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. This service provides alternative accommodation to children and young people who are unable to live 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 are also 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 alternative accommodation is needed during times of family conflict. There are no national data available, however, on the reasons children are placed in out-of-home care. This will hopefully change with the introduction of the unit record file collection which is currently being developed. More information will be collected on the child and each placement the child has throughout their time in out-of-home care.

The current emphasis in policy and practice is to keep 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 (see Section 1 for more information).

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. This is particularly the case with Aboriginal and Torres Strait Islander children in order to be consistent with the Aboriginal Child Placement Principle (see pp 47–48).

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. Children may also be placed in respite care while being placed with a foster carer.

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 some other form of legal authority.
- 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 are often 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 childcare services or supported accommodation assistance placements. However, some jurisdictions are not always able to exclude these placements from the data, and so may be included. The data exclude children in unfunded placements and children living with parents where the jurisdiction 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 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.
- Family group homes where placement is in a residential building which is owned by the jurisdiction and which are typically run like family homes, have a limited number of children and are cared for around-the-clock by resident substitute parents.
- 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 this state makes an ongoing payment for the care of these children.

Data and analysis

Some of the data in this section relate to children admitted to out-of-home care during 2003–04. However, most of the data relate to children who were in out-of-home care for the night of 30 June 2004. Australian totals have been provided where possible, although some states and territories were not able to provide data for all tables.

Admissions and discharges

The number of children admitted to out-of-home care in 2003–04 is shown in Table 4.1. The number ranged from 3,680 children in Victoria to 248 in Tasmania. The number of children admitted to out-of-home care was higher than in 2002–03 in all jurisdictions except Victoria, Western Australia and Tasmania (Table 4.1; AIHW 2004a).

Table 4.1: Children admitted to out-of-home care during 2003-04, by age group, Australia

Age (years)	NSW ^(a)	Vic	Qld	WA	SA	Tas	ACT	NT	Total ^(b)
				N	umber				
<1	n.a.	354	336	127	103	13	14	46	993
1–4	n.a.	955	634	187	292	50	106	79	2,303
5–9	n.a.	1,019	693	149	365	88	122	63	2,499
10–14	n.a.	953	714	165	435	77	130	77	2,551
15–17	n.a.	399	190	37	139	15	69	8	857
Unknown	n.a.	_	_	_	_	5	4	2	11
Total	n.a.	3,680	2,567	665	1,334	248	445	275	9,214
				Pe	er cent				
<1	n.a.	10	13	19	8	5	3	17	11
1–4	n.a.	26	25	28	22	21	24	29	25
5–9	n.a.	28	27	22	27	36	28	23	27
10–14	n.a.	26	28	25	33	32	29	28	28
15–17	n.a.	11	7	6	10	6	16	3	9
Total	n.a.	100	100	100	100	100	100	100	100

⁽a) New South Wales was unable to provide these data.

Notes: 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 2 months previously. Children admitted to out-of-home care more than once during the year were only counted at the first admission.

For the jurisdictions that could provide the data, 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 9% of all admissions in 2003–04.

Overall, there were fewer children discharged from care than those admitted in all jurisdictions that provided data (Table 4.2). As would be expected, the age distribution of

⁽b) Total does not include New South Wales.

children discharged from care was considerably older than that of children admitted to out-of-home care. For example, 36% of those discharged from care were aged 15–17 years in South Australia compared to 10% admitted to out-of-home care.

