



8

Welfare services resources

8.1 Introduction

This chapter presents information on the resources devoted to welfare services in Australia. Broadly, these resources can be depicted in two ways:

- by describing the sector's financial resources, that is, the funds that are made available for expenditure on services or for other forms of assistance (such as cash benefits, benefits-in-kind or concessions); and
- by describing the sector's physical resources, that is, its human resources (the people who provide or support community services), its capital resources (equipment, buildings, land and other assets), the materials and energy consumed during service provision, and so on.

As to the financial depiction of resources for welfare services, the statistics describe, on the one hand, those who provide the funding and the amounts of money they provide for various services and other assistance and, on the other hand, those who incur the expenditures and the amounts of money they spend on various services and other assistance.

The financial statistics presented in this chapter cover three kinds of activity or assistance:

- welfare services, such as the provision of a child care service
- concessions, such as concessional fares on public transport for age pensioners
- cash benefits and benefits-in-kind, such as disability support pensions.

Data on the financial value of **services** and other support are readily available when a financial transaction is involved, say, when a wage or salary is paid to an employee who provides a child care service or when a cash benefit is paid to an age pensioner.

But many welfare services provided in Australia do not involve direct financial transactions. These include care provided by families or neighbours to older people, people with disabilities or families with children. They also include the work that volunteers do to support organisations that provide welfare services. To present as comprehensive a picture as possible of the total value of welfare services that are provided to Australians, it is informative to include an equivalent dollar value for these unpaid welfare services. In the absence of direct financial measurement, it is necessary to invoke assumptions to impute a value to services produced by the unpaid workforce; the assumptions and data sources that underlie the estimates have been detailed in previous editions of *Australia's Welfare*.

Concessions are of two kinds: concessions to households or individuals (through lower fares, fees and other charges); and concessions to non-government providers of

community services (also called 'tax expenditures'). In the main, the data presented in this chapter cover concessions to households and individuals; estimates are not yet available for a major class of concessions to service providers, namely Goods and Services Tax (GST) concessions.

Data on **cash benefits and benefits-in-kind** are included in *Australia's Welfare* for the first time. These data, which provide a broader view than is provided by expenditures on welfare services alone, have been compiled in accordance with the international standard, the OECD's Social Expenditure (SOCX) framework.

As to the physical depiction of resources for community services in Australia, the available statistics refer, in the main, only to human resources. The statistics presented in this chapter cover three groups of people:

- people who are in paid employment within community services industries, such as employees in the child care services industry. These comprise people who provide direct care (those in community services occupations) and people who provide support (those in other occupations);
- people who are in paid employment in community services occupations within other industries, such as child and youth services workers employed in the education industry; and
- people who provide or support the provision of community services on an unpaid basis, either through community services organisations or as informal carers of family members, neighbours and friends.

To present as comprehensive a picture as possible of human resources in the sector, it is necessary to describe all three groups.

8.2 Total resources for welfare services

The total value of welfare services provided during 2002–03 was estimated at \$49.5 billion. Of this, 34.6% (\$17.1 billion) related to services for which expenditure was incurred (Figure 8.1).

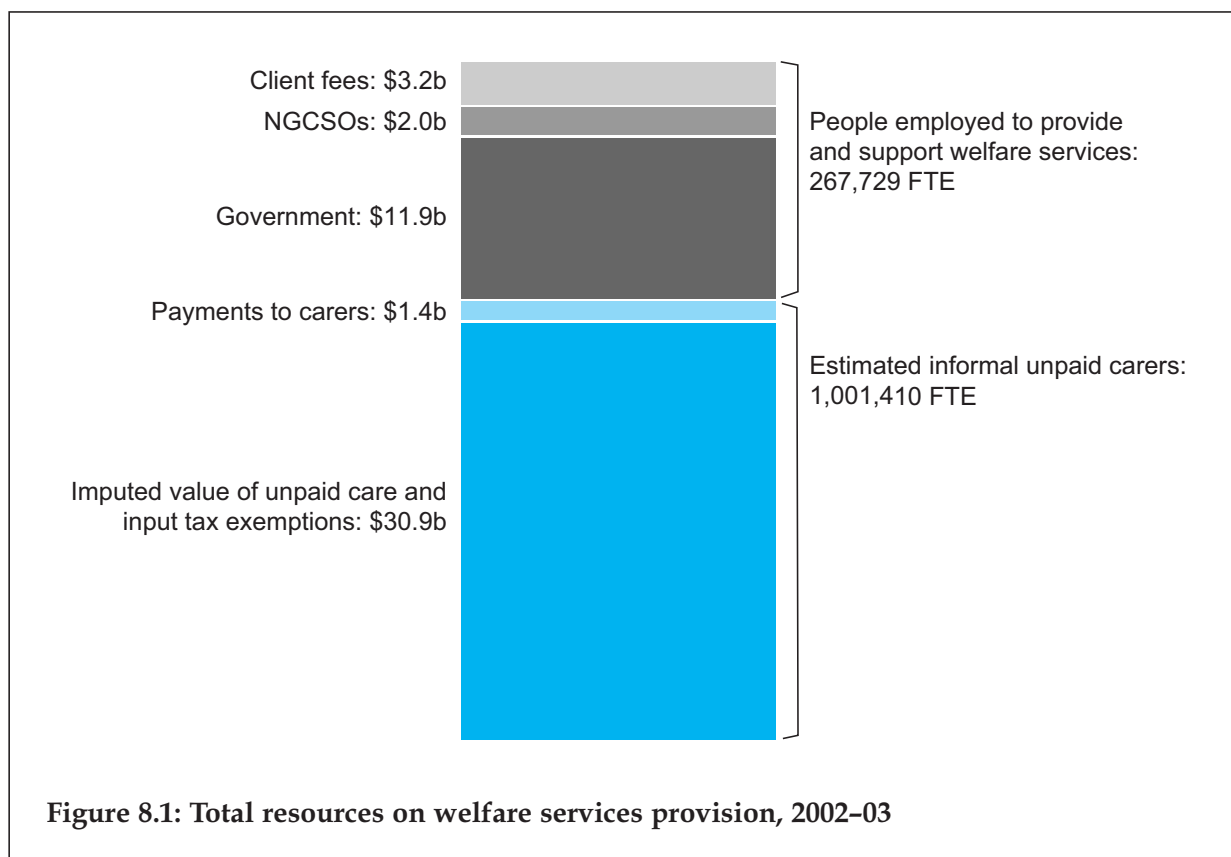
Of the remaining \$32.4 billion, some \$30.9 billion was 'imputed' as the value of services where no payments or expenses were actually incurred. The rest (\$1.4 billion) was payments to carers by the Australian Government through the social security system.

Of the \$17.1 billion in expenditure, \$16.9 billion was incurred by governments and non-government community services organisations (NGCSOs). The remaining \$208 million was fees paid by households for informal child care services provided by other members of the household sector.

The \$30.9 billion of expenses not actually incurred comprised \$735 million of revenue forgone by governments as a result of concessional tax treatment for NGCSOs, and the household sector's contribution estimated at \$30.2 billion. Of the latter, \$1.5 billion was in the form of voluntary work through organisations, but most (\$28.8 billion) was the imputed value of informal care in the household sector. This included neighbours providing care to others, informal child care arrangements, and informal care of older

people and people with disabilities. However, Australian Government payments to informal carers through the social security system in the form of Carer Allowance or Carer Payments (see Box 5.7) which, in 2002-03, totalled \$1.4 billion (FaCS 2003:181) have been separately identified as contributing to the funding of such informal care. This represented 4.4% of the total imputed value of informal care.

The paid workforce involved in providing welfare services and/or providing administrative and managerial support to services in 2002-03 was estimated at around 268,000 full-time equivalent (FTE) workers. The unpaid workforce was estimated to be more than three times the paid workforce (in terms of FTEs).



8.3 Expenditure on welfare services

Australia spent an estimated \$17.1 billion on welfare services in 2002-03 (Table 8.1: Welfare services expenditure, current and constant^(a) prices, share of gross domestic product (GDP) and annual growth, 1992-93 to 2002-03). This represented 2.3% of gross domestic product in that year.

In real terms, expenditure on welfare services grew at an average rate of 5.7% per year between 1998-99 and 2002-03. Estimated real growth in the latest year, 2002-03, was higher, at 8.2%, than it had been in any of the preceding three years. As a share of GDP, estimated expenditure on welfare services increased from 2.1% in each of the years 1998-99 to 2001-02 to 2.3% in 2002-03.

Table 8.1: Welfare services expenditure, current and constant^(a) prices, share of gross domestic product (GDP) and annual growth, 1992–93 to 2002–03

Year	Current prices		Constant prices ^(a)	
	Expenditure (\$m)	Share of GDP (%)	Expenditure (\$m)	Growth (%)
1992–93	7,124.9	1.7	8,812.3	..
1993–94	7,726.4	1.7	9,620.4	9.2
1994–95	8,355.3	1.8	10,291.6	7.0
1995–96	9,068.6	1.8	11,044.6	7.3
1996–97	9,958.0	1.9	11,719.0	6.1
1997–98	10,874.2	1.9	12,520.3	6.8
<i>Break in time series</i>				
1998–99	12,087.4	2.1	13,694.1	..
1999–00	13,096.7	2.1	14,658.1	7.0
2000–01	14,026.4	2.1	15,086.2	2.8
2001–02	15,288.6	2.1	15,827.1	4.9
2002–03	17,130.5	2.3	17,130.5	8.2
Average annual growth rate				
1992–93 to 1997–98	—	—	—	7.3
1998–99 to 2002–03	—	—	—	5.7

(a) Constant price estimates are expressed in terms of 2002–03 prices.

Source: AIHW 2005.

Box 8.1: Break in expenditure time series

Most governments in Australia moved from cash to accrual accounting from the beginning of 1998–99. This, combined with some substantial changes in data sources after 1997–98, has resulted in a break in the time series data after 1997–98. The earlier figures are presented to provide context, but the analysis in this chapter concentrates on the later period.

Most expenditure on welfare is for recurrent purposes. It goes to pay the wages and salaries and the many other operating expenses incurred by individuals, governments and non-government organisations in providing or arranging the provision of the services concerned. In 2002–03 estimated recurrent expenditure on welfare services was \$16,906.0 million (Table 8.2). A further \$224.5 million was for capital purposes.

