



Government of South Australia

Office of the Guardian
for Children and Young People

South Australian child protection
expenditure
from the
Report on Government Services 2020

April 2020

Guardian for Children and Young People

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NOTE –

Change in the scope of ‘out-of-home care’ for 2018-19 reporting

National reporting on out-of-home care (OOHC) has been subject to substantial issues regarding data comparability because of variations across jurisdictions in the legislation that determines policies and practices in the out-of-home care system. These have particularly related to children who are on third-party parental responsibility orders.

For national reporting purposes, ‘out-of-home care’ has previously been defined as ‘overnight care for children aged less than 18 years who were unable to live with their families due to child safety concerns.’ However, the following new definition will apply to data reported for children in out-of-home care for 2018-19 –

Overnight care for children aged less than 18 years who were unable to live with their families due to child safety concerns. This includes placements approved by the Department responsible for child protection for which there is ongoing case management and financial payment (including where a financial payment has been offered but has been declined by the carer). This includes legal (court ordered) and voluntary placements, and placements made for the purposes of providing respite for parents or carers.

Other living arrangements that were previously included in the scope of out-of-home care will be reported separately as ‘other supported placements’.

Reporting against this definition will result in some jurisdictions reporting **fewer** children in out-of-home care in 2018-19 compared to previous years. The most significant difference relates to the exclusion of children in third-party parental responsibility arrangements, noting that some jurisdictions have already excluded these children from national reporting on out-of-home care (Victoria from 2017-18, NSW from 2014-15, and WA for all years).

All financial data are adjusted to 2018-19 dollars

The term ‘real expenditure’ refers to financial data measured in prices from a constant base year to adjust for the effects of inflation. Real dollars allow the inter-year comparison of financial levels (prices and/or expenditure) by holding the purchasing power constant.

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1 Introduction and Key Points

The Guardian for Children and Young People examines child protection services as part of her monitoring role under the *Children and Young People (Oversight and Advocacy Bodies) Act 2016*.

The Productivity Commission's *Report on Government Services 2020 (ROGS 2020)* contains data that allows us to compare and examine the State's delivery of child protection services in the national context. It reflects what the United Nations *Guidelines for the Alternative Care of Children* identifies as a governmental responsibility for ensuring "the development and implementation of coordinated policies regarding formal and informal care for all children who are without parental care" and that such policies "should be based on sound information and statistical data".¹

Child protection services "provide supports and interventions to promote child and family wellbeing, and to protect children and young people aged 0-17 years who are at risk of abuse and neglect within their families, or whose families do not have the capacity to provide care and protection".²

ROGS 2020 presents child protection services data within four program areas -

- protective intervention services (PIS)
- family support services (FSS)
- intensive family support services (IFSS), and
- care services (CS).³

This paper draws on the data presented. The factors influencing information selection and interpretation are discussed in Part 2 of this report.

Part 3 comments briefly on the situation of Aboriginal and Torres Strait Islander⁴ children and young people in the child protection system. This will be explored in more detail in a forthcoming companion paper titled *Snapshot of South Australian Aboriginal and Torres Strait Islander Children and Young People in Care and/or Detention from the Report on Government Services 2020*.

Data on real expenditure is examined for 2018-19 in Part 4, with a particular examination of the ongoing prevalence and cost of residential care services in South Australia in Part 5.

The paper concludes by reflecting real expenditure data over time in South Australia and across each Australian jurisdiction in Part 6.

¹ United Nations 2010, *Guidelines for the Alternative Care of Children* Paragraph 69, available [here](#). The stated purpose of the guidelines is "to enhance the implementation of the *Convention on the Rights of the Child* and of relevant provisions of other international instruments regarding the protection and well-being of children who are deprived of parental care or who are at risk of being so" (para 1).

² Productivity Commission, *Report on Government Services 2020, Part F, Chapter 16 Child Protection Services* available [here](#).