Table 4.2: Number of children discharged from out-of-home care, by age group, 2003-04

Age (years)	NSW (a)	Vic (b)	Qld	WA ^(c)	SA	Tas ^(d)	ACT	NT
				Number				
<1	n.a.	197	82	41	16	n.a.	6	21
1–4	n.a.	903	172	150	50	n.a.	41	35
5–9	n.a.	1,000	175	120	38	n.a.	44	34
10–14	n.a.	867	282	141	117	n.a.	50	49
15–17	n.a.	665	214	126	125	n.a.	33	8
Unknown	n.a.	_	_	_	_	n.a.	_	2
Total	n.a.	3,632	925	578	346	n.a.	174	149
				Per cent				
<1	n.a.	5	9	7	5	n.a.	3	14
1–4	n.a.	25	19	26	14	n.a.	24	24
5–9	n.a.	28	19	21	11	n.a.	25	23
10–14	n.a.	24	30	24	34	n.a.!	29	33
15–17	n.a.	18	23	22	36	n.a.	19	5
Total	n.a.	100	100	100	100	n.a.	100	100

⁽a) New South Wales was unable to provide these data.

Note: The data for children exiting care include those who left care and had not returned within 2 months. Where a child exits care more than once during the year, the last discharge is counted.

Trends in numbers in out-of-home care

At 30 June 2004 there were 21,795 children in out-of-home care in Australia (Table 4.3). This compares with 20,297 children who were in out-of-home care at 30 June 2003, an increase of 7%. The number of children in out-of-home care at 30 June 2004 was higher than at 30 June 2003 in all jurisdictions except South Australia.

Nationally, 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 (Table 4.3). Between 1996 and 2004 the number of children in out-of-home care in Australia increased by 56%. There was an increase in numbers in all jurisdictions over this period with the exception of Tasmania. However, this is because, since 2002–03, the data for Tasmania no longer include a significant number of children who live with relatives because of an informal arrangement made with their parents. Taking these children into account, Tasmania also experienced an increase in the number of children in out-of-home care.

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

⁽c) If a child exited care more than once during the year, Western Australia provided data on the first discharge, not the last.

⁽d) Tasmania was unable to provide these data.

Table 4.3: Number of children aged 0-17 years in out-of-home care, by state and territory, 30 June 1996 to 30 June 2004

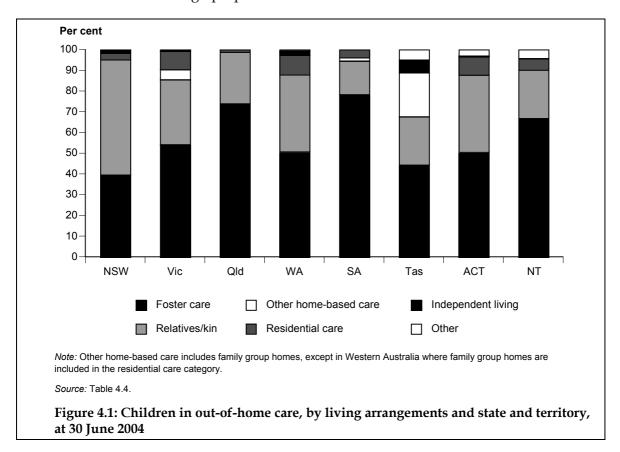
At 30 June	NSW	Vic	Qld ^(a)	WA	SA	Tas ^(b)	ACT	NT	Total
1996	5,437	3,385	2,110	1,206	1,064	508	181	88	13,979
1997	5,486	3,393	2,211	1,050	1,193	461	173	111	14,078
1998	5,603	3,615	2,346	1,093	1,055	442	179	137	14,470
1999	6,359	3,581	2,613	1,192	1,045	533	174	177	15,674
2000	7,041	3,867	2,634	1,326	1,131	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
2003	8,636	4,046	3,787	1,615	1,245	468	277	223	20,297
2004	9,145	4,309	4,413	1,681	1,204	487	298	258	21,795

⁽a) The 1996 data for Queensland include only those children in out-of-home care who were on a care and protection order. The data for the years 1997 to 2000 include only 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 2004a; Table 4.4.

Characteristics of children in out-of-home care

Most children (94%) in out-of-home care at 30 June 2004 were in home-based care (Table 4.4). Only 4% were placed in residential care and 1% in independent living. Of those in home-based care, 53% were in foster care, 40% in relative/kinship care and 1% in some other type of home-based care. The high proportion of children in home-based care reflects the



⁽b) The number of children in out-of-home care in Tasmania from 2003 should not be compared with previous years, as a group of children who did not meet the definition of out-of-home care were excluded from this year's collection. These children are not the subject of care and protection orders and out-of-home care services did not arrange their placement with relatives.