Three broad sectors incurring expenditure are governments, NGCSOs and households. The proportion of expenditure incurred by NGCSOs has been higher than for the other two sectors, and rose from 49.6% in 1998–99 to 52.6% in 2002–03 (Table 8.3). Sources of funding for NGCSO expenditure are governments, clients and own source (Table 8.15). The role of NGCSOs is predominantly as providers of services rather than as funders.

Table 8.2: Welfare services expenditure, by type of expenditure, current prices, 1992–93 to 2002–03 (\$m)

Year	Recurrent expenditure	Capital expenditure ^(a)	Total
1992–93	6,648.0	476.9	7,124.9
1993–94	7,347.0	379.4	7,726.4
1994–95	8,112.3	243.0	8,355.3
1995–96	8,851.4	217.3	9,068.6
1996–97	9,671.7	286.3	9,958.0
1997–98	10,679.5	194.7	10,874.2
<i>Break in time series</i>			
1998–99	11,859.8	227.6	12,087.4
1999–00	12,887.3	209.4	13,096.7
2000–01	13,754.3	271.0	14,025.4
2001–02	15,099.6	189.0	15,288.6
2002–03	16,906.0	224.5	17,130.5

(a) Only includes expenditure on capital that was funded by governments.

Source: AIHW 2005.

The average rate of expenditure on welfare services per Australian resident in 2002–03 was \$867 – up from \$782 in 2001–02 (Table 8.4). Per person expenditure grew, in real terms, by 7.0% in 2002–03; real growth averaged 4.5% per year between 1998–99 and 2002–03.

8.4 Funding for welfare services

Funding for welfare services comes largely from governments, particularly the Australian Government and state and territory governments. Local governments also provide funding for some welfare services. In addition, welfare services clients are charged fees for some services, and NGCSOs are sometimes called upon to use their own resources to support some of the welfare services that they provide.

Over two-thirds (69.5% or \$11.9 billion) of all the funding for welfare services in 2002–03 was provided by governments (Table 8.5). The states and territories contributed \$6.0 billion (35.3%) and the Australian Government \$5.4 billion (31.6%). The remainder of government funding for welfare services was contributed by local governments (\$456 million).

Households, through the payment of fees for particular welfare services, contributed \$3.2 billion in funding during 2002–03, with NGCSOs providing a further \$2.0 billion from their own resources.

The relative shares changed little between 1998–99 and 2002–03. The Australian Government contribution in 1998–99 (\$3.8 billion) represented 31.2% of total funding; the state and territory governments' contribution of \$4.4 billion was 36.0%; and the non-government sector's contribution of \$3.7 billion was 30.5%. Thus, the rates of growth for the different funding sources were quite similar between 1998–99 and 2002–03.

Government funding and non-government funding both grew at an average rate of 5.7% per year.

Table 8.3: Welfare services expenditure, by sector incurring expenditure, current prices, 1998–99 to 2002–03 (\$m)

Year	Sector incurring expenditure			All sectors
	Governments ^(a)	NGCSOs	Households ^(b)	
1998–99	5,890.9	5,989.8	206.7	12,087.4
1999–00	6,319.0	6,582.5	195.2	13,096.7
2000–01	6,580.6	7,260.5	184.3	14,025.4
2001–02	7,145.6	7,969.0	174.0	15,288.6
2002–03	7,925.7	9,010.8	194.0	17,130.5

(a) Includes Australian Government, state and territory governments and local governments; expenditure has been derived by subtraction.

(b) Includes only estimated client fees paid by households for informal child care services.

Source: Australian Government — compiled from DHAC 1999, 2000, DoHA 2001, 2002, 2003; FaCS 1999, 2000, 2001, 2002, 2003; DIMIA unpublished data; Department of Veterans' Affairs unpublished data; State/territory government — Recurrent expenditure — PC 2004; ABS unpublished public finance data; Capital expenditure — ABS unpublished public finance data; Local government — ABS unpublished public finance data; NGCSOs — AIHW estimates based on a sample of NGCSOs' financial reports; Household sector — Child care service clients' contribution — estimated by AIHW from ABS 1997, 2000, 2003.

Table 8.4: Average welfare services expenditure, per person, current and constant^(a) prices and annual real growth, 1992–93 to 2002–03

Year	Expenditure per person (\$)		Annual real growth (%)
	Current prices	Constant prices ^(a)	
1992–93	405	501	..
1993–94	435	542	8.1
1994–95	465	573	5.8
1995–96	498	607	5.9
1996–97	540	636	4.8
1997–98	584	673	5.7
<i>Break in time series</i>			
1998–99	642	728	..
1999–00	688	770	5.8
2000–01	727	782	1.6
2001–02	782	810	3.5
2002–03	867	867	7.0
Average annual growth rate			
1992–93 to 1997–98	—	—	6.1
1998–99 to 2002–03	—	—	4.5

(a) Constant price estimates are expressed in terms of 2002–03 prices.

Source: AIHW 2005.

Table 8.5: Funding for welfare services(a), by source, current prices, 1992–93 to 2002–03 (\$m)

Year	Government funding sources				Non-government funding sources			Total funding
	Australian Government	State and territory	Local	Total	NGCSOs	Households	Total	
1992–93	2,113.4	2,446.5	22.5	4,582.4	934.0	1,609.0	2,543.0	7,125.4
1993–94	2,493.9	2,468.5	45.9	5,008.4	990.0	1,728.0	2,718.0	7,726.4
1994–95	2,891.5	2,551.5	99.3	5,542.3	995.0	1,818.0	2,813.0	8,355.3
1995–96	3,074.5	2,736.9	157.0	5,968.4	1,039.0	2,062.0	3,101.0	9,069.4
1996–97	3,263.5	3,146.9	121.0	6,531.4	1,143.0	2,284.0	3,427.0	9,958.4
1997–98	3,272.6	3,592.5	218.9	7,084.0	1,229.0	2,561.0	3,790.0	10,874.0
<i>Break in time series</i>								
1998–99	3,771.3	4,361.9	270.1	8,403.3	1,368.3	2,315.8	3,684.1	12,087.4
1999–00	4,010.7	4,694.1	288.8	8,993.6	1,550.4	2,552.7	4,103.2	13,096.7
2000–01	4,328.8	5,041.9	274.0	9,644.6	1,620.4	2,760.3	4,380.7	14,025.4
2001–02	4,945.3	5,489.7	252.7	10,687.7	1,741.4	2,859.6	4,601.0	15,288.6
2002–03	5,405.8	6,038.6	456.4	11,900.9	2,019.2	3,210.5	5,229.6	17,130.5

(a) Does not include funding of expenditure on high-level residential aged care and state government nursing homes, both of which are regarded as health expenditures (estimated at \$4,934 million in 2002–03).

Source: AIHW 2005.

Government funding

Total government funding for welfare services in 2002–03 was estimated at \$11.9 billion (Table 8.6). Of this, \$11.7 billion (98.1%) was for recurrent purposes and the remainder for capital purposes. The recurrent share of total government funding fluctuated from year to year, but has generally shown an upward trend from 97.3% in 1998–99.

Table 8.6: Total government funding for welfare services, by type of expenditure, current prices, 1992–93 to 2002–03 (\$m)

Year	Recurrent expenditure	Capital expenditure	Total
1992–93	4,105.5	476.9	4,582.4
1993–94	4,628.9	379.4	5,008.4
1994–95	5,299.3	243.0	5,542.3
1995–96	5,751.1	217.3	5,968.4
1996–97	6,245.1	286.3	6,531.4
1997–98	6,889.3	194.7	7,084.0
<i>Break in time series</i>			
1998–99	8,175.8	227.6	8,403.3
1999–00	8,784.2	209.4	8,993.6
2000–01	9,374.7	271.0	9,645.7
2001–02	10,498.7	189.0	10,687.7
2002–03	11,676.4	224.5	11,900.9

Source: AIHW 2005.

Recurrent funding by governments

A little over half (50.8%) of estimated recurrent funding by governments for welfare services in 2002–03 came from state and territory governments' own funding (derived from Table 8.7). This share fell from 52.1% in 1998–99; the Australian Government's share rose over the period from 44.9% to 45.6%; the local government share rose from 3.0% to 3.5%.

Table 8.7: Recurrent government funding for welfare services, by level of government, current prices, 1992–93 to 2002–03 (\$m)

Year	Australian Government	State and territory government	Local government	Total government
1992–93	1,892.8	2,207.5	5.2	4,105.5
1993–94	2,311.3	2,299.3	18.3	4,628.9
1994–95	2,723.8	2,517.1	58.4	5,299.3
1995–96	2,936.8	2,691.0	123.3	5,751.1
1996–97	3,097.7	3,070.6	76.8	6,245.1
1997–98	3,187.4	3,531.0	170.9	6,889.3
<i>Break in time series</i>				
1998–99	3,671.8	4,262.3	241.7	8,175.8
1999–00	3,956.6	4,577.3	250.3	8,784.2
2000–01	4,253.1	4,868.2	252.3	9,373.7
2001–02	4,877.9	5,383.6	237.2	10,498.7
2002–03	5,329.3	5,934.1	413.0	11,676.4

Source: AIHW 2005.

Only funding by the Australian Government and the state and territory governments is included in the remainder of this discussion of government funding of welfare services. Data are not available to allow the decomposition of funding by local government.

When allocating funding by governments to the different categories of welfare services (that is, services for families and children, for older people, and for people with disabilities), there were some kinds of funding that could not be easily identified as having flowed to particular categories. These included funding for services for unaccompanied women in crisis, as well as funding to support a broad range of services for Indigenous Australians or other disadvantaged groups within the Australian community. The estimates of funding that flowed to such welfare services fluctuated considerably from year to year. Sometimes, this was due to specific initiatives in the areas concerned and at other times it was because of better identification of where the funding was being directed in a particular year. Consequently, the estimates for 'Other recipients of welfare services (nec)' is regarded as the residual after the identified welfare services funding estimates have been deducted from the estimates of total funding for welfare services. In 2002–03, estimated government funding for these types of services was \$1.8 billion, or 15.8% of total funding by governments for welfare services.

Government funding for welfare services grew, in real terms, at an average rate of 5.7% per year between 1998–99 and 2002–03. By far the most rapid growth was in welfare services for families and children, which averaged 10.0% per year over the period (Table 8.8).

