information and support for parents.

It is important to note that Aboriginal and Torres Strait Islander children attend Commonwealth supported child care services other than Indigenous specific services and that not all children who attend MACS are Indigenous.

States and territories also fund culturally specific child care and preschool services for Aboriginal and Torres Strait Islander children. For instance, the Queensland Department of Families, through the Remote Area Aboriginal and Torres Strait Islander Child Care Program, provides funding for the operation of a range of children's services to meet the cultural and community needs in remote area communities. These include long day care centres, children's activity programs and playgroups.

Nationally, comprehensive and comparable data on children using child care and preschool services across Australia are not available. The first stage of a National Minimum Data Set for children's services, however, has been developed and has been pilot tested (Chapter 11).

Since most child care services are supported by FaCS, the FaCS Census of Child Care Services is currently the most comprehensive source of data on Indigenous children attending child care services in Australia.

In 2002, 1.8% of children using Commonwealth supported child care services were Indigenous, whereas Indigenous children were estimated to constitute 4.6% of the population aged 0–12 years in June 2001 (table 5.13). Not surprisingly, Indigenous Specific Services — Aboriginal Playgroups and Enrichment Services (91%) and MACS (79%) — had the highest proportions of Indigenous children. When looking at the total number of Indigenous children using Commonwealth-supported services, however, just under half (47%) were in long day care centres.

5.13 CHILDREN IN COMMONWEALTH-SUPPORTED CHILD CARE — MAY 2002

Service type	Indigenous	Non-Indigenous	Total children	Children who are Indigenous(a)
	%	%	no.	%
Long day care centres	46.5	56.5	309 071	1.5
Family day care	9.4	17.2	93 433	1.0
Occasional care	1.1	1.5	8 109	1.4
Multifunctional Aboriginal Children's Services	12.0	0.1	1 536	79.2
Multifunctional Children's Services	0.5	0.2	1 048	4.6
Before/after school care (Outside of School Hours Care) Services	17.7	24.0	131 376	1.4
Vacation care	(b)	(b)	82 335	1.7
Mobile and Toy Library Services	2.1	0.4	2 336	9.1
Aboriginal Playgroups and Enrichment Services	10.7	0.0	1 189	91.2
In-home Care Services	(c)0.0	0.2	1 156	0.3
Total(d)	100.0	100.0	549 254	1.8

(a) Within each service type.

(b) Totals exclude children in vacation care, since many of these children would also have been attending before/after school care.

(c) Less than 0.1% or four children.

(d) Total number of Indigenous children in Commonwealth-supported child care as at May 2002 was 10,139. Total number of non-Indigenous children for the same period was 539,115.

Source: Preliminary 2002 Commonwealth Child Care Census data. Data has not been weighted for non-responding services.

Some data are also available on the number of Indigenous children enrolled in state and territory funded preschool services from the annual census conducted for the Commonwealth Department of Education, Science and Training. Data for the latest year, 2001, however, are not comprehensive since children attending preschool in Queensland were excluded from the data collection. In 2001, 7,434 Aboriginal and Torres Strait Islander children were enrolled in state- and territory-funded preschools in all jurisdictions, excluding Queensland. In 2000, there were 3,447 Indigenous children attending state-funded preschools in Queensland (Data Analysis Australia Pty Ltd 2002).

CHILD PROTECTION

Child protection services are the responsibility of the community services departments in each state or territory. Children who come into contact with the community services departments for protective reasons include those:

- who have been abused, neglected or otherwise harmed
- whose parents cannot provide adequate care or protection.

The community services departments provide assistance to these children through the provision of, or referral to, a wide range of services.

Non-government agencies are often contracted by the departments to provide these services which range from family support to the placement of children in out-of-home care.

Children who are seen to be in need of protection can come to the attention of child protection authorities through a report by an individual or organisation or by children themselves. These reports are assessed by the child protection agencies and in cases where there is a risk of harm to the child or evidence of abuse or neglect they are classified as a notification. Most notifications are then investigated and classified as either 'substantiated' or 'not substantiated' depending on the degree of risk of harm to the child. A range of services may then be provided to the child and the child's family.

In more serious cases, the department may also apply to the relevant court to place a child under a care and protection order. Care and protection orders vary between jurisdictions but can provide for a supervisory role for the department or transfer of legal guardianship to the department. The issuing of a care and protection order is often a legal requirement if a child is to be placed in out-of-home care. This option can be used to protect the child from further harm, where there is family conflict and 'time out' is needed, or where parents are ill or unable to care for the child.

The three areas of child protection services for which national data are collected are:

- child protection notifications, investigations and substantiations
- children on care and protection orders
- children in out-of-home care.

Each state and territory has its own legislation, policies and practices in relation to child protection, so the data provided by jurisdictions are not strictly comparable. This is particularly the case with the data on notifications, investigations and substantiations, where jurisdictions use different definitions and processes (AIHW 2003b). It is also worth noting that the quality of the Indigenous data varies across jurisdictions due to differences in the practices used to identify and record the Indigenous status of children and young people in the child protection system.

The rates of Aboriginal and Torres Strait Islander children entering the child protection system are higher than the rates for non-Indigenous children. In 2001–02 the rate of Indigenous children in substantiations was higher in all states and territories except Tasmania, being up to nearly eight times the rate for non-Indigenous children in Victoria and Western Australia (table 5.14).

