# 4 Out-of-home care

# Overview

## Children who are placed in out-of-home care

Out-of-home care is one of a range of services provided to children who are in need of care and protection, and their families. This type of service assists and supports children and young people in a variety of care arrangements other than with their parents. These arrangements include foster care, placements with relatives or kin, and residential care. In most cases, children in out-of-home care will also be on a care and protection order of some kind.

Some children are placed in out-of-home care because they were the subject of a child protection substantiation and require a more protective environment. Other situations in which a child may be placed in out-of-home care include those where parents are incapable of providing adequate care for the child, or where there is family conflict and time out is needed. There are no national data available, however, on the reasons why children are placed in out-of-home care.

The current emphasis in policy and practice is to maintain children with their families wherever possible. Where children, for various reasons, need to be placed in out-of-home care, the practice is to attempt to reunite children with their families. There are a range of intensive family support programs across jurisdictions that seek to prevent the separation of children from their families as a result of child protection concerns, or to reunify families where separation has already occurred. In 2001–02, there were some 55 intensive family support programs operating across Australia – 1 in New South Wales, 36 in Victoria, 3 in Queensland, 3 in Western Australia, 9 in South Australia, 1 in Tasmania and 2 in the Australian Capital Territory.

In Australia, most children who are placed in out-of-home care are eventually reunited with their families (Forwood & Carver 1999:740). If it is necessary to remove a child from his or her family, then placement within the wider family or community is preferred, particularly in the case of Aboriginal and Torres Strait Islander children.

Respite care is a form of out-of-home care that is used to provide short-term accommodation for children whose parents are ill or unable to care for them on a temporary basis. Not all jurisdictions can identify which children in out-of-home care are in respite care.

As with the majority of child protection services, States and Territories are responsible for funding out-of-home care. Non-government organisations are widely used, however, to provide these services.

## Out-of-home care and court orders

Children can be placed in out-of-home care voluntarily or through some type of court order. Such orders include care and protection orders, including formal administrative arrangements, and other legal orders such as juvenile justice orders (see Chapter 3). There is considerable variety between the jurisdictions:

- In the Northern Territory, all children in out-of-home care were on a court order or another legal authority.
- In Western Australia, most children in out-of-home care were on court orders; the remainder were on interim arrangements pending the issuing of an order.
- In New South Wales, Victoria, South Australia, Tasmania and the Australian Capital Territory, children in out-of-home care can be placed on a range of different orders or authorities. (For example, in South Australia, children needing emergency or respite care will often be placed in out-of-home care on the authority of their guardians.)

Although a child may be in out-of-home care in conjunction with being on an order, the order does not necessarily specify where the child must reside or that the child be placed in care.

## Scope and coverage of out-of-home care data collection

For the purposes of this collection, 'out-of-home care' is defined as out-of-home overnight care for children and young people under 18 years of age, where the State or Territory makes a financial payment. This includes placements with relatives (other than parents) but does not include placements made in disability services, medical or psychiatric services, juvenile justice facilities, overnight child care services or supported accommodation assistance placements. The data exclude children in unfunded placements and also children living with parents where the State makes a financial payment.

## Types of placements

Children in out-of-home care can be placed in a variety of living arrangements. In this collection, the following categories have been used:

- *Home-based care* where placement is in the home of a carer who is reimbursed for expenses incurred in caring for the child. This category of placements includes:
  - relative/kinship care where the caregiver is a family member or a person with a preexisting relationship to the child
  - foster or community care
  - other home-based arrangements.
- *Residential care* where placement is in a residential building whose purpose is to provide placements for children and where there are paid staff. This category includes facilities where there are rostered staff, where there is a live-in carer (including family group homes), and where staff are off-site (for example, a lead tenant or supported residence arrangement), as well as other facility-based arrangements.
- *Independent living*—such as private boarding arrangements.
- *Other* where the placement type does not fit into the above categories or is unknown.

## State and Territory differences

There are some differences between the States and Territories in the scope and coverage of out-of-home care data. For example, the data from Victoria include children on permanent care orders, since the State makes an ongoing payment for the care of these children.