Table 8.8: Recurrent funding of welfare services by the Australian, state and territory governments, by major area of expenditure, constant prices^(a), and annual real growth 1992–93 to 2002–03

Year	Families and children		Older people ^{(b) (c)}		People with disabilities		Other recipients of welfare services		Total welfare services	
	Amount (\$m)	Growth (%)	Amount (\$m)	Growth (%)	Amount (\$m)	Growth (%)	Amount (\$m)	Growth (%)	Amount (\$m)	Growth (%)
1992–93	1,729.5	n.a.	1,250.8	n.a.	1,702.5	n.a.	442.4	n.a.	5,125.1	n.a.
1993–94	1,954.4	13.0	1,434.7	14.7	1,882.9	10.6	455.7	3.0	5,727.6	11.8
1994–95	2,252.8	15.3	1,720.4	19.9	1,929.0	2.5	543.3	19.2	6,445.6	12.5
1995–96	2,513.9	11.6	1,772.0	3.0	1,959.3	1.6	576.1	6.0	6,821.3	5.8
1996–97	2,620.0	4.2	2,077.3	17.2	2,058.4	5.1	570.0	-1.1	7,325.7	7.4
1997–98	2,594.7	-1.0	2,409.0	16.0	2,235.1	8.6	618.8	8.6	7,857.7	7.3
<i>Break in time series</i>										
1998–99	2,431.9	n.a.	2,141.3	n.a.	2,702.3	n.a.	1,758.4	n.a.	9,027.5	n.a.
1999–00	2,779.8	14.3	2,285.2	6.7	2,836.6	5.0	1,677.7	-4.6	9,578.0	6.1
2000–01	2,737.7	-1.5	2,398.4	5.0	2,946.1	3.9	1,745.4	4.1	9,827.6	2.6
2001–02	3,305.8	20.8	2,436.3	1.2	3,151.4	7.1	1,742.8	-0.1	10,629.0	8.2
2002–03	3,565.7	7.9	2,637.6	8.7	3,271.7	3.7	1,788.5	2.6	11,263.5	6.0
Average annual growth										
1992–93 to 1997–98	—	8.5	—	14.0	—	5.6	—	6.9	—	8.9
1998–99 to 2002–03	—	10.0	—	5.4	—	4.9	—	0.5	—	5.7

(a) In constant prices (estimates expressed in terms of 2002–03 prices).

(b) Does not include Australian Government funding, through the residential aged care subsidies, for high-level care, which is regarded as expenditure on health services (estimated at \$3,643 million in 2002–03).

(c) Does not include nursing home funding by state and territory governments, which is regarded as expenditure on health services (estimated at \$452 million in 2002–03).

Source: AIHW 2005.

A little over half (52.8%) of the recurrent funding for welfare services for families and children during 2002–03 came from the Australian Government (Table 8.9). It provided \$1.9 billion in funding these services, compared with \$1.7 billion by the states and territories. The relative shares changed little between 1998–99 and 2002–03, with the Australian Government share having fallen by 0.5 percentage points, from 53.3% to 52.8%. There was a corresponding increase in the share met by state and territory governments.

The Australian Government was the largest source of government funding for welfare services for older people. In 2002–03 it provided more than two-thirds (68.7%) of all such funding (Table 8.10). Further analysis of the services for older people can be found in Chapter 4. The following paragraphs concentrate on expenditure on the welfare services component.

Most of the funding for welfare services for people with disabilities was provided by state and territory governments. In 2002–03, they provided an estimated \$2.1 billion out of total government funding of \$3.3 billion (Table 8.11). This represented almost two-thirds (63.7%) of the combined funding by the Australian and the state and territory governments on services for people with disabilities.

Table 8.9: Recurrent funding of welfare services by government for families and children, current prices, 1992–93 to 2002–03

Year	Australian Government		State and territory government		Total government	
	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)
1992–93	611.5	44.2	772.1	55.8	1,383.6	100.0
1993–94	758.9	48.2	814.4	51.8	1,573.3	100.0
1994–95	952.6	52.2	872.2	47.8	1,824.8	100.0
1995–96	1,088.4	52.5	985.6	47.5	2,074.0	100.0
1996–97	1,161.4	52.6	1,044.6	47.4	2,206.0	100.0
1997–98	1,089.2	49.1	1,129.3	50.9	2,218.5	100.0
<i>Break in time series</i>						
1998–99	1,139.7	53.3	997.4	46.7	2,137.1	100.0
1999–00	1,397.8	56.4	1,078.9	43.6	2,476.7	100.0
2000–01	1,360.4	53.5	1,181.0	46.5	2,541.5	100.0
2001–02	1,685.3	52.8	1,507.2	47.2	3,192.5	100.0
2002–03	1,881.9	52.8	1,683.7	47.2	3,565.7	100.0

Source: AIHW 2005.

Table 8.10: Recurrent funding^(a) for welfare services by government for older people, current prices, 1992–93 to 2002–03

Year	Australian Government ^(b)		State and territory government ^(c)		Total government	
	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)
1992–93	586.6	58.6	414.0	41.4	1,000.6	100.0
1993–94	800.7	69.3	354.2	30.7	1,154.9	100.0
1994–95	911.3	65.4	482.2	34.6	1,393.5	100.0
1995–96	916.8	62.7	545.1	37.3	1,461.9	100.0
1996–97	1,023.7	58.5	725.4	41.5	1,749.1	100.0
1997–98	1,172.0	56.9	887.7	43.1	2,059.7	100.0
<i>Break in time series</i>						
1998–99	1,324.1	70.5	555.4	29.5	1,879.4	100.0
1999–00	1,356.3	66.7	676.4	33.3	2,032.8	100.0
2000–01	1,539.4	69.1	688.2	30.9	2,227.6	100.0
2001–02	1,628.6	69.5	714.4	30.5	2,342.9	100.0
2002–03	1,810.9	68.7	826.7	31.3	2,637.6	100.0

(a) Includes only funding by the Australian Government and by state and territory governments.

(b) Does not include Australian Government funding, through the residential aged care subsidies, for high-level care, which is regarded as expenditure on health services (estimated at \$3,643 million in 2002–03).

(c) Does not include state and territory governments' funding for government nursing homes, which is regarded as expenditure on health services (estimated at \$452 million in 2002–03).

Source: AIHW 2005.

Other welfare services (not elsewhere classified) comprise services to recipients not classified to the first three target groups. These include services for Aboriginal and Torres Strait Islander people; services for women who have been subject to domestic violence; prisoners' aid; care of refugees; pre-marital education, information and advice; homeless persons' assistance; and crime victim support, referral and crisis support services.

In 2002–03, recurrent government expenditure on these welfare services was \$1.8 billion. State and territory governments accounted for 75% of this amount.

Table 8.11: Recurrent funding^(a) of welfare services by government for people with disabilities, current prices, 1992–93 to 2002–03

Year	Australian Government		State and territory government		Total government	
	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)
1992–93	548.0	40.2	814.0	59.8	1,362.0	100.0
1993–94	596.3	39.3	919.4	60.7	1,515.7	100.0
1994–95	698.2	44.7	864.3	55.3	1,562.5	100.0
1995–96	729.1	45.1	887.3	54.9	1,616.4	100.0
1996–97	728.0	42.0	1,005.2	58.0	1,733.2	100.0
1997–98	744.2	38.9	1,166.8	61.1	1,911.0	100.0
<i>Break in time series</i>						
1998–99	867.0	36.6	1,503.2	63.4	2,370.2	100.0
1999–00	886.7	35.1	1,641.2	64.9	2,527.9	100.0
2000–01	985.2	36.0	1,748.8	64.0	2,734.0	100.0
2001–02	1,121.2	36.8	1,923.0	63.2	3,044.3	100.0
2002–03	1,188.5	36.3	2,083.2	63.7	3,271.7	100.0

(a) Includes only funding by the Australian Government and by state and territory governments.

Sources: Australian Government — compiled from DHAC 1999, 2000, DoHA 2001, 2002, 2003; FaCS 1999, 2000, 2001, 2002, 2003; DIMIA unpublished data; Department of Veterans' Affairs unpublished data. State and territory government — Recurrent expenditure compiled from PC 2004; ABS unpublished public finance data.

Australian Government recurrent funding

Services to families and children and to older people accounted for the largest shares of Australian Government funding for welfare services in 2002–03: 35.3% and 34.0% of the total, respectively. The composition of services receiving Australian Government funding changed somewhat between 1998–99 and 2002–03. At the beginning of that period, estimated funding of services for older people represented 36.1% of its welfare services funding, while funding for families and children was lower, at 31.0%.

State and territory government recurrent funding

Services for people with disabilities and for families and children received substantial shares of state and territory government funding. Services for people with disabilities attracted more than one-third (35.1%) of such funding in 2002–03; this share has been fairly stable since 1998–99. The next largest share (28.4%) went to fund services for families and children; this share has risen noticeably since 1998–99.

The shares of state and territory funding that supported services for people with disabilities changed little between 1998–99 and 2002–03, generally remaining around

35–36% of the total. Funding for services for families and children increased as a share of the total, from 23.4% in 1998–99 to 28.4% in 2002–03. This was counterbalanced by a decrease in the estimated share attributed to ‘unidentified welfare services’ (down from 28.3% to 22.6%).

Capital funding by governments

Government funding for capital expenditure may take the form of direct outlays—usually by state and territory or local governments—or it may involve grants and subsidies to support private sector investment in welfare services infrastructure.

Total welfare-related capital expenditure in 2002–03 was estimated at \$224.5 million (Table 8.12). Almost half of that—\$104.5 million or 46.5%—came from state and territory governments, and the remainder chiefly from the Australian Government.

Capital expenditure is, by nature, quite ‘lumpy’ -- that is, the relative shares of capital funding fluctuate from one year to the next. For example, in 1998–99 the amounts of funding by the Australian Government and the state and territory governments were almost equal, at \$99.5 million and \$99.6 million, respectively. In the next year, estimated funding by state and territory governments (\$116.8 million) was more than double that provided by the Australian Government (\$54.2 million).