5.14 CHILDREN WHO WERE THE SUBJECT OF A CHILD PROTECTION SUBSTANTIATION — 2001–02

	<i>Indigenous</i>		<i>Non-Indigenous</i>		<i>Rate ratio(b)</i>
	<i>no.</i>	<i>rate(a)</i>	<i>no.</i>	<i>rate(a)</i>	
New South Wales	913	15.3	6 361	4.3	3.6
Victoria	579	48.1	6 569	6.1	7.9
Queensland	795	14.3	6 553	7.9	1.8
South Australia	346	31.6	1 407	4.4	7.2
Western Australia	386	13.5	718	1.7	7.9
Tasmania	2	0.3	151	1.4	0.2
Northern Territory	222	9.7	109	3.2	3.0
Australian Capital Territory	11	6.5	191	2.6	2.5
Australia	3 254	16.3	22 059	5.1	3.2

(a) Rates per 1,000 children aged 0–16 years. The Indigenous rates were calculated using 2001 Census data and should not be compared with the Indigenous rates published for previous years.

(b) Rate ratio is equal to the rate for Indigenous children divided by the rate for non-Indigenous children.

Source: AIHW 2003b.

Substantiations are classified into one of the following four categories depending on the main type of abuse or neglect that has occurred: physical abuse, sexual abuse, emotional abuse, or neglect. It is not always clear what type of abuse, neglect or harm has occurred, and how a substantiation is classified varies according to the policies and practices of the different jurisdictions. New South Wales has an additional category of 'other' that includes children identified as being at high risk but with no identifiable harm or injury.

The pattern of substantiated abuse and neglect for Aboriginal and Torres Strait Islander children differs from the pattern for other children. Indigenous children were much more likely to be the subject of a substantiation of neglect than other children. For example, in Western Australia 50% of Indigenous children in substantiations were the subject of a substantiation of neglect, compared with 24% of non-Indigenous children. In Queensland the corresponding percentages were 50% and 37% respectively (table 5.15).

It is important to note that these variations in the distribution of types of abuse or neglect across jurisdictions are likely to be the result of differences in what is classified as a substantiation as well as differences in the types of incidents that are substantiated. In Western Australia and Tasmania a relatively high proportion of substantiations were classified as either 'physical abuse' or 'sexual abuse', as the child protection data from these two states include only child maltreatment cases; cases which require a family support response are dealt with and counted separately.

Victoria, on the other hand, had a relatively high proportion of substantiations that were classified as 'emotional abuse', reflecting the broader range of incidents that are included in child protection notifications and substantiations. The relatively low rate of emotional abuse in New South Wales reflects the policy of classifying many of these matters as carer/family issues rather than as a substantiation of harm. The high proportion of substantiations classified as 'neglect' in Queensland reflects the policies in that state which focus on identifying the protective needs of a child and assessing whether parents have protected the child from harm or risk of harm.

5.15 CHILDREN WHO WERE THE SUBJECT OF A SUBSTANTIATION BY TYPE OF ABUSE OR NEGLECT

	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	Northern Territory	Australian Capital Territory
	%	%	%	%	%	%	%	%
INDIGENOUS CHILDREN								
Physical abuse	31	22	23	30	25	100	43	18
Sexual abuse	17	4	5	4	15	—	9	9
Emotional abuse	13	49	21	27	9	—	12	45
Neglect	26	24	50	39	50	—	36	27
Other(a)	13	..	..	..	..	..	..	..
Total	100	100	100	100	100	100	100	100
NON-INDIGENOUS CHILDREN								
Physical abuse	29	26	24	32	29	42	45	29
Sexual abuse	30	8	6	10	37	28	9	5
Emotional abuse	10	44	33	23	11	6	25	40
Neglect	15	23	37	35	24	24	20	26
Other(a)	15	..	..	..	..	..	..	..
Total	100	100	100	100	100	100	100	100

(a) The category 'other' used for New South Wales comprises children identified as being at high risk but with no identifiable injury.

Source: AIHW 2003b.

The rate of Aboriginal and Torres Strait Islander children being placed under care and protection orders and in out-of-home care was around six times the rate for other Australian children (table 5.16). The rate ratios varied considerably by jurisdiction and were highest in Victoria (10.4 for children on care and protection orders and 13.0 for children in out-of-home care) and lowest in Tasmania (0.7 for children on care and protection orders and 0.8 for children in out-of-home care).

5.16 RATES OF CHILDREN ON CARE AND PROTECTION ORDERS AND IN OUT-OF-HOME CARE — AT 30 JUNE 2002(a)

	Care and protection orders			Out-of-home care		
	Indigenous children	Non-Indigenous children	rate ratio(b)	Indigenous children	Non-Indigenous children	rate ratio(b)
	rate	rate		rate	rate	
New South Wales(c)	31.9	4.0	8.0	33.5	3.8	8.8
Victoria	40.6	3.9	10.4	39.0	3.0	13.0
Queensland	15.1	3.3	4.6	12.2	2.9	4.2
South Australia	20.3	3.1	6.5	20.2	2.8	7.2
Western Australia	15.7	2.0	7.9	17.1	2.2	7.8
Tasmania	2.8	4.0	0.7	3.6	4.6	0.8
Northern Territory	5.2	1.9	2.7	4.4	1.6	2.8
Australian Capital Territory	18.1	2.9	6.2	15.3	2.5	6.1
Total	20.5	3.5	5.9	20.1	3.2	6.3

(a) Rates per 1,000 children aged 0–17 years. Rates were calculated using 2001 Census data and should not be compared with the Indigenous rates published for previous years.

(b) Rate ratio is equal to the rate for Indigenous children divided by the rate for non-Indigenous children.

(c) These data exclude children on supervisory orders.

Source: AIHW 2003b.

One of the most significant changes in child welfare policy in relation to Indigenous children was the introduction of the Aboriginal Child Placement Principle (box 5.17). The Principle is based on the premise that Aboriginal children are better off cared for in Aboriginal families and communities. All jurisdictions have adopted the Aboriginal Child Placement Principle either in legislation or policy.