## Data and analysis

There are some data in this section on children admitted to out-of-home care during 2000–01 but most of the data relate to children who were in out-of-home care for the night of 30 June 2002. Australian totals have been provided where possible, although some States and Territories were not able to provide data for all tables.

## Admissions and discharges

In 2001–02 there were 12,840 children admitted to out-of-home care in Australia, 810 more than in 2000–01 (Table 4.1; AIHW 2002). The number of children admitted to care was higher than in 2000–01 in Victoria, Queensland, Tasmania and the Australian Capital Territory.

Age (years)	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
				Nu	mber				
<1	520	413	193	132	112	19	17	24	1,430
1–4	1,091	965	388	225	300	112	68	78	3,227
5–9	1,120	1,166	444	206	406	111	92	54	3,599
10–14	1,061	1,053	456	206	487	79	68	59	3,469
15–17	181	439	121	100	174	31	11	9	1,066
Unknown	45	_	_	_	_	_	4	_	49
Total	4,018	4,036	1,602	869	1,479	352	260	224	12,840
				Pe	r cent				
<1	13	10	12	15	8	5	7	11	11
1–4	27	24	24	26	20	32	27	35	25
5–9	28	29	28	24	27	32	36	24	28
10–14	27	26	28	24	33	22	27	26	27
15–17	5	11	8	12	12	9	4	4	8
Total	100	100	100	100	100	100	100	100	100

Table 4.1: Children admitted to out-of-home care during 2001-02, by age, Australia

Note: The table includes all children admitted to out-of-home care for the first time, as well as those children returning to care who had exited care more than two months previously. Children admitted to out-of-home care more than once during the year were only counted once.

Over one-third (36%) of the children admitted to out-of-home care were aged under 5 years, with 11% aged under 1 year. Children aged 15–17 years represented only 8% of all admissions in 2001–02.

Overall, there were fewer children discharged from care than those admitted. Across Australia there were 9,985 children discharged from out-of-home care in 2001–02 (Table 4.2). The age distribution of children discharged from care was considerably older than that of children admitted to care. For example, 20% of those discharged from care were aged 15 to 17 years compared with 8% of those admitted to care.

Age (years)	NSW <sup>(a)</sup>	Vic <sup>(b)</sup>	Qld	WA	SA	Tas	ACT	NT	Total
				Nur	nber				
<1	113	268	84	55	93	6	10	12	641
1–4	419	1,020	195	169	295	42	52	39	2,231
5–9	369	1,238	216	141	413	57	94	31	2,559
10–14	472	1,016	283	169	488	55	50	38	2,571
15–17	502	774	193	173	255	49	28	5	1,979
Unknown	_	_	_	_	_	_	4	_	4
Total	1,875	4,316	971	707	1,544	209	238	125	9,985
				Per	cent				
<1	6	6	9	8	6	3	4	10	6
1–4	22	24	20	24	19	20	22	31	22
5–9	20	29	22	20	27	27	40	25	26
10–14	25	24	29	24	32	26	21	30	26
15–17	27	18	20	24	17	23	12	4	20
Total	100	100	100	100	100	100	100	100	100

Table 4.2: Number of children discharged from out-of-home care by age group, 2001-02

(a) The data are estimated figures.

(b) Data were not available for the full year and some estimates were provided.

Note: The data for children exiting care include those who left care and had not returned within 2 months.

## Trends in numbers in out-of-home care

At 30 June 2002 there were 18,880 children in out-of-home care in Australia (Table 4.3). This compares with 18,241 children who were in out-of-home care at 30 June 2001 (AIHW 2002). The number of children in out-of-home care at 30 June 2002 was higher than at 30 June 2001 in all jurisdictions except Tasmania and the Northern Territory (Table 4.3).

The number of children in out-of-home care in Australia at 30 June has increased each year since 1996 when there were 13,979 children in out-of-home care (AIHW 2002). Between 1996 and 2002 the number of children in out-of-home care in Australia increased by 35%. There was an increase in numbers in all jurisdictions over this period.