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).

Four per cent of children in out-of-home care were living in residential care Australia-wide. This ranged from 1% in Queensland to 9% in Victoria and the Australian Capital Territory. In Tasmania, there are no residential care facilities; rather, the children are placed in family group homes. These are somewhat similar to foster care, except the house is owned by the state.

Residential care is mainly used for children who have complex needs. Also, the principle of keeping sibling groups together can 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, Queensland and South Australia had a relatively high proportion of children in foster care (74% and 78% respectively), and New South Wales had a relatively high proportion of children placed with relatives or kin (56%) (Figure 4.1).

Table 4.4: Children in out-of-home care: type of placement, by state and territory, at 30 June 2004

Type of placement	NSW	Vic	Qld	WA ^(a)	SA	Tas	ACT	NT	Total
				N	umber				
Foster care	3,633	2,343	3,271	856	945	217	151	173	11,589
Relatives/kin	5,077	1,345	1,095	623	194	113	111	60	8,618
Other home-based care	_	213	_	_	6	49	_	_	268
Total home-based care	8,710	3,901	4,366	1,479	1,145	379	262	233	20,475
Family group homes		÷÷			13	54			67
Residential care	296	380	47	161 ^(b)	46	_	26	14	970
Independent living	130	28	_	32	_	30	1	_	221
Other ^(c)	9	_	_	9	_	24	9	11	62
Total	9,145	4,309	4,413	1,681	1,204	487	298	258	21,795
				P	er cent				
Foster care	40	54	74	51	78	45	51	67	53
Relatives/kin	56	31	25	37	16	23	37	23	40
Other home-based care	_	5	_	_	_	10	_	_	1
Total home-based care	95	91	99	88	95	78	88	90	94
Family group homes					1	11			_
Residential care	3	9	1	10 ^(b)	4	_	9	5	4
Independent living	1	1	_	2	_	6	_	_	1
Other ^(c)	_	_	_	1	_	5	3	4	_
Total	100	100	100	100	100	100	100	100	100

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

⁽b) In Western Australia, the category 'residential care' includes children in family group homes.

⁽c) 'Other' includes unknown living arrangements.

Age and sex

One-third (33%) of children in out-of-home care were aged 10–14 years (Table A1.9). A further 31% were aged 5–9 years, 23% were aged less than 5 years and 13% were aged 15–17 years. Just over half (52%) of all children in out-of-home care were boys, although girls outnumbered boys in the Northern Territory (Table A1.10).

Children in residential care were considerably older than children in home-based care: 46% of children in residential care were aged 10–14 years and 39% were aged 15–17 years, whereas 32% of children in home-based care were aged 10–14 years and 11% were aged 15–17 years (Table A1.11). Only 4% of children in residential care in Australia were aged less than 5 years compared with 24% of those in home-based care. In Queensland, South Australia and the Australian Capital Territory there were no children aged less than 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 are required to be 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 78% in Victoria to almost 100% in Tasmania (Table 4.5).

Table 4.5: Children in out-of-home care: whether the child was on an order, by state and territory, at 30 June 2004

Whether the child was on an order	NSW	Vic ^(a)	Qld	WA	SA	Tas	ACT	NT		
			<u></u>	Number						
On care and protection order	n.a.	3,323	3,924	1,435	1,028	486	277	258		
On another type of order	n.a.	119	7	_	176	_	7	_		
Total children on orders	n.a.	3,442	3,931	1,435	1,204	486	284	258		
Not on an order	n.a.	839	482	246	_	1	14			
Unknown	n.a.	28	_	_	_	_	_	_		
Total	n.a.	4,309	4,413	1,681	1,204	487	298	258		
	Per cent									
On care and protection order	n.a.	78	89	85	85	100	93	100		
On another type of order	n.a.	3	_	_	15	_	2	_		
Total children on orders	n.a.	80	89	85	100	100	95	100		
Not on an order	n.a.	20	11	15	_	_	5			
Total	n.a.	100	100	100	100	100	100	100		

⁽a) New South Wales was unable to provide these data due to the ongoing implementation of the data system.