5.17 THE ABORIGINAL CHILD PLACEMENT PRINCIPLE

The Aboriginal Child Placement Principle outlines a preference for the placement of Aboriginal and Torres Strait Islander children with other Aboriginal and Torres Strait Islander people when they are placed outside their family (Lock 1997). The Principle has the following order of preference for the placement of Aboriginal and Torres Strait Islander children:

- with the child's extended family
- within the child's Indigenous community
- with other Indigenous people.

The Principle covers the placement of Indigenous children in out-of-home care as well as the adoption of Indigenous children.

The impact of the Principle is reflected in the relatively high proportion of Indigenous children who are placed with Indigenous caregivers or with relatives, though this proportion varies by state and territory. At 30 June 2002 79% of Indigenous children in out-of-home care in Australia were placed in accordance with the Principle (table 5.18). This proportion ranged from 45% in Tasmania to 88% in New South Wales, which also had the highest proportion (58%) of Indigenous child placements within the child's extended family.

5.18 ABORIGINAL AND TORRES STRAIT ISLANDER CHILDREN IN OUT-OF-HOME CARE(a) — 30 JUNE 2002

Type of placement	Units	NSW	Vic.	Qld	SA	WA	Tas.	NT	ACT	Total
Placed in accordance with the Principle										
Indigenous relative/kin	%	58	20	24	18	49	17	21	19	43
Other Indigenous caregiver	%	16	18	27	48	17	7	52	44	21
Non-Indigenous relative/kin	%	13	13	16	6	7	21	(b)n.a.	7	12
Indigenous residential care	%	—	4	1	—	8	—	—	4	2
<i>Total in accordance with the Principle</i>	%	88	55	69	72	80	45	74	74	79
Not placed in accordance with the Principle										
Other non-Indigenous caregiver	%	10	36	30	27	15	28	20	26	19
Non-Indigenous residential care	%	1	9	—	1	5	28	6	—	3
<i>Total not placed in accordance with the Principle</i>	%	12	45	31	28	20	55	26	26	21
<i>Total</i>	%	100	100	100	100	100	100	100	100	100
Total	no.	2 083	489	708	232	506	29	103	27	4 177

(a) Whether placed in accordance with the Aboriginal Child Placement Principle. This table does not include Indigenous children who were living independently or whose living arrangements were unknown.

(b) The relationship of the caregiver to children placed with non-Indigenous caregivers was not available and these children were placed in the 'other' category.

Source: AIHW 2003b.

ADOPTION

The formal adoption of Aboriginal and Torres Strait Islander children has not been a common practice in recent years. In many cases where Aboriginal or Torres Strait Islander children cannot live with their birth parents, informal arrangements are made for them to live with a relative or other member of the community (HREOC 1997). Arrangements of this type are generally preferred and adoption orders are only made when informal alternatives are judged not to be in the best interests of the child.

Between 1998–99 and 2001–02 there were only 15 adoptions of Aboriginal and Torres Strait Islander children in Australia. Five of these were 'known' child adoptions where the adoptive parents had a pre-existing relationship with the child (e.g. relatives/kin or carers), and 10 were 'placement' adoptions where there was no pre-existing relationship between the parent and the child (table 5.19). Most of the adoptions of Aboriginal and Torres Strait Islander children in the four-year period occurred in New South Wales (12), with one each in Victoria, Queensland and Western Australia. There were no adoptions of Indigenous children in South Australia, Tasmania, the Australian Capital Territory or the Northern Territory.

The Aboriginal Child Placement Principle (box 5.17) also covers the adoption of Indigenous children. Of the 10 Indigenous placement adoptions between 1998–99 and 2001–02, 4 were adoptions by Indigenous parents and 6 by non-Indigenous parents (AIHW 2003a).

5.19 ADOPTIONS OF INDIGENOUS CHILDREN — 1998–99 TO 2001–02(a)

	'Known' child adoptions(c)	Placement adoptions(b)			
		Indigenous parents	Non-Indigenous parents	Total	Total
New South Wales	5	2	5	7	12
Other states and territories	—	2	1	—	3
Australia	5	4	6	10	15

(a) Adoptions of Aboriginal and Torres Strait Islander children by type of adoption and Indigenous status of the adoptive parents, by state and territory. Adoptive parents were counted as Indigenous where at least one of the parents was Indigenous.

(b) Placement adoptions are adoptions by parents who have no pre-existing relationship with the child.

(c) 'Known' child adoptions are adoptions by parents who have pre-existing relationship to the child for example, relatives/kin or foster carers.

Source: AIHW 2003a.

JUVENILE JUSTICE

The 'juvenile justice system' is responsible for dealing with young people who have committed or allegedly committed an offence while considered to be a 'juvenile'. Juvenile justice is a state and territory responsibility and each has its own legislation that dictates the policies and practices of juvenile justice within its jurisdiction. Whilst this varies in detail, the intent of the legislation is very similar across Australia. For example, key elements of juvenile justice in all jurisdictions include diversion of young people from court where appropriate; incarceration as a last resort; victim's rights; the acceptance of responsibility by the offender for his or her behaviour; and community safety.

One of the ways in which the legislation varies across states and territories is in the definition of a 'juvenile'. In Queensland juvenile justice legislation applies to those people who were aged 10–16 years of age at the time of offence. In most other jurisdictions, however, those aged 10–17 years of age are included as a juvenile. Victoria has a dual track system that provides a sentencing option for adult courts, allowing appropriate 17–20 year olds to be sentenced to detention in juvenile justice facilities.

The juvenile justice system in each state and territory is comprised of several organisations, with each having a different primary role and responsibility in dealing with young offenders:

- The police, who are usually the young person's first point of contact with the justice system. Where considered appropriate, the police may administer warnings, cautions and in some jurisdictions use conferencing to divert the juvenile from proceeding to court.
- The courts (usually a special children's or youth court), where matters regarding 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.