At 30 June	NSW	Vic	Qld <sup>(a)</sup>	WA	SA	Tas	ACT	NT	Total
1996	5,437	3,385	2,110	1,206	1,064	508	181	88	13,979
1997	5,486	3,393	2,211	1,050	1,193	461	173	111	14,078
1998	5,603	3,615	2,346	1,093	1,055	442	179	137	14,470
1999	6,359	3,581	2,613	1,192	1,045	533	174	177	15,674
2000	7,041	3,867	2,634	1,326	1,131	548	200	176	16,923
2001	7,786	3,882	3,011	1,436	1,175	572	215	164	18,241
2002	8,084	3,918	3,257	1,494	1,196	544	224	163	18,880

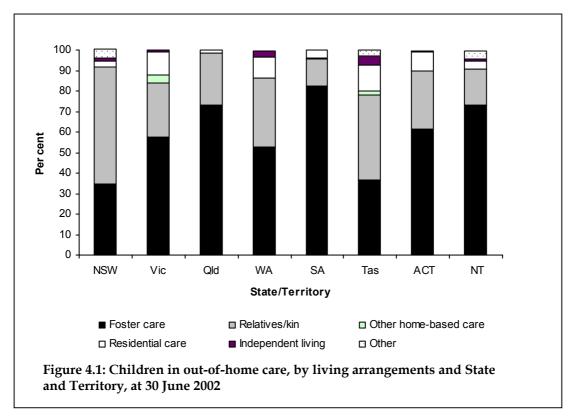
Table 4.3: Number of children aged 0–17 years in out-of-home care, by State and Territory, 30 June 1996 to 2002

(a) The 1996 data for Queensland only include those children in out-of-home care who were on a care and protection order. The data for the years 1997 to 2000 only include those children who were on a care and protection order or remanded in temporary custody. From 2001, the data include all children in out-of-home care.

Sources: AIHW 2002; Table 4.4.

## Characteristics of children in out-of-home care

Most children (91%) who were in out-of-home care at 30 June 2002 were in home-based care: 51% in foster care, 39% in relative/kinship care and 1% in some other type of home-based care (Table 4.4). The high proportion of children in home-based care reflects the trends in recent decades of increased use of placements with relatives and kin or foster carers, and decreased use of placements in residential care (Johnstone 2001).



The proportion of children in out-of-home care who were living in residential care was 6% Australia-wide and ranged from 1% in Queensland to 13% in Tasmania. It should be noted that residential care includes family group homes that may have only 8–10 children living together and residential establishments with under 10 children. The principle of maintaining sibling groups together can also result in placements in residential care. In many jurisdictions priority is given to keeping siblings together, which sometimes results in periods of residential care for larger family groups.

Compared with other jurisdictions, South Australia had a relatively high proportion of children in foster care (82%), and New South Wales had a relatively high proportion of children placed with relatives or kin (57%) (Figure 4.1).

Type of placement	NSW	Vic	Qld	WA <sup>(a)</sup>	SA	Tas	ACT	NT	Total
				Nu	ımber				
Foster care	2,798	2,259	2,385	784	985	200	138	119	9,668
Relatives/kin	4,600	1,031	824	508	159	225	63	29	7,439
Other home-based care	_	146	_	—	8	10	—	—	164
Total home-based care	7,398	3,436	3,209	1,292	1,152	435	201	148	17,271
Residential care	269	445	48	154	44	70	21	6	1,057
Independent living	115	37	—	43	—	23	1	2	221
Other <sup>(b)</sup>	302	_	_	5	_	16	1	7	331
Total	8,084	3,918	3,257	1,494	1,196	544	224	163	18,880
				Pe	r cent				
Foster care	35	58	73	52	82	37	62	73	51
Relatives/kin	57	26	25	34	13	41	28	18	39
Other home-based care	_	4	_	—	1	2	—	_	1
Total home-based care	92	88	99	86	96	80	90	91	91
Residential care	3	11	1	10	4	13	9	4	6
Independent living	1	1	—	3	_	4	—	1	1
Other <sup>(b)</sup>	4	_	_	_		3	_	4	2
Total	100	100	100	100	100	100	100	100	100

Table 4.4: Children in out-of-home care: type of placement, by State and Territory, at 30 June 2002

(a) The data include a small number of children who were placed with relatives who were not reimbursed.