³ Due to the change in definition of "out of home care" (see Attachment 1), ROGS now reports on 'care services' which includes those in out of home care, and other supported placements.

⁴ Note: we use the term Aboriginal rather than Aboriginal and Torres Strait Islander in this report reflecting South Australian community preference.

Key points – Aboriginal and Torres Strait Islander children and young people

- at 30 June 2019, 34.2 per cent of children in care services placements were Aboriginal (1363 of 3988), and they comprised 37 per cent of all children and young people in residential care (208 of a total of 568)
- out-of-home care placements in accordance with the Aboriginal and Torres Strait Islander Child Placement Principal (ATSICPP) resulted in 62.3 per cent of Aboriginal children and young people being placed with relatives/kin, other Aboriginal carers, or Aboriginal residential care compared with the Australian average of 64.3 per cent as at 30 June 2019
- the South Australian ATSICPP out-of-home care placement rate has declined from 76.4 per cent to 62.3 per cent over the last 10 years
- of the 1,363 Aboriginal children and young people shown as being in continuous non-respite care services at 30 June 2019, 525 (or 38.5 per cent) had been in this situation for five or more years, which is a lower rate than that applicable to non-Aboriginal children and young people (43.7 per cent)
- over four years (between 2014-15 and 2018-19) the rate of Aboriginal 0-17 year olds in care services (per 1,000 Aboriginal 0-17 year olds in South Australia) increased from 49 to 76.7 compared to an increase from 5.6 to 7.4 for non-Aboriginal 0-17 year olds (per 1,000 non-Aboriginal 0-17 years)

Key points - child protection services in 2018-19

- 80.6 per cent of all South Australian child protection services expenditure in 2018-19 was committed to **care services** (Chart 2)
- **child protection services** expenditure per child aged 0-17 in the population in South Australia increased markedly in South Australia between 2014-15 until 2016-17, and in 2018-19 is 25 per cent higher than national average expenditure (Chart 3)
- real expenditure on **care services** per placement night in South Australia is 50 per cent higher than the national average (Chart 5) and has increased by 34 per cent since 2014-15 (Chart 6)
- real expenditure per child aged 0-17 in the population on **protective intervention services** was just over half that of the national average in 2018-19 (Chart 4a)
- national average real expenditure per child aged 0-17 in the population on **family support services** in 2018-19 was 10 per cent higher than the South Australian average (Chart 4b), despite South Australia having increased its total real expenditure in this program area some 168 per cent since 2014-15 (Chart 11b)
- South Australian real expenditure on **intensive family support services** per child aged 0-17 in the population in 2018-19 was 69.2 per cent lower than the national average (\$42.3 compared to \$87.1 per child) (Chart 4c).

Key points – residential care

- new counting rules for ‘residential care’ have been introduced to ROGS 2020 reporting.
- The term ‘residential care’ now includes all all children in independent living placements⁵ as well as residential care and commercial care. There were 50 children and young people in independent living arrangements at 30 June 2019.⁶ The effect if this change is to inflate the proportion of those living in residential care to 14.2 per cent compared to the way this count was conducted in 2017-18.
- the State spent 60.4 per cent of its out of home care expenditure on **residential care services** compared to 39.6 per cent for **non-residential care services** in 2018-19 (Chart 9).