Table 8.12: Government funding for welfare-related capital expenditure, current prices, 1992–93 to 2002–03 (\$m)

	Australian Government	State and territory government	Total	Local government	Total
1992–93	220.6	239.0	459.6	17.3	476.9
1993–94	182.6	169.2	351.8	27.6	379.4
1994–95	167.7	34.4	202.1	40.9	243.0
1995–96	137.7	45.9	183.6	33.7	217.3
1996–97	165.8	76.3	242.1	44.2	286.3
1997–98	85.2	61.5	146.7	48.0	194.7
<i>Break in time series</i>					
1998–99	99.5	99.6	199.1	28.5	227.6
1999–00	54.2	116.8	171.0	38.4	209.4
2000–01	75.7	173.7	249.4	21.6	271.0
2001–02	67.5	106.1	173.6	15.5	189.0
2002–03	76.5	104.5	181.0	43.4	224.5

Source: AIHW 2005.

Indirect government funding

Two forms of indirect funding of welfare services are examined here. They are tax expenditures, most of which flow to people involved in the provision or funding of welfare services; and concessions to or for people within social groups in need of special assistance.

Tax expenditures include concessions such as exemptions, deductions, rebates, reduced rates and deferral of tax liability.

Some tax expenditures go (in the form of tax deductions) to individual taxpayers who make donations or gifts to organisations that provide services or who directly provide care to dependants assessed as being in need of assistance. Tax expenditures flowing to such individuals in 2002–03 were estimated at \$680 million (Table 8.13: Tax expenditures by governments for welfare services, current prices, 1995–96 to 2002–03 (\$m)13).

A second form of tax expenditure relates to special treatments afforded to service providers in respect of some inputs to the services they provide. The major such tax expenditures in 2002–03 were exemption from the Australian Government’s fringe benefits tax for benevolent organisations (\$165 million); and exemptions from a number of state and territory government taxes, including payroll tax (\$207 million), land tax (\$104 million) and stamp duty and bank taxes (\$259 million). In all, estimated tax expenditures related to inputs totalled \$735 million in 2002–03.

Table 8.13: Tax expenditures by governments for welfare services, current prices, 1995–96 to 2002–03 (\$m)

Tax expenditure type	1995–96	1996–97	1997–98	1998–99	1999–00	2000–01	2001–02	2002–03
Donations to benevolent institutions	160	169	184	230	250	300	310	340
Tax offset for housekeeper who cares for a prescribed dependant	579	400	400	420	430	360	340	340
Australian Government tax exemptions on inputs								
Fringe benefits tax	75	150	180	60	210	230	230	165
Wholesale sales tax	137	153	172	207	227	—	—	—
State and territory government tax exemptions on inputs								
Payroll tax	91	102	115	138	151	167	183	207
Land tax	46	51	57	69	76	83	92	104
Stamp duty, etc.	114	127	144	172	189	209	229	259
Total input tax exemptions	463	583	668	645	853	689	734	735
Total tax expenditures	1,226	1,179	1,278	1,295	1,533	1,349	1,384	1,415
Total welfare services expenditure	9,069	9,958	10,874	12,087	13,096	14,026	15,289	17,130
Tax expenditure proportion of total welfare spending (%)	13.5	11.8	11.8	10.7	11.7	9.6	9.1	8.3

Source: AIHW 2005.

The proportion of welfare services expenditure that is funded through identified tax expenditures fell from 13.5% in 1995–96 to 8.3% in 2002–03. This was influenced, to a large extent, by the removal of one major input tax expenditure—exemption from wholesale sales tax—following the reform of the tax system by the Australian Government in 2000. But, even if the new wholesale sales tax arrangement is backcast, tax expenditures as a proportion of total welfare services expenditure fell from 12.0% in 1995–96 to 8.3% in 2002–03.

Concessions that are allowed by government service providers are treated as indirect government expenditures, and some of these are classified as indirect expenditures on welfare services. Estimates of such welfare-related concessions are included in the

expenditure accounts as 'core' concessions; they include concessions on electricity, public transport, water and sewerage and on local government rates. In 2002–03, indirect expenditure by governments through core concessions was estimated at \$1,146.5 million (Table 8.14). Some other government concessions are available to individuals (such as schoolchildren) who are outside the accepted welfare services target group categories; they are not included in the figures presented here.

In earlier years, eligibility for many state and territory government concessions was restricted to people identified by governments as requiring such assistance (usually limited to full-rate social security pensioners and beneficiaries and eligible veterans). Since 1997–98, however, the Australian Government has entered into agreements with the states and territories to extend eligibility for concessions to a much broader range of social security recipients.

Table 8.14: Core government concessions for welfare services target populations, current prices, 1998–99 to 2001–02 (\$m)

Year	Core concession type				Total concessions
	Electricity	Public transport	Water and sewerage	Council rates	
Estimated total expenditure on concessions					
1998–99	178.5	412.4	160.0	220.6	971.5
1999–00	212.6	402.6	161.9	226.3	1,003.5
2000–01	228.6	420.8	178.9	221.0	1,049.3
2001–02	263.0	429.4	188.9	248.1	1,129.4
2002–03	258.7	439.2	190.8	257.9	1,146.5
Funded by Australian Government through extension of fringe benefits funding to states and territories					
1998–99	27.9	64.4	25.0	34.5	151.8
1999–00	32.9	62.3	25.1	35.0	155.3
2000–01	35.8	66.0	28.0	34.6	164.5
2001–02	39.8	65.0	28.6	37.5	170.9
2002–03	40.2	68.3	29.7	40.1	178.3
Funded by states and territories from own sources					
1998–99	150.6	347.9	135.0	186.2	819.7
1999–00	179.7	340.3	136.9	191.3	848.2
2000–01	192.8	354.8	150.8	186.3	884.8
2001–02	223.3	364.4	160.4	210.6	958.6
2002–03	218.4	370.9	161.1	217.8	968.2

Source: AIHW 2005.

Non-government sector funding

There are two major non-government sources of funding for welfare services:

- funding provided by NGCSOs from their own sources—in 2002–03, NGCSOs provided \$2,019.2 million from their own sources (Table 8.15); and
- fees charged to the clients of services—in 2002–03, client fees provided \$3,210.5 million (Table 8.16).

Table 8.15: Recurrent funding of NGCSOs' welfare services expenditure, amount and share, by source of funds, current prices, 1992-93 to 2002-03

Year	Funding source						Total expenditure by NGCSOs	
	Governments		NGCSOs		Client fees		Amount (\$m)	Share (%)
	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)		
1992-93	1,846.0	46.9	934.0	23.7	1,153.0	29.3	3,933.0	100.0
1993-94	2,074.0	47.9	990.0	22.8	1,270.0	29.3	4,334.0	100.0
1994-95	1,973.0	45.8	995.0	23.1	1,338.0	31.1	4,306.0	100.0
1995-96	2,305.0	46.5	1,039.0	21.0	1,608.0	32.5	4,952.0	100.0
1996-97	2,552.0	46.2	1,143.0	20.7	1,831.0	33.1	5,526.0	100.0
1997-98	2,895.0	46.5	1,229.0	19.7	2,103.0	33.8	6,227.0	100.0
<i>Break in time series</i>								
1998-99	2,805.4	46.8	1,368.3	22.8	1,816.2	30.3	5,989.8	100.0
1999-00	2,951.5	44.8	1,550.4	23.6	2,080.6	31.6	6,582.5	100.0
2000-01	3,383.5	46.6	1,620.4	22.3	2,256.6	31.1	7,260.5	100.0
2001-02	3,887.1	48.8	1,741.4	21.9	2,340.6	29.4	7,969.0	100.0
2002-03	4,319.8	47.9	2,019.2	22.4	2,671.9	29.7	9,010.8	100.0

Source: AIHW 2005.

Table 8.16: Funding of welfare services, through fees paid by clients, amount and share, by provider sector, current prices, 1998-99 to 2002-03

Year	Provider sector						Total client fee funding	
	Governments		NGCSOs		Households as providers of informal childcare		Amount (\$m)	Share (%)
	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)	Amount (\$m)	Share (%)		
1998-99	292.9	12.6	1,816.2	78.4	206.7	8.9	2,315.8	100.0
1999-00	276.9	10.8	2,080.6	81.5	195.2	7.6	2,552.7	100.0
2000-01	319.4	11.6	2,256.6	81.8	184.3	6.7	2,760.3	100.0
2001-02	345.0	12.1	2,340.6	81.9	174.0	6.1	2,859.6	100.0
2002-03	344.6	10.7	2,671.9	83.2	194.0	6.0	3,210.5	100.0

Source: AIHW 2005.

Most client fee funding in 2002-03 was directed to services provided by NGCSOs. These were for privately provided services such as private childcare services and care facilities for older people. Client fee funding of services provided by NGCSOs in 2002-03 was estimated at \$2,671.9 million, or 83.2% of total estimated client fee funding for welfare services.

In the case of client fee funding of services provided by households, the only estimates that are available relate to childcare services. It is estimated that \$194.0 million was provided by clients to support childcare services provided by households in 2002-03; this represented 6.0% of all identified client fee funding.

It is possible that some of the informal care provided by households to older people and people with disabilities may also have attracted funding from this source, but information that would support estimation of the expenditure and funding for such informal services is not available.

8.5 Welfare-related social expenditure

This section looks at Australia's spending on welfare services in the context of its overall social expenditure. This provides a broader picture than can service expenditures alone of the levels of support provided to people in need of assistance. Examining overall social expenditure helps to abstract from some of the fluctuations that can occur when funding for services is replaced by cash benefits to individuals and families (to provide them with greater capacity to purchase services, for example).

For the purposes of this analysis, the scope of social expenditures has been confined to those directed at groups in society that would access the types of services usually covered in analyses of expenditures on welfare services. The international social expenditure (SOCX) classifications that have been developed by the OECD provide the broad framework for this analysis. For the analysis below, the SOCX classifications have been limited to welfare-related categories by excluding some classes of expenditure (Table 8.17).

Table 8.17: SOCX categories and their treatment in respect of welfare-related social expenditure

SOCX category no.	SOCX category title	Treatment
1	Old age	Included
2	Survivors ^(a)	Included
3	Incapacity-related benefits	Included
4	Health	Excluded
5	Family	Included
6	Active labour market programs	Excluded
7	Unemployment	Excluded
8	Housing	Excluded ^(b)
9	Other social policy areas	Excluded ^(c)

(a) 'Survivors' refers to widowed spouses and orphans.

(b) All expenditures on housing classified by OECD into category 9 are excluded except those expenditures that come within the scope of the ABS government purpose classification (GPC) 262 'welfare services'. For Australia the included housing expenditures have been included in category 9.

(c) Includes social expenditures classified by ABS to GPC 2619 'Social security (nec)' and those housing expenditures that come within the scope of the GPC 262 class.