- The juvenile justice departments, that are responsible for the supervision of juveniles on a range of community based orders and supervised bail, and which are also responsible for the administration of juvenile detention centres.

There are currently only limited national data on young people in the juvenile justice system. The AIHW and all states and territories are working toward establishing a national data collection that will include young offenders who are on supervised community-based orders as well as detention centres. This data development work is outlined in more detail in the juvenile justice section of Chapter 11.

National data are available on the number of young people held in juvenile justice detention centres, either on remand or sentenced. Data for the years 1996–97 to 2000–01 are provided in tables 5.20 and 5.21. These young people represent only a small proportion of juveniles supervised by juvenile justice departments under some form of court order, and a much smaller proportion of the number of young people who are dealt with by the juvenile justice system as a whole. Many are diverted from court as the offences committed are relatively minor and a first offence. Of those young people who do go to court, most receive either non-supervised orders or community-based orders.

It should also be noted that the figures on people in juvenile detention centres provided in tables 5.20 and 5.21 are calculated by averaging the number of detainees reported at the end of each quarter of the financial year.

As a result of variations in legislation, and the relatively small number of both Indigenous people and young people in detention centres in some jurisdictions, care should be taken when comparing the data both across jurisdictions and across time. In particular, the rates per 100,000 population should be interpreted carefully as the population figures used in the calculations are experimental projections based on 1996 Census data. It should also be noted that the figures for Australia do not include Tasmania and therefore are not necessarily representative of the national situation.

Despite the limitations of the available data, tables 5.20 and 5.21 clearly show that the rates of incarceration in juvenile detention centres for Indigenous people aged 10–17 years are far higher than those for non-Indigenous Australians, in all jurisdictions. The data available for Australia (excluding Tasmania) indicate that in 2000–01, 43% of 10–17 year olds in detention centres were Indigenous. In comparison, it is estimated that less than 4% of the Australian population in that age group were Indigenous (at 30 June 2001).

The figures also indicate that the national rate of detention for Indigenous young people generally declined over the five-year period, from a high of 457 per 100,000 in 1997–98 to 322 per 100,000 in 2000–01. The rate of detention for non-Indigenous 10–17 year olds also declined, from 24 per 100,000 in 1996–97 and 21 per 100,000 in 1997–98 to 16 per 100,000 in 2000–01. As a result, the level of over-representation of Indigenous young people in detention centres declined slightly from 1997–98 (when the rate for Indigenous young people in a juvenile detention centre was 21 times that for non-Indigenous young people) to 2000–01 (20 times).

While national data are not available for other components of the juvenile justice system, state and territory information indicates that the rates for Indigenous young people charged by the police, facing court, and on community-based orders are higher than those for non-Indigenous young Australians.

The over-representation of Indigenous peoples in the justice system is not confined to young people, with Indigenous people being far more likely to be in an adult prison than non-Indigenous peoples. At 30 June 2001, almost 20% of prisoners in Australian prisons were Indigenous (ABS 2002h).

5.20 ESTIMATED AVERAGE NUMBER OF 10–17 YEAR OLDS IN JUVENILE DETENTION CENTRES — 1996–97 TO 2000–01(a)(b)

	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania(c)	Northern Territory	Australian Capital Territory	Australia(d)
INDIGENOUS									
1996–97	115	12	72	21	59	n.a.	13	3	294
1997–98	110	12	80	16	77	n.a.	18	3	315
1998–99	96	9	77	14	80	n.a.	17	2	295
1999–2000	91	8	60	13	77	n.a.	10	2	261
2000–01	86	7	53	13	71	n.a.	12	4	246
NON-INDIGENOUS									
1996–97	232	64	54	62	43	n.a.	3	14	472
1997–98	193	63	64	42	45	n.a.	3	9	417
1998–99	189	63	56	27	45	n.a.	6	7	393
1999–2000	160	55	52	35	39	n.a.	5	9	355
2000–01	137	55	34	46	32	n.a.	5	13	322

(a) 'Estimated average number' is the average of the number of 10–17 year olds in juvenile corrective institutions on the last day of each quarter of the financial year (as reported by the institutions to the Australian Institute of Criminology).

(b) Excludes 10–17 year olds detained in adult prisons. The extent of this varies across jurisdictions. Nationally, at 30 June 2001, the ABS reported that there were 38 people aged less than 18 years of age in prison, with 12 of these being Indigenous (ABS 2002h). It also excludes people over the age of 17 who were held in juvenile detention centres.

(c) Tasmania report that the data provided to and published by the AIC for the years 1996–97 to 2000–01 may be inaccurate (due to the limitations of their previous data system's reporting capabilities). As a result that data for Tasmania are not reproduced here. Tasmania has recently developed a data system to allow for more accurate reporting of detention centre figures and will be providing revised figures in the future.

(d) Excludes Tasmania.

Source: AIC 2002; Cahill & Marshall 2002.

5.21 ESTIMATED AVERAGE NUMBER IN JUVENILE DETENTION CENTRES, PER 100,000 POPULATION(a)(b)(c)(d)(e)

	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania(f)	Northern Territory	Australian Capital Territory	Australia(g)
INDIGENOUS									
1996-97	570	314	369	524	568	n.a.	138	475	434
1997-98	527	292	401	379	709	n.a.	191	448	457
1998-99	445	215	375	330	710	n.a.	176	277	409
1999-2000	410	196	281	285	665	n.a.	100	352	352
2000-01	376	162	240	281	595	n.a.	122	615	322
NON-INDIGENOUS									
1996-97	35	13	14	30	29	n.a.	10	62	24
1997-98	29	13	17	20	30	n.a.	9	36	21
1998-99	28	13	14	13	30	n.a.	20	30	20
1999-2000	23	11	13	16	26	n.a.	20	36	18
2000-01	20	11	9	21	21	n.a.	18	53	16

(a) 'Estimated average number' is the average of the number of 10-17 year olds per 100,000 in juvenile corrective institutions on the last day of each quarter of the financial year (as reported by the institutions to the Australian Institute of Criminology) for 1996-97 to 2000-01.