Key points - child protection services expenditure over time

- South Australia ranks second for total **child protection services** real expenditure per child aged 0-17 in the population in 2018-19, with national average expenditure being 25 per cent lower than in South Australia (Chart 12a)
- South Australian real expenditure on **care services** per child aged 0-17 in the population has increased by 87 per cent from \$643.9 per child in 2014-15, to \$1,204.4 per child in 2018-19 (Chart 13d)
- the gap between cost per child in care for South Australian residential and non-residential **care services** has narrowed for the first time since 2014-15, however per child real expenditure has increased by 33.6 per cent in residential care since 2014-15 (Chart 10)
- spending in non-residential **care services** has also risen by 36.4 per cent since 2014-15, but in 2018-19, per child in care expenditure for residential care services was nine times higher than non-residential care services (Chart 10)
- total South Australian real expenditure on **care services** compared to other program area spending (as shown for 2018-19 in Chart 2 above) is high and has grown over time (Charts 11e and 11f)
- from 2014-15 to 2018-19, South Australian real expenditure on **protective intervention services** per child aged 0-17 in the population has consistently been much lower than the national average, with spending in 2018-19 just over half of the national average (Chart 13a)
- South Australian real expenditure on **family support services** per child aged 0-17 in the population was just 45 per cent of the average Australian rate in 2014-15 but increased to be 89.1 per cent of the national average in 2018-19 (Chart 13b)
- South Australian real expenditure on **intensive family support services** per child aged 0-17 in the population has decreased to less than half of the Australian average in 2018-19 (\$42.3 compared to \$87.1), after a high point in 2016-17, when spending exceeded the national average (\$89.3 compared to \$81.4) (Charts 11c and 13c).

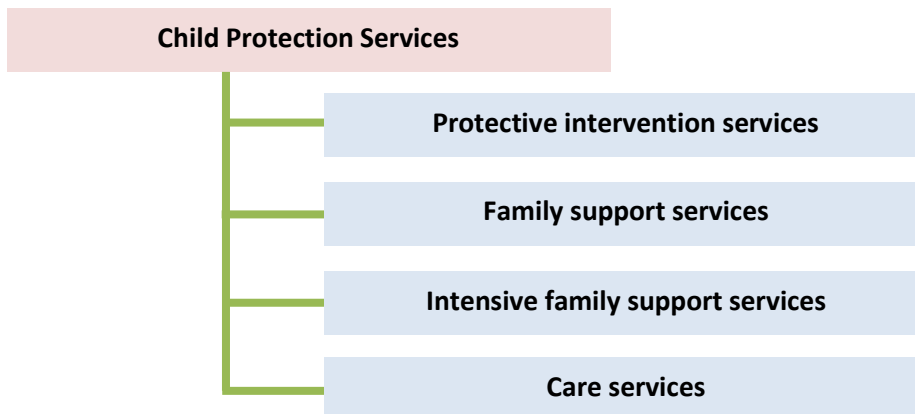
⁵ See footnote (g) in Volume F, Table 16A.19, *ROGS 2020*.

⁶ See reporting and statistics, Department for Child Protection <<https://www.childprotection.sa.gov.au/department/reporting-and-statistics>>.

2 Reading this report

2.1 Scope of Child Protection Services Programs

The *Report on Government Services 2020* identifies and examines four program areas within Child Protection Services (*Attachment 1* has the full definitions).



Protective intervention services (PIS) – refers to governmental functions that receive and assess allegations of child abuse and neglect, and/or harm to children and young people, provide and refer clients to family support and other relevant services and intervene to protect children.

Family support services (FSS) are non-intensive services provided to families in need (e.g. identification and assessment of needs; support and diversionary services; some counselling and active linking and referrals to support networks). Funded by government, they may be delivered by government or non-government agencies, typically through voluntary arrangements between the relevant agency and a family (as distinct from being ordered by a court).

Intensive family support services (IFSS) are specialist and intensive services funded to prevent the imminent separation of children from primary caregivers due to child protection concerns and to reunify families where separation has already occurred. They use integrated strategies to improve family functioning. As such, they provide access to services such as assessment and case planning; parent education and skill development; counselling; domestic and family violence support, respite and emergency care; practical and financial support; mediation, brokerage and referral services; and training in problem solving.

Care services (CS) refers to the provision of out-of-home care services and other supported placements. See the new definition of ‘out-of-home-care’ in *Attachment 1*. This fiscal reporting does not allow for disaggregation between out-of-home-care, and other supported placements.