Estimated welfare-related social expenditure in Australia during 2002–03 was \$69.1 billion (Table 8.18). Just over three-quarters (75.2% or \$52.0 billion) of this was in the form of cash benefits and the rest was benefits-in-kind.

Most expenditure on cash benefits in 2002–03 was directed to older people (\$22.0 billion) and families (\$18.7 billion).

The expenditure on benefits-in-kind here relates to expenditure on welfare services. Overall, they accounted for around one-quarter (24.8%) of estimated welfare-related

social expenditures in 2002–03. Benefits-in-kind accounted for 26.2% of welfare-related social expenditures for people with disabilities, and this changed only marginally over the period since 1998–99, when it was estimated at 25.8%. In the case of older people, benefits-in-kind played a somewhat lesser role than for people with disabilities. In 2002–03, estimated benefits-in-kind comprised 10.7% of the welfare-related social expenditures for older people. The corresponding proportion for families was 16.0%.

Table 8.18: Social expenditure, current prices, 1998–99 to 2002–03 (\$m)

SOCX category	1998–99	1999–00	2000–01	2001–02	2002–03
1. Old age					
Cash benefits ^(a)	16,424.4	16,826.6	22,369.8	20,916.6	22,044.2
Benefits-in-kind	1,879.4	2,032.8	2,227.6	2,342.9	2,637.6
<i>Total</i>	<i>18,303.8</i>	<i>18,859.3</i>	<i>24,597.4</i>	<i>23,259.6</i>	<i>24,681.8</i>
2. Survivors					
Cash benefits ^(b)	1,402.7	1,425.9	1,608.3	1,751.8	1,840.9
3. Incapacity-related benefits					
Cash benefits	6,801.6	7,135.4	8,039.7	8,704.1	9,209.1
Benefits-in-kind	2,370.2	2,527.9	2,734.0	3,044.3	3,271.7
<i>Total</i>	<i>9,171.9</i>	<i>9,663.3</i>	<i>10,773.7</i>	<i>11,748.4</i>	<i>12,480.7</i>
5. Family					
Cash benefits	12,040.1	13,938.7	17,285.8	18,606.7	18,703.4
Benefits-in-kind	2,137.1	2,476.7	2,541.5	3,192.5	3,565.7
<i>Total</i>	<i>14,177.2</i>	<i>16,415.4</i>	<i>19,827.3</i>	<i>21,799.1</i>	<i>22,269.1</i>
9. Other social policy areas					
Cash benefits	204.1	120.1	139.9	149.5	156.7
Benefits-in-kind	5,700.7	6,059.5	6,523.3	6,708.9	7,655.5
<i>Total</i>	<i>5,904.8</i>	<i>6,179.6</i>	<i>6,663.2</i>	<i>6,858.5</i>	<i>7,812.2</i>
Total					
Cash benefits	36,873.0	39,446.7	49,443.5	50,128.6	51,954.2
Benefits-in-kind	12,087.4	13,096.7	14,026.4	15,288.6	17,130.5
Total	48,960.4	52,543.4	63,469.9	65,417.3	69,084.7

(a) Not including mandatory employer superannuation contribution of \$22,899 million, \$25,955 million, \$27,416 million, \$28,574 million, and \$34,676 million in 1998–99, 1999–00, 2000–01, 2001–02, and 2002–03 respectively.

(b) Benefits in-kind for survivors should include welfare services provided to widows. But in the Australian data, these are classified to the SOCX category 'Other social policy'. Category 9 also includes all recurrent funding for welfare services by local governments, plus government capital expenditure, and expenditure by NGCSOs and households.

Sources: Benefits-in-kind: AIHW; Cash benefits: FaCS 1999, 2000, 2001, 2002, 2003.

International comparisons of social expenditures have been drawn from the SOCX database. The latest year for which comprehensive estimates are available is 2001. In that year, all OECD members, except Turkey, reported social expenditures (Table 8.19).

Overall, Australia's social expenditure as a proportion of GDP was estimated at 13.7% in 2001 if superannuation payments are included in social expenditures and 9.2% if they are excluded. The former is about the middle of the range of expenditures and above the weighted mean for all OECD countries (11.6%).

Table 8.19: Social expenditure^(a) by SOCX category, OECD countries, current prices, 2001 (\$m)

Country ^(b)	SOCX category					Total ^(c)	Total as % of GDP
	Old age	Survivors	Incapacity-related	Family	Other		
Austria	32,648	8,137	10,380	8,902	1,477	61,544	20.2
Switzerland	33,644	4,445	12,246	3,738	1,801	55,874	19.6
Sweden	29,468	1,978	18,429	9,328	1,997	61,200	19.1
Germany	326,631	12,116	101,134	55,663	14,566	510,109	18.2
Greece	31,590	2,145	4,461	4,552	1,535	44,284	17.8
France	230,104	32,465	46,456	60,735	8,531	378,291	17.5
Poland	45,599	11,362	29,685	5,077	1,212	92,934	17.4
Belgium	32,273	9,861	12,130	8,602	1,533	64,399	17.3
Denmark	17,384	23	8,630	7,933	2,199	36,169	17.3
Norway	14,946	658	13,615	7,076	1,378	37,674	17.1
Italy	221,989	51,057	41,624	19,301	702	334,674	17.0
Finland	14,669	1,781	7,074	5,510	958	29,992	16.4
Luxembourg	2,175	174	1,038	1,000	63	4,451	15.3
United Kingdom	182,830	12,530	54,512	47,455	3,996	301,324	14.2
Hungary	14,182	514	4,783	4,442	334	24,256	13.7
Portugal	19,446	3,650	7,208	2,847	649	33,801	13.7
Australia^(d)	55,826	1,752	11,748	21,799	6,858	97,984	13.7
Australia^(e)	23,260	1,752	11,748	21,799	6,858	65,417	9.2
Netherlands	39,156	4,176	29,611	6,993	3,847	83,784	13.6
Iceland	606	63	468	284	48	1,469	13.3
Czech Republic	13,607	1,870	6,108	3,243	1,255	26,084	12.8
Slovak Republic	5,662	139	1,947	1,249	980	9,977	12.2
Spain	95,390	6,565	27,198	5,770	1,721	136,643	11.9
Japan	354,488	54,606	29,886	27,039	7,306	473,324	10.5
New Zealand	5,272	121	3,130	2,417	100	11,039	9.9
Canada	59,270	5,360	10,142	10,888	29,955	115,616	9.4
Mexico	90,184	2,026	1,826	3,530	2,527	100,092	8.3
United States	702,677	111,813	180,995	51,000	63,515	1,110,000	8.3
Ireland	4,095	1,225	2,166	2,507	730	10,724	7.0
Korea	12,273	2,049	6,076	1,599	4,750	26,748	2.7
OECD total^(b)	2,655,518	344,662	684,708	390,481	166,525	4,241,895	11.6

(a) Includes public and mandatory private social expenditures.

(b) Excludes Turkey.

(c) Excludes health, active labour market programs, unemployment and housing.

(d) Including superannuation payments.

(e) Excluding superannuation payments.

Note: Expenditures converted to Australian dollar values using GDP purchasing power parities.

Source: OECD SOCX database 2004.

8.6 Human resources in community services

Human resources in community services comprise:

- people in paid employment in community services occupations that provide and support community services; and
- volunteers who contribute their time to community services organisations.

In addition to services provided by organisations, the equivalents of many welfare services (for instance emergency relief, or non-parental care for children or care for people who are ageing or have disabilities) are provided informally by networks of family members, friends and neighbours. While these networks are not part of the formal welfare system, consideration of human resources in community services is incomplete without discussion of carers, as they have shaped and continue to complement the more formal services.

There is a complex interplay within and between these groups (Figure 8.2). Consider, for example, the effects of an ageing population: on the one hand, the number of people exiting the paid workforce is likely to increase in years to come; and, on the other hand, the number of older people requiring assistance will increase. Together, these influences change the demand for new entrants into the aged care workforce.

Potential entrants into the paid community services workforce may come from the education system, migrants or the pool of former workers re-entering the paid workforce. Of those exiting the paid workforce, some may continue to contribute in the form of voluntary work with community services organisations, or may provide informal care to family members. The supply of labour for community services is affected by changes in the hours worked as well as by the number of workers.

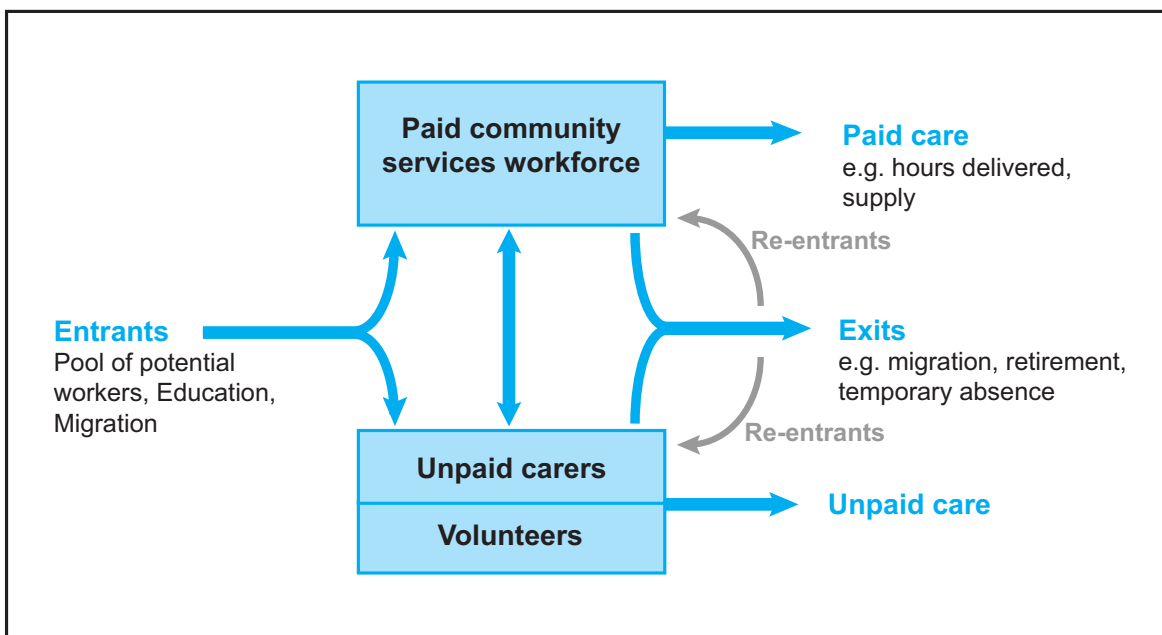


Figure 8.2: Human resources in the community services supply 'pipeline'

This section reports the current status of the paid workforce using the most recent information from various sources, including reported shortages and entrants into the paid workforce. This is followed by a description of the unpaid workforce.