(b) Excludes 10-17 year olds detained in adult prisons. The extent of this varies across jurisdictions. Nationally, at 30 June 2001 the ABS report that there were 38 people aged less than 18 years of age in prison, with 12 of these being Indigenous (ABS 2002h). It also excludes people over the age of 17 who are held in juvenile detention centres.

(c) Rates are calculated using estimates of population at 31 December. The Indigenous population estimate for 31 December was derived from population projections at 30 June of each year. The non-Indigenous population was calculated by subtracting the estimate for the Indigenous population from the total ERP population at 31 December.

(d) The rates for Indigenous people are indicative only and should be interpreted with care, due to the relatively small numbers involved and as population data used to calculate the rates are projections based on 1996 Census data. These rates should be revised when more up to date population estimates for the Indigenous population, based on 2001 Census data, are available from the ABS.

(e) The rates shown here for Indigenous people are higher than those published by the AIC as they use the Low series projections of population, whereas the AIC use the High series (see Cahill & Marshall 2002).

(f) Tasmania report that the data provided to and published by the AIC for the years 1996-97 to 2000-01 may be inaccurate (due to the limitations of their previous data system's reporting capabilities). As a result that data for Tasmania are not reproduced here. Tasmania has recently developed a data system to allow for more accurate reporting of detention centre figures and will be providing revised figures in the future.

(g) Excludes Tasmania.

Source: AIC 2002; Cahill & Marshall 2002.

DISABILITY SERVICES

Services funded under the Commonwealth-State Disability Agreement (CSDA) are designed for people who need ongoing support with everyday life activities. Under this agreement the Commonwealth has responsibility for planning, policy setting and management of employment services, whilst the states and territories are responsible for all other disability services. These include:

- accommodation support — services that provide accommodation to people with a disability or that provide the support needed for a person with a disability to remain in their existing accommodation
- community support — services that provide the support needed for a person to live in a non-institutional setting such as therapy, early childhood intervention, counselling and case management
- community access — services designed to provide opportunities for people with a disability to gain and use their abilities to enjoy their full potential for social independence
- respite — services that provide a short-term break for families and other voluntary caregivers of people with disabilities, while providing a positive experience for the person with a disability.

Advocacy, print disability and information services are considered joint responsibilities of the Commonwealth and the states and territories.

Information about the types and levels of disability services provided to the Aboriginal and Torres Strait Islander population can be obtained from the Minimum Data Set collected by agencies funded under the CSDA. This data set, which contains the standard question about Indigenous status, is collected and reported to the Australian Institute of Health and Welfare annually. It is based on a selected day, known as 'snapshot day', and includes questions about disability group, assistance needed, income and accommodation. The level to which these services are utilised on the snapshot day gives a national picture of an 'average' or 'typical' day for CSDA service providers, although it may not be a true picture for an individual agency, particularly one affected by regular variations (e.g. providers of school holiday programs).

On the snapshot day in 2002, an estimated 65,809 people were provided with 77,382 CSDA-funded services. Of these people, 1,670 (2.5%) reported that they were of Indigenous origin compared with 2.6% of people of Indigenous origin aged less than 65 in the Australian population. However, the number of 'not stated' responses exceeds the number of Indigenous consumers so these results should be interpreted with caution. The Indigenous status of 3,451 consumers (5.2%) was not known (AIHW 2003e).

The proportion of people who received CSDA services who were of Aboriginal and Torres Strait Islander origin varied by service type (table 5.22). Respite (5.1%) and community support (3.8%) services had an above-average proportion of Indigenous consumers. On the other hand, consumers of employment (1.8%) and community access (1.9%) services had a smaller Indigenous representation than in the overall CSDA population.

5.22 CONSUMERS OF CSDA-FUNDED SERVICES(a) ON A SNAPSHOT DAY, BY SERVICE GROUP — 2002

Service group	Indigenous		Non-Indigenous(b)		Total	
	no.	%	no.	%	no.	%
Accommodation	573	2.6	21 800	97.4	22 373	100.0
Community support	500	3.8	12 711	96.2	13 211	100.0
Community access	362	1.9	18 504	98.1	18 866	100.0
Respite	164	5.1	3 050	94.9	3 214	100.0
Employment	334	1.8	17 908	98.2	18 242	100.0
All service groups(c)	1 670	2.5	64 139	97.5	65 809	100.0

(a) Data for consumers of the following CSDA-funded service types were not collected: advocacy, information/referral, combined information/advocacy, mutual support/self-help groups, print disability/alternative formats of communication, research and evaluation, training and development, peak bodies and other support services.

(b) Includes 'not stated'.

(c) Consumer data for 'all service group' totals are estimates after use of a statistical linkage key to account for individuals who received more than one service on the snapshot day. Column totals may not be the sum of the components since individuals may have accessed more than one service type on the snapshot day.

Source: AIHW 2003e.

DISABILITY SERVICES
continued

Data on the support needs of CSDA consumers are collected relating to nine life areas. These areas have been grouped into three main categories:

- activities of daily living (ADLs) — including self-care; mobility; and communication
- activities of independent living (AILs) — including interpersonal interactions and relationships; learning, applying knowledge and general tasks and demands; and domestic life
- activities of work, education and community living (AWECs) — including education; community (civic) and economic life; and working. This category is analysed for consumers aged five years and over, as consumers under five are allowed to respond 'not applicable due to age' for all three of these life areas.