2.2 Data considerations

The Productivity Commission urges caution about completeness and direct comparability and quality of reported data. Data is the most accurate available at the time of data collection, and historical data may have been updated since the last Report on Government Services.

Readers should therefore refer to the notes provided with an applicable ROGS 2020 table prior to reaching a definitive conclusion about the implications of data presented.

2.3 List of Charts

All data presented is drawn from Volume F of the *Report on Government Services 2020*. All charts provide a reference for the applicable *ROGS 2020* source table.

- Chart 1** Rate of Aboriginal and non-Aboriginal 0-17 year olds in OOHC or other supported placements per 1000 children, in South Australia, 2009-10 to 2018-19
- Chart 2** Real expenditure on PIS, FSS, IFSS and CS expressed as percentages, South Australia 2018-19 (2018-19 dollars)
- Chart 3** Child protection services expenditure per child aged 0-17 in the population 2014-15 to 2018-19 CS, PIS, FFS and IFSS - South Australia compared to Australian average (2018-19 dollars)
- Chart 4a** Protective intervention services real expenditure per child aged 0-17 in the population jurisdictional comparison 2018-19 (2018-19 dollars)
- Chart 4b** Family support services real expenditure per child aged 0-17 in the population jurisdictional comparison 2018-19 (2018-19 dollars)
- Chart 4c** Intensive family support services real expenditure per child aged 0-17 in the population jurisdictional comparison 2018-19 (2018-19 dollars)
- Chart 4d** Care services real expenditure per child aged 0-17 in the population jurisdictional comparison 2018-19 (2018-19 dollars)
- Chart 4e** Overall child protection services real expenditure per child aged 0-17 in the population PIS, CS, FFS and IFSS jurisdictional comparison 2018-19 (2018-19 dollars)
- Chart 5** Real expenditure per placement night in care services 2018-19 all jurisdictions (2018-19 dollars)
- Chart 6** Cost per placement night out-of-home care and other supported placements services South Australia, 2014-15 to 2018-19 (2018-19 dollars)
- Chart 7** Proportion of children and young people in residential care in South Australia, at 30 June, 2010 - 2019
- Chart 8** Comparative proportions of all children in out-of-home care (not including other supported placements) who are in residential care, all jurisdictions at 30 June 2019
- Chart 9** Comparative expenditure in residential and non-residential care services South Australia 2018-19 (2018-19 dollars)
- Chart 10** Comparison: real expenditure per child in care in South Australia at 30 June 2019, residential and non-residential care services 2014-15 to 2018-19 (2018-19 dollars)

- Chart 11a** Total real expenditure, protective intervention services (\$000) South Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 11b** Total real expenditure, family support services (\$000) South Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 11c** Total real expenditure, intensive family support services (\$000) South Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 11d** Total real expenditure, care services (\$000) South Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 11e** Total real expenditure, child protection services (\$000) South Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 11f** Combined total real expenditure, child protection services (\$000) South Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 12a** Comparative child protection services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)
- Chart 12b** Comparative child protective services expenditure per child aged 0-17 in the population Northern Territory excluded, 2014-15 to 2018-19 (2018-19 dollars)
- Chart 12c** Protective intervention services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)
- Chart 12d** Family support services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)
- Chart 12e** Intensive family support services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)
- Chart 12f** Care services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)
- Chart 13a** Protective intervention services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 13b** Family support services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 13c** Intensive family support services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 13d** Care services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)
- Chart 13e** Total child protection services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)