Paid workforce

Community services industries and occupations

The community services industry, as defined by the Australian and New Zealand Standard Industry Classification, includes units that are mainly engaged in providing either child care or community care services (comprising accommodation for the aged, residential and non-residential services, and other community and community care services undefined). Community services industry workers are composed of two groups:

- those employed in community services occupations, based on the Australian Standard Classification of Occupations, who provide services directly to clients (such as counsellors and aged care workers); and
- those who are employed in the community services industry to provide support and infrastructure (such as administrative staff and computer technicians).

Typically, workers in community services occupations who provide services directly to clients are employed in the community services industry; but a larger number of workers in such occupations are employed across a range of other industries, particularly the health, education and government administration and defence industries (see shaded box in Figure 8.3).

	Community services industries	Other industries	Total
Community services occupations	159,678 persons employed in community services occupations in community services industries, e.g. children's care workers in the child care services industry	174,672 persons employed in community services occupations in other industries, e.g. counsellors in the education industry	334,350 (267,729 FTE)
Other occupations	83,647 persons employed in other occupations in community services industries, e.g. managers, accountants, auditors, tradespersons and computing professionals who support community services industries		
Total	243,235 (202,906 FTE)		

Source: ABS 2005b.

Figure 8.3: Relationship of community services occupations to community services and other industries, 2004

In 2004, workers in community services industries who were employed in community services occupations (i.e. providing direct care) comprised approximately two-thirds of the industry. The remaining one-third worked in other occupations providing managerial and infrastructure support for the delivery of care. Figure 8.3 illustrates how community service occupations and industries relate to one another.

According to the ABS Labour Force Survey, in 2004 there were approximately 243,000 people employed in community services industries in Australia, representing 2.5% of all employed persons across all industries. The number of persons employed in community services industries increased by 22.6%, between 1999 and 2004. This compares with a 10.5% increase across all industries. Within community services industries, the number employed in childcare services increased by 42.0% and in community care services increased by 10.2% (Table A8.1).

In 2004, employees in community services were predominantly female (81.0%) and nearly half worked part-time (45.8%). Other industries with a broadly similar profile include health services (77.3% female, 41.6% part time) and education (67.7% female, 34.5% part time; Table A8.1).

Box 8.2: The use of different data sources

Because the Labour Force Survey is a sample survey, it has limited capacity for providing more detailed breakdown of community services occupations by industry. So the 2001 Census of Population and Housing data have been used to describe the distribution of community services occupations across industries. Census data also allow analyses of specific occupations; however, to align with the categories used in the Labour Force Survey, broader occupational categories from the Census have been used in this report. Consequently, some figures in this publication differ from those previously published (e.g. AIHW & ABS 2003) because of the inclusion of some specific occupational categories.

Data from the 2001 Census show that approximately 44.8% of people working in community services occupations were employed in community services industries. Within these industries, children's care workers was the largest occupational group (39.6%), followed by special care workers (27.5%), welfare and community workers (10.0%) and welfare associate professionals (8.9%). Across other industries, education was the second largest employer, employing a third (33.0%) of all community services occupations, followed by health (8.5%; Table 8.20).

The ABS Labour Force Survey estimated that between 1999 and 2004 there was a 23.4% increase in the number of persons employed in community services occupations, compared with an increase of 10.5% across all occupations. In 2004 the majority of workers were female (86.6%) and just over half (51.6%) worked part-time. This compares with 44.6% female and 28.4% part-time for all occupations. Children's care workers were predominantly female (96.0%) and were generally younger than other community service occupations, with three-quarters (75.3%) aged under 45 years compared with 59.0% of all community services workers; and just over half (51.2%) worked part-time. Overall, pre-primary school teachers were predominantly female (98.1%). Aboriginal

and Torres Strait Islander health workers were predominantly male (57.7%). Counsellors tended to be older (56.7% aged over 45) and tended to work full-time (35.6% part-time; Table A8.2).

Table 8.20: Persons employed in community services occupations, by industry, 2001

Occupation	Community services industries			Other industries				Total all industries
	Child care services	Community care services	Total community services ^(a)	Health services	Gov. admin. and defence	Education	Other industries	
Child care coordinator	4,353	92	4,471	46	104	1,578	179	6,400
Pre-primary school teacher	1,406	16	1,440	24	126	12,445	80	14,151
Special education teacher ^(b)	24	241	286	82	215	10,955	137	11,701
Social welfare professional nfd	14	318	367	200	162	86	108	930
Social worker	119	2,679	3,195	3,052	1,588	202	438	8,542
Welfare and community worker	893	9,208	11,678	3,552	4,869	1,081	2,407	23,730
Counsellor ^(c)	18	3,611	3,838	2,009	792	3,176	924	10,804
Welfare associate professional ^(d)	199	9,391	10,379	913	2,309	742	2,023	16,528
Indigenous health worker	3	61	84	551	151	7	30	841
Carer or aide nfd	115	1,963	2,241	1,088	337	158	527	4,700
Education aide ^(e)	261	162	466	73	1,529	42,650	625	45,558
Children's care worker ^(f)	44,933	1,072	46,274	575	785	11,587	6,468	67,299
Special care worker ^(g)	361	30,556	32,148	10,062	2,287	1,383	2,895	49,831
Total	52,699	59,370	116,867	22,227	15,254	86,050	16,841	261,015

(a) Includes community services industries, undefined.

(b) Includes special needs teacher, teacher of the hearing impaired, teacher of the sight impaired, and special education teachers nec.

(c) Includes rehabilitation counsellor, drug and alcohol counsellor, family counsellor, careers counsellor, student counselor, and counsellors nec.

(d) Includes parole or probation officer, youth worker, residential care officer, disabilities services officer, and family support worker.

(e) Includes preschool aide, integration aide, teacher's aide, and Indigenous education worker.

(f) Includes child care worker, family day care worker, and nanny.

(g) Includes hostel parent, child or youth residential care assistant, refuge worker, aged or disabled person carer, and therapy aide.

Note: Totals will differ from those published in previous reports because of the use of broader occupational categories.

Source: AIHW & ABS 2003.

While there was an increase in the number of workers in community services occupations, changes in the proportion working part-time need to be taken into account when ascertaining whether there was any change in the supply of community services between 1999 and 2004. Also, changes in the size of the population may affect the level of supply. To account for these factors, the full-time equivalent (FTE) number of workers per 100,000 population is used as a measure of supply. In 2004, there were approximately

1,362 FTE workers per 100,000 population, up from 1,156 in 1999, a 17.8% increase in the rate of supply. In comparison, the total supply of labour in the Australian workforce increased from 46,949 FTE per 100,000 population in 1999 to 48,722 in 2004, a 3.8% increase in supply (Table A8.2).

Average weekly earnings

Employed community services workers are relatively low-paid. The biennial ABS Survey of Employee Earnings and Hours provides weekly earnings for various categories of employees by occupation and industry.

According to the 2004 survey, the average total weekly earnings of full-time non-managerial employees working in each of the community services occupations was lower than that for all occupations (\$916 per week). Social workers and counsellors were paid the highest average total weekly earnings (\$909.89 and \$905.95, respectively). Aboriginal and Torres Strait Islander health workers and children's care workers were the lowest paid (\$547.76 and \$570.09, respectively; Table 8.21).

Table 8.21: Average weekly earnings and hours paid for full-time non-managerial adults, selected community services occupations, 2004

Occupation ^(a)	Average weekly earnings ^(b)	Average hours paid for ^(c)
Social worker	\$909.89	37.5
Welfare and community worker	\$877.54	37.1
Counsellor	\$905.95	37.2
Social welfare professional	\$885.27	37.4
Pre-primary school teacher	\$846.87	37.4
Special education teacher	\$824.51	37.3
Welfare associate professional	\$842.13	38.3
Aboriginal and Torres Strait Islander health worker	\$547.76	36.6
Education aide	\$679.21	36.5
Children's care worker	\$570.09	38.2
Special care worker	\$692.42	38.1
Carer and aide	\$650.29	37.8
Total all occupations	\$915.66	39.5

(a) Excludes child care coordinator.

(b) Average total earnings for full-time non-managerial adults. Includes ordinary time and overtime earnings.

(c) Average total hours paid for. Includes ordinary time and overtime hours.

Source: ABS 2005a.

Earnings of workers in these community services occupations also varied depending on the industry in which they worked. In 2004, the average total weekly earnings of full-time non-managerial employees working in community services occupations and whose jobs were in the health and community services industry (\$725.20) were lower than that for all industries (\$757 per week). Within the health and community services industry, workers in these occupations within the health sector earned more per week, on average (\$760), than their colleagues within the community services sector (\$701.90 per week; Table 8.22).

Table 8.22: Average weekly earnings and hours paid for full-time non-managerial adults employed in selected community services occupations, selected industries, 2004

Industry	Average weekly earnings ^(a)	Average hours paid for ^(b)
<i>Health and community services</i>	725.20	38.2
Health services	760.00	37.9
Community services	701.90	38.4
Education	752.50	36.9
Government and administration	903.60	37.2
Other industries	784.30	37.2
Total all industries	757.00	37.7

(a) Average total earnings for full-time non-managerial adults. Includes ordinary time and overtime earnings.

(b) Average total hours paid for. Includes ordinary time and overtime hours.

Source: ABS 2005a.

Workforce shortages

Information on workforce shortages in various community services occupations was obtained from the Department of Employment and Workplace Relations (DEWR), which monitors occupational labour markets in Australia and assesses whether skill shortages exist. This is done through consultation with employers, industry, employer and employee organisations, and education and training providers. DEWR does not quantify the skill shortage of the occupations that it identifies are in shortage.

In addition to the general shortages shown in Table 8.23, DEWR reported that shortages of child care coordinators in New South Wales were mainly for degree-qualified coordinators in long day care centres, while in Victoria, shortages were for all qualified child care coordinators. In Western Australia, shortages were greatest in some regional and outer metropolitan areas.