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

Length of time in placement

In most jurisdictions at 30 June 2004, at least half of the children had been in out-of-home care for less than 2 years (Table 4.6). However, the proportion of children who had been in out-of-home care for 5 years or more was relatively high, but this ranged from 5% in Tasmania to 34% in Western Australia.

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 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'.

Table 4.6: Children in out-of-home care: length of time in continuous placement, by state and territory, at 30 June 2004

Time in continuous placement	NSW (a)	Vic	Qld	WA	SA	Tas	ACT	NT
				Numbe	r			
<1 month	n.a.	229	528	50	67	66	10	6
1 month to <6 months	n.a.	608	1,026	115	210	171	37	39
6 months to <1 year	n.a.	569	673	149	151	105	37	36
1 year to <2 years	n.a.	666	773	262	210	61	63	50
2 years to <5 years	n.a.	1,189	857	517	273	56	77	77
5 years or more	n.a.	1,006	556	571	293	26	74	44
Not stated/unknown	n.a.	42	_	17	_	2	_	6
Total	n.a.	4,309	4,413	1,681	1,204	487	298	258
				Per cen	t			
< 1 month	n.a.	5	12	3	6	14	3	2
1 month to <6 months	n.a.	14	23	7	17	35	12	15
6 months to <1 year	n.a.	13	15	9	13	22	12	14
1 year to <2 years	n.a.	16	18	16	17	13	21	20
2 years to <5 years	n.a.	28	19	31	23	12	26	31
5 years or more	n.a.	24	13	34	24	5	25	17
Total	n.a.	100	100	100	100	100	100	100

⁽i) New South Wales was unable to provide these data due to the ongoing implementation of the data system.

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: Victoria (40 children), South Australia (4 children) and the Australian Capital Territory (4 children).

Rates of children in out-of-home care

There were 4.5 children per 1,000 aged 0–17 years in out-of-home care in Australia at 30 June 2004. This represents an increase from a rate of 4.2 in 2002 (Table 4.7). The rates of children in out-of-home care varied by state and territory and ranged from 3.5 per 1,000 in Western Australia and South Australia to 5.7 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.

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 2004

•	•								
At 30 June	NSW	Vic	QId ^(a)	WA	SA	Tas ^(b)	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
2003	5.4	3.5	4.0	3.3	3.6	4.0	3.6	3.8	4.2
2004	5.7	3.7	4.6	3.5	3.5	4.1	3.8	4.3	4.5

⁽a) 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 2004a.

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 4.5 per 1,000 at 30 June 2004 (Table 4.7). Over this period, 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 5.7 per 1,000, and in the Northern Territory where they increased from 1.9 to 4.3.

Aboriginal and Torres Strait Islander children

At 30 June 2004 there were 5,059 Aboriginal and Torres Strait Islander children in out-of-home care, an increase of 309 since 30 June 2003 (Table 4.8; AIHW 2004a). The rate of Aboriginal and Torres Strait Islander children in out-of-home care at 30 June 2004 was 23.7 per 1,000 aged 0–17 years, ranging from 6.7 per 1,000 in Tasmania to 41.4 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 2004

	Numb	er of childrer	1	Rate per	1,000 childre	en	Rate ratio
State/territory	Indigenous	Other	Total	Indigenous	Other	Total	Indigenous /other
New South Wales	2,459	6,686	9,145	38.7	4.4	5.7	8.9:1
Victoria	531	3,778	4,309	41.4	3.3	3.7	12.5:1
Queensland	958	3,455	4,413	15.8	3.8	4.6	4.1:1
Western Australia	587	1,094	1,681	19.3	2.4	3.5	8.0:1
South Australia	236	968	1,204	20.2	2.9	3.5	7.0:1
Tasmania	55	432	487	6.7	3.9	4.1	1.7:1
Australian Capital Territory	58	240	298	31.4	4.2	3.8	7.5:1
Northern Territory	175	83	258	7.2	1.6	4.3	4.6:1
Australia	5,059	16,736	21,795	23.7	3.6	4.5	6.5:1

Note: For details on the calculation of rates and the coding of Indigenous status, see Appendix 2.