Indigenous consumers of CSDA services reported a somewhat more frequent need for support than non-Indigenous consumers in all three of the support categories (table 5.23).

5.23 CONSUMERS OF CSDA-FUNDED SERVICES ON A SNAPSHOT DAY, BY FREQUENCY OF SUPPORT NEEDED(a)

Frequency of support needed	Indigenous		Non-Indigenous(a)		Total	
	no.	%	no.	%	no.	%
ACTIVITIES OF DAILY LIVING						
Always(b)	772	46.5	26 592	42.7	27 364	42.8
Sometimes	642	38.7	23 717	38.1	24 359	38.1
None but uses aids	51	3.1	2 190	3.5	2 241	3.5
None	194	11.7	9 782	15.7	9 976	15.6
Total(c)	1 659	100.0	62 281	100.0	63 940	100.0
ACTIVITIES OF INDEPENDENT LIVING						
Always(b)	906	55.1	30 921	50.2	31 827	50.3
Sometimes	653	39.7	26 103	42.4	26 756	42.3
None but uses aids	28	1.7	1 436	2.3	1 464	2.3
None	58	3.5	3 119	5.1	3 177	5.0
Total(d)	1 645	100.0	61 579	100.0	63 224	100.0
ACTIVITIES OF WORK, EDUCATION AND COMMUNITY LIVING (5 YEARS AND OVER)						
Always(b)	979	63.0	34 914	59.3	35 893	59.4
Sometimes	484	31.2	20 398	34.7	20 882	34.6
None but uses aids	29	1.9	1 215	2.1	1 244	2.1
None	61	3.9	2 334	4.0	2 395	4.0
Total(e)	1 553	100.0	58 861	100.0	60 414	100.0

(a) Includes not stated. Non-Indigenous totals include 3,451 consumers whose Indigenous status was missing.

(b) Unable to do or always needs help/supervision in this life area.

(c) Totals in the ADL group exclude 1,869 consumers whose support needs were not known.

(d) Totals in the AIL group exclude 2,585 consumers whose support needs were 'not applicable' or missing.

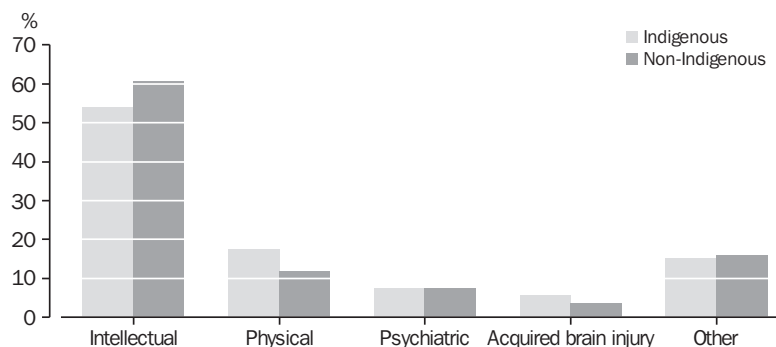
(e) Totals in the AWEC group exclude 1,908 consumers whose support needs were 'not applicable' or missing.

Source: AIHW 2003e.

For activities of daily living, nearly half (47%) of Indigenous consumers reported always needing help and a further 39% reported sometimes needing help. Almost all Indigenous consumers aged five years and over reported always or sometimes needing support, for activities of independent living (95%), and activities of work, education and community living (94%).

Over half (54%) of Indigenous consumers reported their primary disability as intellectual, followed by 18% with a physical primary disability, 7% with a psychiatric primary disability and 6% with an acquired brain injury (graph 5.24). Other primary disabilities included neurological, sensory and speech disabilities, specific learning/attention deficit disorder and autism. A higher proportion of Indigenous consumers had a physical disability or an acquired brain injury, and a lower proportion had an intellectual disability, compared to non-Indigenous consumers.

5.24 CONSUMERS OF CSDA-FUNDED SERVICES ON A SNAPSHOT DAY, BY DISABILITY GROUP — 2002

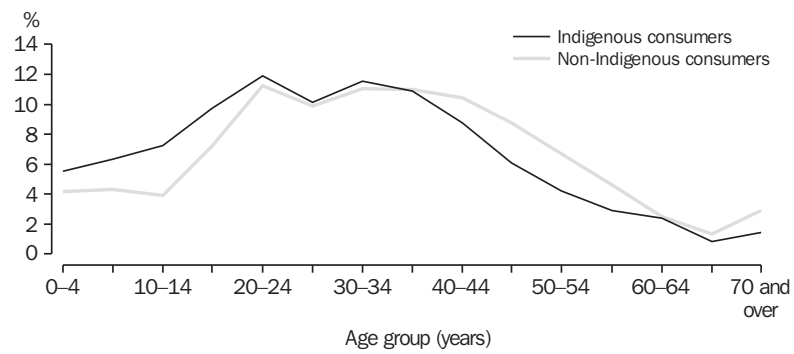


Source: AIHW 2003e.

Overall, Indigenous consumers of CSDA services were younger on average than non-Indigenous consumers (graph 5.25). The median age for Indigenous consumers was 29.4 years compared with 34.3 years for non-Indigenous consumers. About three-fifths (59%) of Indigenous consumers were aged between 20 and 49 years and 29% were aged under 20 years.

The level of use of disability services is not necessarily an adequate reflection of the level of disability in a community, nor the need for assistance, since there may be significant numbers of people with disabilities who do not access the services available. The 2002 Indigenous Social Survey will for the first time provide national information on the prevalence of disability in the Aboriginal and Torres Strait Islander population. Such information has not been available previously, partly due to problems of population sampling and to the differing interpretation of the concept of 'disability' between people in the Indigenous and non-Indigenous populations. Issues of comparability between the data collected for the Indigenous and non-Indigenous populations still remain. One of the roles of the Interim National Indigenous Disability Network is to give advice to the AIHW and ABS on Indigenous disability data collection.