(b) 'Other' includes unknown living arrangements.

## Age and sex

Around one-third (32%) of children in out-of-home care were aged 10–14 years (Table A1.8). A further 30% were aged 5–9 years, 23% were aged under 5 years and 15% were aged 15–17 years. Just over half (52%) of all children in out-of-home care were boys, though girls outnumbered boys in the Australian Capital Territory (Table A1.9).

Children in residential care were considerably older than children in home-based care: 45% of children in residential care were aged 10–14 years and 38% were aged 15–17 years, while 31% of children in home-based care were aged 10–14 years and 12% were aged 15–17 years (Table A1.10). Only 5% of children in residential care in Australia were aged under 5 years compared with 25% of those in home-based care. In South Australia and the Australian Capital Territory there were no children aged under 5 years in residential care.

#### Whether children were on an order

As previously noted, in the Northern Territory all children in out-of-home care were on care and protection orders or authorities. In other jurisdictions, the proportion of children in out-of-home care who were on care and protection orders ranged from 70% in Tasmania to 98% in the Australian Capital Territory (Table 4.5).

Whether the child was	Now	ъ. с. (a)			~ ~	-			
on an order	NSW	Vic <sup>(a)</sup>	Qld	WA	SA	Tas	ACT	NT	Total
				Nu	ımber				
On care and protection order	7,223	3,189	2,981	1,215	989	371	213	163	16,344
On another type of order	_	22	1	_	176	12	6	_	217
Total children on orders	7,223	3,211	2,982	1,215	1,165	383	219	163	16,561
Not on an order	861	707	275	279	31	161	5	_	2,319
Total	8,084	3,918	3,257	1,494	1,196	544	224	163	18,880
				Pe	r cent				
On care and protection order	89	81	92	81	83	68	95	100	87
On another type of order	_	1	_	_	15	2	3	_	1
Total children on orders	89	82	92	81	97	70	98	100	88
Not on an order	11	18	8	19	3	30	2		12
Total	100	100	100	100	100	100	100	100	100

Table 4.5: Children in out-of-home care: whether the child was on an order, by State and Territory, at 30 June 2002

(a) The data from Victoria include estimates from some data sources.

#### Length of time in placement

The proportion of children in Australia who had been in out-of-home care for 5 years or more at 30 June 2002 was 19%, but this ranged from 5% in Tasmania to 35% in the Australian Capital Territory (Table 4.6). Overall, 54% of children had been in out-of-home care for less than 2 years.

Respite care refers to out-of-home care that is provided on a temporary basis for reasons other than child protection: for example, when parents are ill or unable to care for the child for short periods of time. Not all jurisdictions, however, could identify whether or not children were in respite care. Where it was known that children were in respite care, they were included in the category 'less than 1 month'.

Time in continuous placement	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
				N	lumber				
< 1 month	1,054	477	317	39	91	66	11	7	2,062
1 month to < 6 months	678	965	817	118	221	138	26	12	2,975
6 months to < 1 year	708	546	410	181	162	59	25	11	2,102
1 year to < 2 years	1,216	576	582	232	185	212	25	31	3,059
2 years to < 5 years	2,613	835	609	487	254	41	59	62	4,960
5 years or more	1,807	467	522	437	283	28	78	36	3,658
Not stated/unknown	8	52	_	_	_	_	_	4	64
Total	8,084	3,918	3,257	1,494	1,196	544	224	163	18,880
				Р	er cent				
< 1 month	13	12	10	3	8	12	5	4	11
1 month to < 6 months	8	25	25	8	18	25	12	8	16
6 months to < 1 year	9	14	13	12	14	11	11	7	11
1 year to < 2 years	15	15	18	16	15	39	11	19	16
2 years to < 5 years	32	22	19	33	21	8	26	39	26
5 years or more	22	12	16	29	24	5	35	23	19
Total	100	100	100	100	100	100	100	100	100

Table 4.6: Children in out-of-home care: length of time in continuous placement, by State and Territory, at 30 June 2002

Note: In those jurisdictions where children in out-of-home care for respite reasons could be identified, they were included in the 'less than 1 month' category: New South Wales (909 children), Victoria (106 children), South Australia (4 children) and the Australian Capital Territory (2 children).