Table 8.23: Shortages in community services occupations, states and territories, March 2004

Client group/occupation	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Australia
Child care coordinator	M, R-D	S	S	R	D	S	*	D	N
Child care worker	M, R-D	S	S	S	S	S	*	D	N
Social workers	R	R-D	*	*	*	R	*	R-D	*
Aged care registered nurse	S	S	S	S	S	S	*	S	N
Community nursing	S		S	S	S	S	*	S	N
Enrolled nurses	S	S	S	S	S	S	S	S	N

Note: N = national shortage, S = state-wide shortage, D = recruitment difficulties, M = shortage in metropolitan areas, R-D = recruitment difficulties in regional areas, R = shortage in regional areas, * = no shortage assessed.

Source: DEWR national and state skills shortage lists.

For child care workers, shortages were particularly evident in long day care centres in New South Wales, while in Victoria shortages were again for all qualified child care workers. Shortages of registered community nurses and aged care nurses in Tasmania were particularly apparent for positions outside Hobart. Finally, recruitment difficulties for social workers in Victoria were restricted to some regional areas and specialist areas such as aged care and trauma counselling.

Box 8.3: National skills shortages

DEWR defines skills shortages as follows:

'Skills shortages exist when employers are unable to fill, or have considerable difficulty in filling vacancies for an occupation, or specialised skill needs within that occupation, at current levels of remuneration and conditions of employment, and reasonably accessible location. Shortages are typically for specialised and experienced workers, and can coexist with relatively high unemployment overall or in the occupation. An occupation may be assessed in shortage even though not all specialisations may be in shortage. Occupations may be in shortage in particular geographical areas and not in others.' <<http://www.workplace.gov.au/Workplace>>.

The skills shortages list may not be complete in that occupations/skills where the number employed is very small may not be identified in the consultations with industry bodies and other stakeholders. In addition, occupations that require only a very limited period of training and/or experience to acquire (e.g. disability carers) are not included in the list.

Occupational categories are reported using the Australian Standard Classification of Occupations. Therefore, only occupations that are related to community services, defined previously, have been included in this report. The categories of aged care and community nurses have also been included in this section because they are generally employed in community services industries. While a large proportion of enrolled nurses work in aged care and mental health facilities, a detailed breakdown of the different subspecialties is not available.

National shortages were reported for child care workers and coordinators, and for aged care and community nurses. The next section provides more detailed information about these two groups of workers.

Child care workers

This section focuses on child care workers who work predominantly in direct contact with children. More detailed information on child care and child care services is available in Chapter 3.

Information on child care workers is available from the Census of Child Care Services conducted by the Department of Family and Community Services. This census collects information about service operation and characteristics of children, parents and staff, from child care services that receive Australian Government funding. According to the 2004 census there were 67,658 people employed and 2,371 unpaid workers in positions where the majority of their work was spent in direct contact with children (Table 8.24). Another 12,864 were engaged as caregivers in family day care and in-home care services. Staff involved in direct contact with children worked across a range of services, including private long day care services (41.4%), vacation care services (17.5%), community-based day care (16.5%), and outside school hours care services (16.5%). Community-based and private day care centres had the highest proportion of full-time workers (45.1% and 43.2%, respectively), while the majority of those employed in vacation care and outside school hours services were paid on a casual basis (80.1% and 70.4%, respectively).

Of caregivers engaged in family day care, two-thirds (66.7%) worked full-time (on average 46.4 hours per week) compared with one-third (33.8%) of caregivers in in-home schemes (on average 27.5 hours in the reference week).

Table 8.24: Direct contact staff and caregivers working in child care services^(a): hours worked and employment status, 2004

	Paid staff				Unpaid staff	
	Working full-time (%)	Working casual (%)	Average hours worked	Total paid staff	Average hours worked	Total unpaid staff
Direct contact staff						
Private centres	43.2	26.7	29.9	28,038	14.3	881
Community-based centres	45.1	27.5	28.0	11,135	12.4	445
Outside school hours care services	4.8	70.4	12.3	11,156	7.9	266
Vacation care services	6.2	80.1	23.3	11,840	20.0	488
Other services	31.8	34.3	25.3	1,222	10.7	102
Total	30.9	43.5	25.3	67,658	14.3	2,371
Caregivers						
Family day care schemes	66.7	—	46.4	12,018
In-home care schemes	33.8	3.8	27.5	846
Total	64.5	0.3	45.7	12,864

(a) Excludes administrative and coordination staff.

Source: FACS, 2004 Census of child care services, unpublished.

Aged care, disability and community nursing workers

The nursing labour force represents a major component of community services occupations. The main areas of nursing required in community service provision are those related to ageing and disability nursing.

Between 1999 and 2003 there was a slight increase (3.6%) in the total number of employed clinical nurses. Against this, there was a 12.0% decrease in the number of clinical nurses working in aged care, a 24.4% increase in community/domiciliary care and minimal change in developmental disability/rehabilitation. Although aged care nurse numbers decreased, those working increased their hours, on average, by 2.6 hours per week. The net effect of this increase was a decrease in supply, from 27,626 FTE to 26,578 FTE nurses. In contrast, there were increases in community/domiciliary and developmental disability/rehabilitation nursing, from 7,863 to 9,881 FTE and from 6,549 to 6,784 FTE, respectively (Table 8.25).

The use of FTE nurse numbers masks the effects of changes in the population. For example, while the FTE nurse numbers in aged care increased between 2001 and 2003, changes in the size of the population resulted in a stable level of supply at 134 FTE nurses per 100,000 population in those two years. Between 1999 and 2003, the supply of nursing increased from 42 to 50 FTE nurses per 100,000 population for community/domiciliary nursing and remained relatively stable for disability/rehabilitation, where it decreased from 35 to 34 FTE per 100,000 population.

Table 8.25: Clinical nurses^(a) employed in selected areas of nursing: type of nurse, 1999 to 2003

Clinical area	1999	2001	2003	Change 1997–2003 (%)
Aged care nursing				
Number of clinical nurses	34,781	32,212	30,600	-12.0
Average hours	27.8	28.2	30.4	..
FTE nurses ^(b)	27,626	25,954	26,578	..
Community/district/domiciliary nursing				
Number of clinical nurses	9,235	8,895	11,490	24.4
Average hours	29.8	29.6	30.1	..
FTE nurses ^(b)	7,863	7,522	9,881	..
Developmental disability / rehabilitation nursing				
Number of clinical nurses	7,163	7,383	7,261	1.4
Average hours	32.0	32.0	32.7	..
FTE nurses ^(b)	6,549	6,751	6,784	..
All employed clinical nurses				
Number of clinical nurses	200,219	201,754	207,451	3.6
Average hours	30.2	30.3	31.9	..
FTE nurses ^(b)	172,760	174,661	189,077	..
Total population	18,925,855	19,413,240	19,872,646	5.0

(a) Comprises nurse clinicians and clinical nurse managers only. Includes both registered and enrolled nurses.

(b) Full-time equivalent based on a standard 35-hour week.

Source: AIHW, Nursing labour force survey 1999 to 2003.

Potential entrants into the paid workforce: Students

There are three main sources of additional workers to maintain and/or increase the paid workforce. These are: re-entry into the paid workforce from extended leave or retirement; migration of skilled labour from other countries; and the education system, more specifically, vocational or higher educational institutions. The main source is the education system. Some information on higher education course completions is available from the Department of Education, Science and Training (DEST). Because of changes in the classification of courses, however, comparisons over time cannot be made prior to 2001.

Between 2001 and 2003 the number of students completing courses related to community services occupations increased from 4,915 to 5,529, a 12.5% increase. Of those students, approximately three-quarters (74.7%) completed undergraduate degrees. Early childhood teacher education had the highest proportion of undergraduate completions (92.5%) while counselling was predominantly a postgraduate degree (21.1%). As with the employed labour force, students in community services occupations were predominantly female, ranging from 71.6% in human welfare studies and services nec to 97.8% in early childhood teacher education (Table 8.26).

Table 8.26: Australian citizens/permanent residents completing selected community services-related higher education courses, sex and course level, 2001 and 2003

Field of education	2001			2003		
	Number	% female	% under-graduate	Number	% female	% under-graduate
Teacher ed.: Early childhood	1,615	97.9	90.6	1,986	97.8	92.5
Teacher ed.: Special education	503	90.5	29.4	607	86.8	38.4
Human welfare studies and services	481	80.9	67.8	437	87.0	78.3
Social work	1,330	86.7	89.9	1,363	86.0	87.7
Children's services	25	96.0	96.0	21	90.5	85.7
Care for the aged	45	93.3	33.3	51	90.2	47.1
Care for the disabled	73	87.7	91.8	97	88.7	89.7
Counselling	482	75.5	20.3	629	79.3	21.1
Welfare studies	231	83.5	85.7	153	84.3	82.4
Human welfare studies and services, nec	45	68.9	35.6	102	71.6	49.0
Total	4,915	88.8	74.0	5,529	89.4	74.7

Note: Time series is limited because of changes in the field of education classifications used by DEST.

Source: AIHW analyses of DEST data.

In addition to higher education courses, students may enter community services occupations by completing vocational education courses. Identification of the type of course is more difficult with such courses due to their nature. For example, some courses may consist of a single module whereas others contain a number of modules. Consequently, reliable data on completions is available only at the broad course level.

In 2003 the National Centre for Vocational Education Research (NCVER) reported that 1,663 students completed courses in teacher education, of whom 79.4% were female. In comparison, 23,562 students completed courses in human welfare studies and services, of whom 88.3% were female (Table 8.27).

Table 8.27: Vocational course completions for selected community services-related courses by sex, 2002 and 2003

	2002		2003	
	Number	% female	Number	% female
Teacher education	1,483	64.2	1,663	79.4
Human welfare studies and services	22,146	88.9	23,562	88.3

Source: NCVER unpublished data.

Unpaid workforce

Volunteers

According to the 2002 General Social Survey conducted by the ABS, approximately one-third (34.4%) of all persons aged 18 years and over had volunteered some of their time, skills or services to various types of organisations or groups within the 12 months prior to the survey. The rate of volunteering differed across age groups, ranging from 42.0%

of those in the 35–44 age group to 23.6% of those aged 75 years and over. Nearly a third of all volunteers assisted welfare and community services organisations, accounting for 11.2% of all persons aged 18 years and over. The rate of voluntary work ranged from 6.9% in the 25–34 age group to 18.1% in the 65–74 age group (Table 8.28).