⁽b) The number of children in out-of-home care in Tasmania from 2003 should not be compared to previous years as a group of children who did not meet the definition of out-of-home care were excluded from this year's collection. These children are not the subject of a care and protection orders and out of home care services did not arrange their placement with relatives.

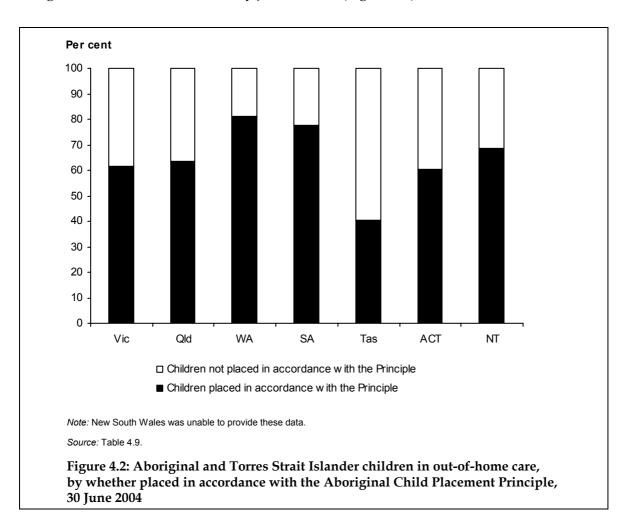
In all jurisdictions there were higher rates of Aboriginal and Torres Strait Islander children in out-of-home care than other children. In Victoria, the rate of Indigenous children in out-of-home care was nearly 13 times the rate for other children, and in New South Wales it was nearly 9 times the rate (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 81% in Western Australia and 78% in South Australia (Table 4.9).

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 2004

Relationship	NSW (a)	Vic	Qld	WA	SA	Tas	ACT	NT	
				Number	r				
Indigenous relative/kin	n.a.	98	326	282	37	3	26	67	
Other Indigenous caregiver	n.a.	117	236	127	131	3	5	53	
Other relative/kin	n.a.	81	42	33	15	13	3	n.a. ^(b)	
Indigenous residential care	n.a.	12	3	28	_	_	1	_	
Total in accordance with the Aboriginal Child Placement Principle	n.a.	308	607	470	183	19	35	120	
Other caregiver	n.a.	155	351	77	51	28	18	55	
Other residential care	n.a.	36	_	33	2	_	5	_	
Total not placed in accordance with the Aboriginal Child Placement Principle	n.a.	191	351	110	53	28	23	55	
Total	n.a.	499	958	580	236	47	58	175	
	Per cent								
Indigenous relative/kin	n.a.	20	34	49	16	6	45	38	
Other Indigenous caregiver	n.a.	23	25	22	56	6	9	30	
Other relative/kin	n.a.	16	4	6	6	28	5	n.a. ^(b)	
Indigenous residential care	n.a.	2	_	5	_	_	2	_	
Total in accordance with the Aboriginal Child Placement Principle	n.a.	62	63	81	78	40	60	69	
Other caregiver	n.a.	31	37	13	22	60	31	31	
Other residential care	n.a.	7	_	6	1	_	9	_	
Total not placed in accordance with the Aboriginal Child Placement Principle	n.a.	38	37	19	22	60	40	31	
Total	n.a.	100	100	100	100	100	100	100	

⁽a) New South Wales was unable to provide these data.

Notes

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

^{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.