

# *Australia's* **WELFARE** *1999*

**SERVICES & ASSISTANCE**



The fourth biennial welfare report  
of the Australian Institute  
of Health and Welfare

Australian Institute of Health and Welfare  
Canberra

AIHW Cat. No. AUS 16

© Australian Institute of Health and Welfare 1999

This work is copyright. Apart from any use as permitted under the *Copyright Act 1968*, no part may be reproduced without prior written permission from the Australian Institute of Health and Welfare. Requests and enquiries concerning reproduction and rights should be directed to the Head, Communication and Public Affairs, Australian Institute of Health and Welfare, GPO Box 570, Canberra ACT 2601.

ISBN 1 74024 012 X  
ISSN 1321-1455

The Australian Institute of Health and Welfare's World Wide Web site can be found at:  
<http://www.aihw.gov.au>

### **Suggested citation**

Australian Institute of Health and Welfare 1999. Australia's welfare 1999: services and assistance. Canberra: AIHW.

### **Recent related publications**

Australian Institute of Health and Welfare 1998. Australia's health 1998: the sixth biennial health report of the Australian Institute of Health and Welfare. Canberra: AIHW.

Australian Institute of Health and Welfare 1997. Australia's welfare 1997: services and assistance. Canberra: AIHW.

### **Australian Institute of Health and Welfare**

Board Chair  
Professor Janice Reid  
Director  
Dr Richard Madden

The Institute is an independent health and welfare statistics and information agency in the Commonwealth Health and Aged Care portfolio. The Institute's mission is:

**'To improve the health and wellbeing of Australians, we inform community discussion and decision making through national leadership in developing and providing health and welfare statistics and information.'**

Cover art by Heli Makinen, National Art School, Darlinghurst, NSW

Cover design by Kate Barry

Published by the Australian Institute of Health and Welfare

Printed by National Capital Printing

The Hon. Dr Michael Wooldridge MP  
Minister for Health and Aged Care  
Parliament House  
Canberra ACT 2600

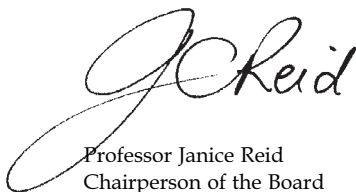
Dear Minister

On behalf of the Board of the Australian Institute of Health and Welfare I am pleased to present to you *Australia's Welfare 1999*, as required under Subsection 31(1A) of the *Australian Institute of Health and Welfare Act 1987*.

This is the fourth biennial welfare report to be produced by the Institute, covering separate chapters on: welfare services expenditure, children's and family services, child protection, housing assistance, crisis accommodation and support services, aged care services and disability services. *Australia's Welfare 1999* also features a special chapter on the interactions between changing work patterns and demand for and supply of welfare services. Both formal and informal care services are explored, as well as changes in the nature of the welfare labour force.

I commend this report to you as a significant contribution to national information on welfare needs and services and to the development and evaluation of welfare policies and programs in Australia.

Yours sincerely



Professor Janice Reid  
Chairperson of the Board

18 October 1999

For health and welfare  
statistics and information

6A Traeger Court  
Fern Hill Park  
Bruce ACT  
GPO Box 570  
Canberra ACT 2601

> Phone 02 6244 1000  
Fax 02 6244 1299  
<http://www.aihw.gov.au>



# Contributors

## Editorial team

Ching Choi	Justin Griffin	Joanne Maples
Diane Gibson	Richard Madden	Helen Moyle
John Goss	Ros Madden	David Wilson

## Authors

<b>Chapter 1:</b>	<b>Introduction</b> Ching Choi
<b>Chapter 2:</b>	<b>Welfare services expenditure</b> Maneerat Pinyopusarerk, Richard Webb
<b>Chapter 3:</b>	<b>Changing work patterns and the community services workforce</b> Peter Saunders
<b>Chapter 4:</b>	<b>Children's and family services</b> Helen Moyle, Priscilla Dowling, Susan Kelly
<b>Chapter 5:</b>	<b>Housing assistance</b> David Wilson, Simon Fischer, Ian Lester
<b>Chapter 6:</b>	<b>Aged care</b> Diane Gibson, Bella Holmes, Zhibin Liu
<b>Chapter 7:</b>	<b>Disability services</b> Ros Madden, Joanne Maples, Phil Anderson
<b>Chapter 8:</b>	<b>Children in need of protection</b> Helen Johnstone, Anne Broadbent, Susan Kelly
<b>Chapter 9:</b>	<b>Services for homeless people</b> Rosemary Karmel, Geri Bryant-Badham

## Referees

All the members of the editorial team and the authors wish to thank the following organisations and individuals who provided comments on various chapters in *Australia's Welfare 1999: Services and Assistance*. This edition has once again benefited from the critical and constructive comments provided by many staff of these organisations and by the individuals whose specific involvement was sought. Their assistance is gratefully acknowledged as a valuable contribution to this edition.

Australian Bureau of Statistics  
Department of Family and Community Services (Commonwealth)  
Department of Health and Aged Care (Commonwealth)  
Australian Federation of Homelessness Organisations

Linda Apelt	Sandy Hudd	John Taplin
Stephen Duckett	Michael Horn	John Walsh
Michael Fine	David MacKenzie	
David Graham	Peter McDonald	
Sandra Hacker	Trevor Parmenter	
Anna Howe	Sid Sax	

## **Other contributors**

Christine Benham

Minh Bui

Kirsty Douglas

Nicola Fortune

Louise Golley

John Harding

Kerrily Jeffrey

Rosangela Merlo

Susan Pitt

Alannah Smith

Xingyan Wen

Tanya Wordsworth

The contribution made by members of the Institute's Communication and Public Affairs Unit is also gratefully acknowledged.