5.25 CONSUMERS OF CSDA-FUNDED SERVICES ON A SNAPSHOT DAY, BY AGE — 2002



Source: AIHW 2003e.

AGED CARE

The range of services available to older Australians is extensive and could be argued to incorporate not only residential and community care but also primary and hospital care as main components of a formal system of care. The focus of this section is on services that are designed to provide care and support to older people living in the community and in formal residential aged care.

The government funds numerous programs designed to meet the care needs of older people. In determining the provision of these services consideration is given to issues of access and equity for defined special needs groups which include Indigenous Australians. Residential aged care is funded by the Commonwealth Government and provides accommodation and other support services such as domestic care, help with performing daily tasks, and medical care. Community Aged Care Packages are also Commonwealth Government funded, and support people who prefer to remain at home but who require care equivalent to low level care provided in residential care. The Home and Community Care Program is jointly funded by Commonwealth and state and territory governments. It provides community-based support services, such as home nursing, personal care, respite, domestic help, meals and transport to people who can be appropriately cared for in the community and can remain at home.

In many instances, younger people make use of services commonly associated with older people. This situation occurs more frequently among Aboriginal and Torres Strait Islander peoples than in the general population. Factors such as higher rates of chronic diseases at younger ages in the Indigenous population compared to the non-Indigenous population mean there is a greater proportion of Aboriginal and Torres Strait Islander peoples becoming ill and needing care at an earlier age.

Furthermore, Indigenous Australians die considerably earlier, with a life expectancy at birth that is about 20 years shorter than that of non-Indigenous Australians. The Commonwealth's *Aged Care Act 1997* recognises the implications of these differences in health status and life expectancy between the two population groups. In planning for services for older Indigenous peoples, the Federal Government uses population estimates for Indigenous peoples aged 50 years and over. The comparable age used for calculating planning ratios for the general population is 70 years and over (DHAC 2001a).

The Aboriginal and Torres Strait Islander Aged Care Strategy was developed in 1994 after a series of consultations with Indigenous communities and organisations involved in aged care services. This Strategy seeks to address issues of access to services, including those related to the rural and remote location of many Indigenous communities. The Strategy established Aboriginal and Torres Strait Islander Flexible Services, which provide aged care services using a flexible model. This initiative provides services with a mix of residential and community care places that can change as community needs vary. Many of these services have been established in remote areas where no aged care services were previously available.

In rural and remote locations that are too small to support the standard systems of aged care provision, Multipurpose Services provide a more workable care and treatment model. Multipurpose Services bring together a range of local health and aged care services, often including residential aged care, under one management structure. Multipurpose Services provide flexible care places.

Usage rates When age-specific usage rates are considered, Indigenous Australians make at least as high use of aged care services in all the age categories shown in table 5.26. At 30 June 2002, 8 Indigenous people per 1,000 aged 50–74 were residents in residential aged care, compared with 4 per 1,000 non-Indigenous Australians. At ages 75 and over, 103 Indigenous people per 1,000 were in residential care compared to 101 for non-Indigenous. The usage rate for Community Aged Care Packages is substantially higher for Indigenous people compared to non-Indigenous people in all age categories examined. At 30 June 2002, there were 12 per 1,000 Indigenous persons aged 50–74 compared with 1 per 1,000 non-Indigenous people in the same age group (table 5.26). There were 69 Indigenous persons per 1,000 aged 75 and over using Community Aged Care Packages compared to 17 per 1,000 non-Indigenous.

5.26 RATES OF USAGE AND NUMBER OF RESIDENTS/RECIPIENTS OF AGED CARE SERVICES, BY AGE(a)
— 30 JUNE 2002

Age group (years)	Residential aged care			Community Aged Care Packages		
	Indigenous	Non-Indigenous	Total	Indigenous	Non-Indigenous	Total
RESIDENTS/RECIPIENTS (NO.)						
Under 50	45	1 032	1 077	40	210	250
50–74	304	17 919	18 223	449	4 272	4 721
75 and over	338	116 869	117 207	228	19 386	19 614
Total	687	135 820	136 507	717	23 868	24 585
USAGE RATE PER 1,000						
Under 50	0.1	0.1	0.1	0.1	—	—
50–74	7.9	4.0	4.0	11.7	0.9	1.0
75 and over	102.6	100.9	100.9	69.2	16.7	16.9

(a) Places and packages provided by multipurpose services and services receiving flexible funding under the Aboriginal and Torres Strait Islander Aged Care Strategy are not included, as age-specific figures are not available for these programs.

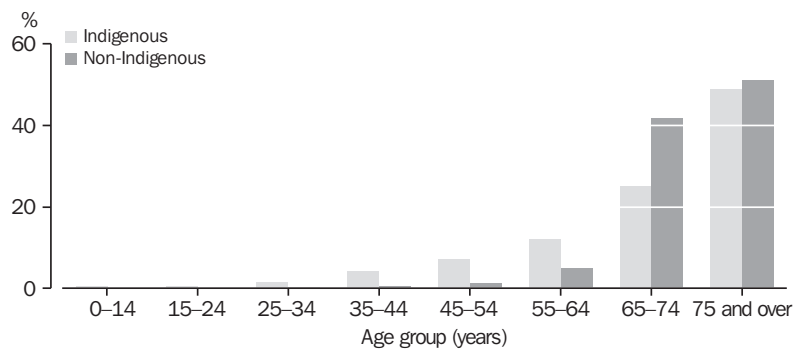
Source: ABS 1998b, 2003a; AIHW analysis of DoHA ACCMIS database.