Table 8.28: Persons aged 18 years and over participating in volunteer work by age group, 2002

	Age group (years)							All persons
	18–24	25–34	35–44	45–54	55–64	65–74	75+	
Volunteered in welfare/community (%)	7.9	6.9	10.0	12.1	16.5	18.1	12.4	11.2
All persons volunteering (%)	28.1	28.8	42.0	39.2	38.0	32.0	23.6	34.4
Total persons aged 18 or more ('000)	1,905	2,907	2,933	2,645	1,884	1,282	948	14,503

Source: ABS 2003b.

Carers

Complementary to the formal provision of services is the informal network of family members, friends and neighbours caring for older people or people with a disability.

The ABS Survey of Disability, Ageing and Carers provides some information on carers of people with a disability or the aged. The ABS defines a carer as:

A person of any age who provides any informal assistance, in terms of help or supervision, to persons with disabilities or long-term conditions, or older persons . . . This assistance has to be ongoing, or likely to be ongoing, for at least six months. (ABS 2003:71)

In 2003, the survey revealed that there were approximately 2.6 million people who were carers, representing approximately 13.0% of people living in households. Just under half (45.9%) of all carers were male. The proportion of people who were carers ranged from 3.6% in the under-18 age group to 21.8% in the 55–64 age group (Figure 8.4; ABS 2004).

Carers aged 75 years and over were more likely to be primary carers, consistent with the likelihood that the more able-bodied partners of retired couples tend to care for partners with a disability.

Primary carers represented 18.6% of all carers and were predominantly female (71.3%). Just under half (45.4%) were in the 45–64 age group and almost a quarter (23.9%) were aged 65 years and over (ABS 2004). Over a third (40.5%) of primary carers in 2003 spent up to 20 hours per week in the caring role, of whom 42.0% cared for persons who lived in other households. Of those who spent 40 hours or more in the caring role, the majority (70.2%) cared for persons with profound or severe core activity limitations living in the same household (Table 8.29).

The main implication for the 39.7% of primary carers spending 40 or more hours per week in the caring role is their limited opportunity for employment. In 2003 over a third (39.0%) of primary carers aged between 15 and 64 years were in the labour force (of whom only 45.7% worked full-time), compared with 69.3% for the total labour force. Consistent with this, over half (55.3%) of all primary carers relied on a government pension or allowance as the primary source of income, compared with around a quarter (26.2%) for the population aged 15 years and over (Table 8.30).

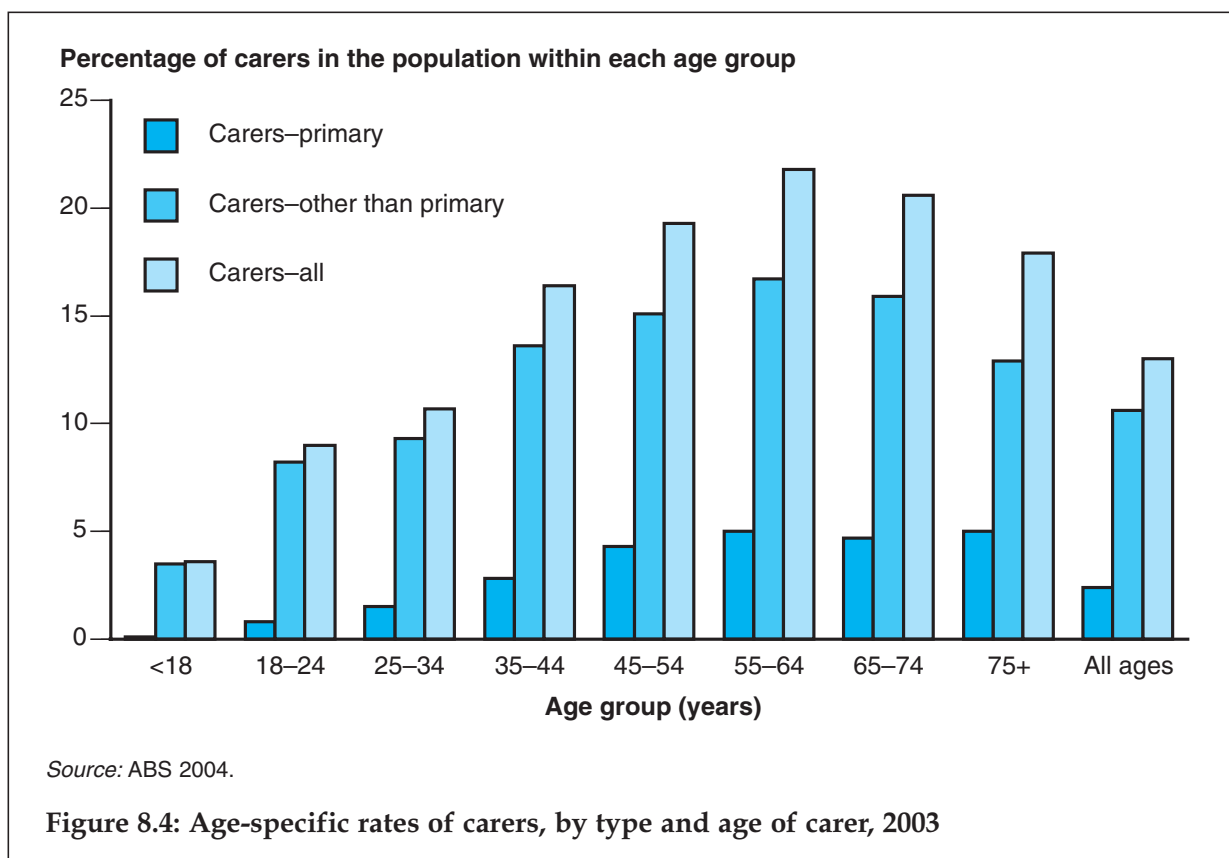


Table 8.29: Time spent by primary carers aged 15 years and over in their caring role, by selected characteristics of the main care recipient, 2003

Characteristic of main recipient of care	Average current weekly hours spent in caring role				Total
	Less than 20 hours	20-39 hours	40 hours or more	Not stated	
	Proportion (%)				
Main recipient of care lives in the same household as the primary carer and is:					
Aged less than 15 years	5.8	16.6	19.9	*19.5	14.0
Aged 15 and over, with a profound or severe core activity limitation and can cope on his/her own for:					
a few days	22.2	16.9	*5.0	*17.7	14.5
up to one day	8.5	16.4	12.0	*11.0	11.5
a few hours or less	10.8	26.6	53.1	*27.2	30.6
Subtotal	41.7	59.8	70.2	55.9	56.6
Aged 15 years with characteristics other than above	10.5	*7.1	*4.3	*11.7	7.7
Main recipient of care lives in a different household to the primary carer	42.0	16.5	*5.6	*12.9	21.8
All primary carers aged 15 years and over	100.0	100.0	100.0	100.0	100.0
	Number ('000)				
All primary carers aged 15 years and over	178.3	87.3	175.0	34.2	474.6

Source: ABS 2004.

Table 8.30: Carers aged 15 years and over living in households, type of carer by labour force status and income, 2003

	Primary carer	Not a primary carer	Total carers	Not a carer	Total
Labour force status					
Employed full-time (%)	45.7	64.2	61.7	70.5	69.3
Total employed ('000)	179.5	1,118.9	1,298.4	8,543.9	9,842.2
Participation rate ^(a) (%)	39.0	60.2	56.1	67.9	66.1
Income					
Principal source Government pension or allowance (%)	55.3	35.0	39.0	23.9	26.2
Total ('000)	474.6	1,980.8	2,455.4	13,272.8	15,728.2

(a) In the ABS Survey of Disability, Ageing and Carers, participation rate is defined as the number of persons in the labour force expressed as a proportion of the population aged between 15 and 64.

Source: ABS 2004.

Box 8.4: Data development relating to the community services workforce

The five-yearly ABS Census of Population and Housing and monthly Labour Force Survey are the only data sources that provide information on the full range of community services occupations and industries. The ABS Community Services Survey provides information on businesses or organisations in the sector, including finances, characteristics of employment and volunteers. While these sources are invaluable, they all have limitations. The Census, which is the primary source of data for this sector and the best source for geographical coverage, is not designed to keep up with short-term changes, and the information provided is not detailed. The Labour Force Survey is a sample survey, and cross-tabulations for this diverse sector are subject to sampling error. The Community Services Survey is conducted irregularly, and is restricted to those workers employed in the Community services industries.

In addition, the ABS Survey of Employee Earnings and Hours is a useful source of information on pay and hours worked for all employees, by industry.

To supplement these sources, a number of other collections have been developed, or are under development, to provide more detailed information on particular groups of community services workers.

In 2002, the AIHW conducted the first pilot test of the Children's Services National Minimum Data Set, which covers services defined as child care and preschools receiving government funding. A second pilot test, which included 50 children's services agencies, was conducted in 2004. The development stages for this collection concluded in mid-2005. It is expected that this will become a yearly collection providing data on the characteristics of the agencies, the children in their care and their employees.

*The Australian Government Department of Family and Community Services has conducted the **Census of Child Care Services** every two years since 1986. It provides staff-related demographic and work characteristics. The most recent census in 2002 covered ten service types funded through Australian Government Child Care Support.*

*The CSMAC **Structural Issues in the Workforce Sub-Committee** undertook a preliminary workforce data collection for the community services (government) workforce in 2004. This included the workforce sub-sectors of child protection, juvenile justice, disability, child care and general community services and was focused on service delivery employees. The data were sourced via an administrative by-product collection from the state and territory human resource systems, and provided information on selected characteristics of employees and their employment circumstances. The Community and Disability Services Ministers' Council has approved funding for 2005–06 for a project to profile the community services workforce, including government and non-government sectors.*

*The **Commonwealth–State/Territory Disability Agreement (CSTDA) National Minimum Data Set collection**, for which the AIHW is the custodian, was implemented in 2002. This is an annual service-based administrative collection that includes data items on hours worked by paid and unpaid staff in agencies receiving government funding under the CSTDA and providing services for disabled people.*

*The Department of Health and Ageing conducted the **National Aged Care Workforce Census and Survey** in 2003, which supplied information on the workforce in residential aged care facilities and information about the facilities.*

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