## Rates of children in out-of-home care

There were 3.9 children per 1,000 aged 0–17 years in out-of-home care in Australia at 30 June 2002, the same rate as 2001 (Table 4.7). The rates of children in out-of-home care varied by State and Territory and ranged from 2.7 per 1,000 in the Northern Territory to 5.0 per 1,000 in New South Wales. The reasons for this variation are likely to include differences in the policies and practices of the community services departments in relation to out-of-home care, as well as variations in the availability of appropriate care options for children who are regarded as being in need of this service.

<b>,</b>	,								
At 30 June	NSW	Vic	Qld <sup>(a)</sup>	WA	SA	Tas	ACT	NT	Total
1997	3.4	3.0	2.5	2.2	3.2	3.7	2.1	1.9	3.0
1998	3.5	3.2	2.6	2.3	2.8	3.6	2.2	2.3	3.1
1999	4.0	3.1	2.9	2.5	2.9	4.4	2.2	3.0	3.3
2000	4.5	3.4	2.9	2.8	3.2	4.6	2.6	3.0	3.6
2001	4.9	3.4	3.3	3.0	3.3	4.8	2.8	2.7	3.9
2002	5.0	3.4	3.5	3.1	3.4	4.6	2.8	2.7	3.9

Table 4.7: Rates of children in out-of-home care, per 1,000 children, by State and Territory, 30 June 1997 to 30 June 2002

(a) The 1996 data for Queensland only include those children in out-of-home care who were on a care and protection order. The data for the years 1997 to 2000 only include those children who were on a care and protection order or remanded in temporary custody. From 2001, the data include all children in out-of-home care.

Sources: AIHW 2002; Table 4.8.

#### Trends in rates of children in out-of-home care

The rate of children in out-of-home care in Australia increased from 3.0 per 1,000 at 30 June 1997 to 3.9 per 1,000 at 30 June 2002. Over the period from 1997 to 2002, the rates of children in out-of-home care increased in all jurisdictions. The increase was largest in New South Wales where rates increased from 3.4 to 5.0 per 1,000.

## Aboriginal and Torres Strait Islander children

At 30 June 2002 there were 4,199 Aboriginal and Torres Strait Islander children in out-ofhome care, an increase of 126 since 30 June 2001 (Table 4.8, AIHW 2002). The rate of Aboriginal and Torres Strait Islander children in out-of-home care at 30 June 2002 was 20.1 per 1,000 aged 0–17 years, ranging from 3.6 per 1,000 in Tasmania to 39.0 per 1,000 in Victoria.

Table 4.8: Children in out-of-home care: number and rate per 1,000 children aged 0–17 years by
Indigenous status and State and Territory, at 30 June 2002

	Numb	er of childrei	า	Rate per	Rate ratio		
State/Territory	Indigenous	Other	Total	Indigenous	Other	Total	Indigenous /other
New South Wales	2,098	5,986	8,084	33.5	3.8	5.0	8.8:1
Victoria	489	3,429	3,918	39.0	3.0	3.4	13.0:1
Queensland	708	2,549	3,257	12.2	2.9	3.5	4.2:1
Western Australia <sup>(a)</sup>	511	983	1,494	17.1	2.2	3.1	7.8:1
South Australia	232	964	1,196	20.2	2.8	3.4	7.2:1
Tasmania	29	515	544	3.6	4.6	4.6	0.8:1
Australian Capital Territory	27	197	224	15.3	2.5	2.8	6.1:1
Northern Territory	105	58	163	4.4	1.6	2.7	2.8:1
Australia	4,199	14,681	18,880	20.1	3.2	3.9	6.3:1

(a) During 2001–02 practices were introduced to improve the identification of Indigenous status that resulted in an increase in the number of Indigenous clients.