Residential aged care services At 30 June 2002, there were 41 residential services operating under the Aboriginal and Torres Strait Islander Aged Care Strategy, providing 300 places for Indigenous residents (AIHW 2003i). No demographic data are available for clients of these services.

With respect to mainstream residential aged care services, there were 146,268 places at 30 June 2002. A total of 687 permanent residents (0.5% of all permanent residents) and 19 of those in respite care (0.8% of the total of those in respite care) were identified as being of Aboriginal or Torres Strait Islander origin. Indigenous status was not recorded or not known for 12,426 (9%) of all residents (AIHW 2003i).

Graph 5.27 shows that, of those who were receiving permanent or respite care, greater proportions of Indigenous people were in the lower age groups (ranging from 0.4% to 12% in age groups less than 65 years), while those in the non-Indigenous population were relatively more likely to be aged 65 years and above (93%).

5.27 AGE PROFILE OF RESIDENTIAL AGED CARE PERMANENT AND RESPITE RESIDENTS — 1 JULY 2001 TO 30 JUNE 2002



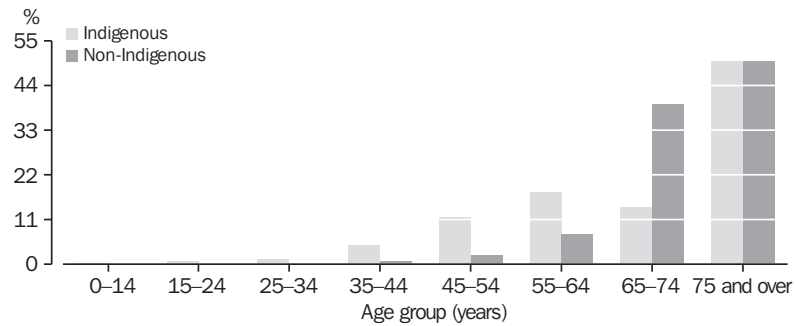
Source: AIHW analysis of DoHA ACCMIS database.

Community Aged Care Packages

At 30 June 2002, there were 22 Community Aged Care Packages services operating under the Aboriginal and Torres Strait Islander Aged Care Strategy, providing 111 packages to Indigenous clients (AIHW 2003c). No demographic data are available for clients of these services.

Out of a total of 24,585 people receiving mainstream Community Aged Care Packages at 30 June 2002, 717 (2.9%) identified as being of Aboriginal or Torres Strait Islander origin. Around 7% of Indigenous peoples receiving assistance were under age 45 compared with less than 1% of non-Indigenous people (AIHW 2003c). As can be seen in graph 5.28, both the Indigenous and non-Indigenous care recipient populations had 50% of their populations in the 75 and over age group. There was a larger proportion of Indigenous recipients in the age groups below age 65.

5.28 AGE PROFILE OF COMMUNITY AGED CARE PACKAGE RECIPIENTS — 30 JUNE 2002



Source: AIHW analysis of DoHA ACCMIS database

The Home and Community Care Program

The Home and Community Care Program (HACC) Minimum Data Set (MDS), implemented in 2001, collects data on the Indigenous status of clients. During the three-month period from April to June 2002, 76% of HACC agencies submitted data. Of participating agencies, HACC services were provided to a reported 376,458 clients of all ages. Of these, just over 3% (12,772) were reported to be Indigenous clients.

Analysis of the HACC MDS data suggests that Indigenous HACC clients had a younger age profile than non-Indigenous clients. However, comparison of the numbers of Indigenous people accessing HACC services with numbers of Indigenous people reported in particular age groups based on the 2001 Census indicate that there are some data quality problems (ABS 2002a) and that these same problems occur in prior and subsequent quarters.

Two factors in particular may be responsible for the reported number of Indigenous people accessing HACC being greater than the number of Indigenous people in the population in some age groups. First, people may be more inclined to identify themselves as being Indigenous in the HACC collection than in the 2001 Census. Second, in the HACC MDS, repeat clients are identified through the use of a statistical linkage key which is based on selected letters from the client's name, date of birth and sex. Consequently, a person using different names at different HACC agencies, or reporting different birth dates, will be counted as several people. Both these factors can lead to an overestimate of the number of HACC clients who are Indigenous. In addition to these problems, in some cases problems with automatic coding in agency-level systems may result in the mistaken identification of clients as Indigenous. The AIHW, supported by funding from the Community Services Ministers' Advisory Council, is currently undertaking work to enhance Indigenous identification in community services statistics. The project forms part of the Community and Disability Services Ministers Conference Action Plan. Because of these concerns with the Indigenous data in the HACC minimum data set, further information by Indigenous status is not presented for Home and Community Care.

SUMMARY

Indigenous Australians were more likely than non-Indigenous Australians to live in subsidised housing, including mainstream public housing and community housing. They were also more likely to use SAAP services, a trend that was stronger among women than men. They were less likely than non-Indigenous Australians to be receiving CRA or PRA.

There were relatively high rates of Indigenous children in the child protection services, including in child protection substantiations, on care and protection orders, and in out-of-home care. Compared to the non-Indigenous population, there were also very high rates of Aboriginal and Torres Strait Islander peoples in the juvenile justice system.

Indigenous children were under-represented in Commonwealth supported child care services, though there were a number of services designed specifically for Indigenous children. There were also very few adoptions of Indigenous children in recent years, as informal arrangements for the placement of Indigenous children have been encouraged.

In relation to disability services, Aboriginal and Torres Strait Islander peoples were more frequent users of community support and respite services, but less frequent users of employment and community access services. Indigenous users of disability services were on average younger than non-Indigenous users.

In aged care services the age profile of Indigenous people was lower than non-Indigenous people. When age-specific rates are used, Indigenous Australians make higher use of both Community Aged Care Packages and residential care than the non-Indigenous population.