# Contents

Contributors .....	v
Preface .....	ix
Symbols .....	x
<b>1 Introduction .....</b>	<b>1</b>
1.1 Changes in community services since 1997 .....	1
1.2 Directions in family and community services .....	2
1.3 Taxation reform .....	4
1.4 Recent developments in community services information .....	4
1.5 The Review of Commonwealth-State Service Provision .....	6
<b>2 Expenditure on welfare services .....</b>	<b>8</b>
2.1 Introduction .....	8
2.2 Total expenditure .....	8
2.3 Expenditure by governments .....	15
2.4 Recurrent government expenditure on welfare services by four welfare services categories .....	16
2.5 The contribution of community service organisations .....	27
2.6 Tax expenditures in the community services sector .....	28
2.7 The contribution of the household sector .....	30
2.8 International comparison of government expenditure on welfare services .....	32
2.9 Summary .....	35
<b>3 Changing work patterns and the community     services workforce .....</b>	<b>38</b>
3.1 Introduction .....	38
3.2 Changing patterns of work .....	39
3.3 The community services workforce .....	58
3.4 Factors affecting the demand for community services .....	70
3.5 Factors affecting the supply of community services .....	75
3.6 Overview and future prospects .....	80
<b>4 Children's and family services .....</b>	<b>88</b>
4.1 Introduction .....	88
4.2 Families and children in Australia .....	88
4.3 Family payments and tax expenditures .....	89
4.4 Child care and preschool services .....	93
4.5 Family support services .....	122
<b>5 Assistance for housing .....</b>	<b>128</b>
5.1 Introduction .....	128
5.2 Profile of housing tenure .....	130

5.3	Housing services and assistance .....	137
5.4	Housing assistance for Indigenous Australians .....	154
5.5	Data development .....	158
<b>6</b>	<b>Aged care .....</b>	<b>165</b>
6.1	Introduction .....	165
6.2	The need for care .....	167
6.3	Service provision .....	176
6.4	Outcomes .....	203
6.5	Summary .....	208
<b>7</b>	<b>Disability services .....</b>	<b>214</b>
7.1	Introduction .....	214
7.2	The prevalence of disability .....	215
7.3	Services and assistance .....	225
7.4	Outcomes .....	250
7.5	Summary .....	264
<b>8</b>	<b>Child protection and support services .....</b>	<b>270</b>
8.1	Introduction .....	270
8.2	Child abuse and neglect .....	274
8.3	Children on care and protection orders .....	284
8.4	Children in out-of-home care .....	287
8.5	Future directions .....	292
<b>9</b>	<b>Services for homeless people .....</b>	<b>295</b>
9.1	Introduction .....	295
9.2	The need for services for homeless people .....	297
9.3	Programs for homeless people .....	301
9.4	Recipients of assistance .....	315
9.5	Services provided .....	321
9.6	Outcomes for clients .....	325
	<b>Appendix tables .....</b>	<b>333</b>
	<b>Abbreviations .....</b>	<b>380</b>
	<b>Glossary .....</b>	<b>384</b>
	<b>Population data .....</b>	<b>386</b>
	<b>Index .....</b>	<b>390</b>



## Preface

I am delighted to introduce the 1999 edition of *Australia's Welfare*. The Institute's Act requires us to produce, for tabling in Parliament, a comprehensive report on the provision of community services in Australia. We endeavour to provide a readable, interesting and thorough account of a range of services of vital importance for millions of Australians, and which together account for almost 2% of Gross Domestic Product. Total monetary expenditure was estimated at \$10.9 billion in 1997-98.

*Australia's Welfare 1999* is the fourth in a biennial series which began in 1993. It has become the most authoritative reference on community services in Australia. It covers the need for services, their use, cost and the outcomes of service provision.

People with an interest in welfare services expenditure, services provided to children and families, older people, people with a disability, homeless people, or those in need of housing assistance will find this edition an interesting digest of available information. As well, the relationship between work and community services provision is examined in a chapter by Professor Peter Saunders of the Social Policy Research Centre at the University of New South Wales.

I hope readers will find these new data helpful. *Australia's Welfare*, and its companion *Australia's Health*, are the cornerstones of information on current welfare and health issues in Australia. The Institute produces these reports every two years, as part of its mission to inform community discussion and policy debate on welfare and health issues by providing factual and objective information.

The 1999 edition is the outcome of a lot of hard work by many people both within the Institute and outside. Not least, it uses data collected by many other organisations about the services they provide or fund and their service recipients; data often collected from, or on behalf of, Australians who need help or who help others. My thanks go to all of them.

Richard Madden  
Director

## Symbols

N	number
m	million
b	billion
\$	Australian dollars, unless another country is specified
%	per cent
nec	not elsewhere classified
'000	thousands
n.p.	when used in a table, means not published by the data source
n.a.	when used in a table, means not available
..	when used in a table, means not applicable
—	when used in a table, means nil or rounded to zero (including null cells)
*	when used in front of a numerical value in a table, means the value is subject to sampling variability too high for most practical purposes and/or the relative standard error of the value is 25% to 50%.
**	when used in front of a numerical value in a table, means the value is subject to sampling variability too high for most practical purposes and/or the relative standard error is more than 50%.