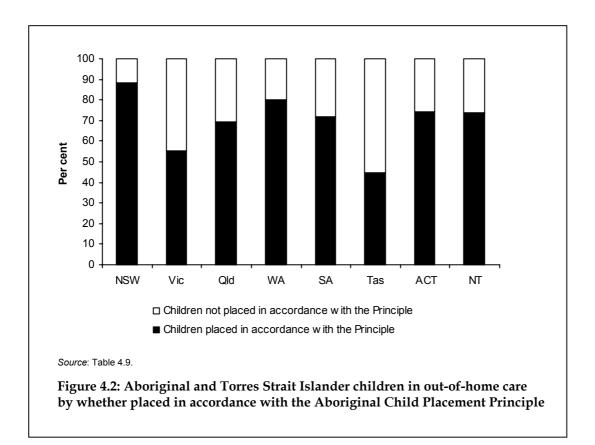
*Note:* The Indigenous rates for 2002 were calculated using 2001 Census data. These rates should not be compared with the Indigenous rates published for previous years. For details on the calculation of rates and the coding of Indigenous status, see Appendix 2.

In all jurisdictions except Tasmania, there were higher rates of Aboriginal and Torres Strait Islander children in out-of-home care than other Australian children. In Victoria, the rate of Indigenous children in out-of-home care was 13 times the rate for other children, and in New South Wales it was over 8 times the rate (Table 4.8).

#### Indigenous status of caregivers

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 1997:50). 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.



All jurisdictions have adopted the Aboriginal Child Placement Principle either in legislation or policy. The impact of the Principle is reflected in the relatively high proportions of Aboriginal and Torres Strait Islander children who were placed either with Indigenous caregivers or with relatives in many jurisdictions (Figure 4.2). The proportion of Aboriginal and Torres Strait Islander children who were placed with either an Indigenous carer or a relative, for example, was 88% in New South Wales and 80% in Western Australia (Table 4.9). The relatively low proportion of Indigenous children who were placed with an Indigenous carer in Tasmania is probably related to the small size of the Indigenous population as well issues related to the identification of Indigenous status in that State.

Relationship	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
·					Number				
Indigenous relative/kin	1,212	87	173	246	42	5	5	22	1,805
Other Indigenous caregiver	339	100	194	87	112	2	12	54	887
Non-Indigenous relative/kin	279	64	115	34	13	6	2	n.a. <sup>(a)</sup>	513
Indigenous residential care	9	20	10	38	_	_	1	_	78
Total in accordance with the Aboriginal Child Placement Principle	1,839	271	492	405	167	13	20	76	3,283
Other non-Indigenous caregiver	215	176	214	75	62	8	7	21	778
Non-Indigenous residential care	29	42	2	26	3	8	_	6	116
Total not placed in accordance with the Aboriginal Child Placement Principle	244	218	216	101	65	16	7	27	894
Total	2,083	489	708	506	232	29	27	103	4,177
					Per cent				
Indigenous relative/kin	58	20	24	49	18	17	19	21	43
Other Indigenous caregiver	16	18	27	17	48	7	44	52	21
Non-Indigenous relative/kin	13	13	16	7	6	21	7	n.a. <sup>(a)</sup>	12
Indigenous residential care	_	4	1	8	_	_	4	_	2
Total in accordance with the Aboriginal Child Placement Principle	88	55	69	80	72	45	74	74	79
Other non-Indigenous caregiver	10	36	30	15	27	28	26	20	19
Non-Indigenous residential care	1	9	_	5	1	28	_	6	3
Total not placed in accordance with the Aboriginal Child Placement Principle	12	45	31	20	28	55	26	26	21
Total	100	100	100	100	100	100	100	100	100

# Table 4.9: Aboriginal and Torres Strait Islander children in out-of-home care: Indigenous status and relationship of carer, by State and Territory, at 30 June 2002

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

Notes

1. This table does not include Indigenous children who were living independently or whose living arrangements were unknown.

2. For details on coding of Indigenous status, see Appendix 2.