3 Aboriginal and Torres Strait Islander children and young people

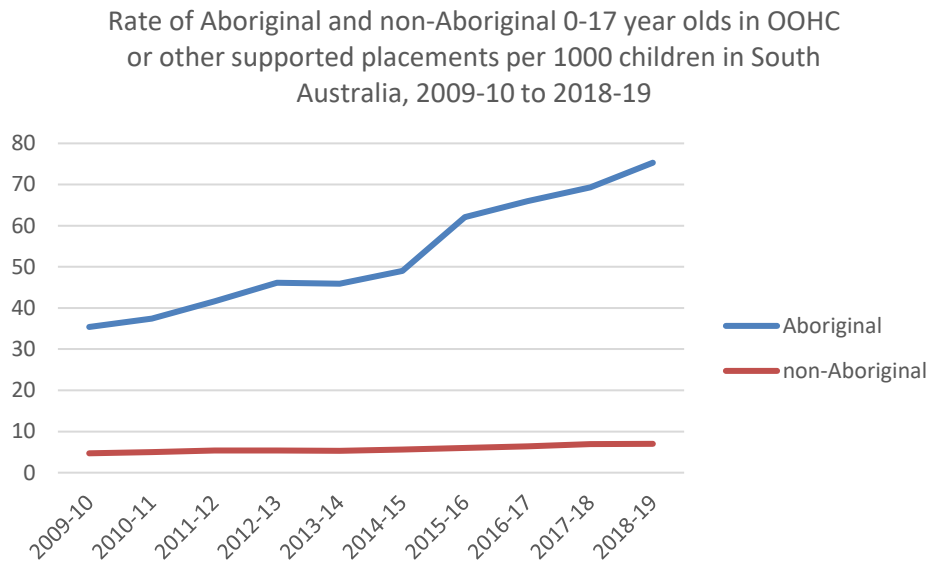
A companion paper looks in more detail at *ROGS 2020* reporting about Aboriginal children and young people in the child protection and youth justice systems.⁷ It reflects the reality that Aboriginal children are vastly overrepresented in the South Australian child protection system.

Among other things, the companion paper demonstrates that -

- while Aboriginal children comprised 34.2 per cent of children in care services placements at 30 June 2019 (1363 of 3988), they comprised 37 percent of all children and young people in **residential care** (208 of a total of 568) in 2018-19
- out-of-home care placements in accordance with the Aboriginal and Torres Strait Islander Child Placement Principal (ATSICPP) resulted in 62.3 per cent of Aboriginal children and young people being placed with relatives/kin, other Aboriginal carers, or Aboriginal residential care compared to the Australian average of 64.3 per cent as at 30 June 2019
- the South Australian ATSICPP out-of-home care placement rate has declined from 76.4 per cent to 62.3 per cent over the last 10 years
- of the 1,363 Aboriginal children and young people shown as being in continuous non-respite care services at 30 June 2019, 525 (or 38.5 per cent) had been in this situation for five or more years, which is *a lower rate* than that applicable to non-Aboriginal children and young people (43.7 per cent)
- over four years (between 2014-15 and 2018-19) the rate of Aboriginal 0-17 year olds in care services (per 1,000 Aboriginal 0-17 year olds in South Australia) increased from 49 to 76.7 compared to an increase from 5.6 to 7.4 for non-Aboriginal 0-17 year olds (per 1,000 non-Aboriginal 0-17 year olds)

⁷ *Snapshot of South Australian Aboriginal and Torres Strait Islander Children and Young People in Care and/or Detention from the Report on Government Services 2020* (GCYP/TCV 2020, forthcoming).

Chart 1 ROGS 2020, Table 16A.2⁸



⁸ Definitional changes in ROGS 2020 reporting means that living arrangements that were previously included in the scope of out-of-home care will be reported separately as 'other supported placements'. For consistency with fiscal reporting, where available, we report on 'out-of-home-care and other supported placements'.

4 Expenditure 2018-19 - South Australia and other jurisdictions

4.1 Introduction to 2018-19 spending

Part 4 considers 2018-19 spending on **child protection services** relating to -

- total and proportion of South Australian real expenditure on **child protection services**, by program, 2018-19 (Part 4.2, Chart 2)
- South Australian real expenditure on **child protection services**, compared to other jurisdictions 2018-19 (Part 4.3, Charts 3 to 4e)
- real expenditure per placement night in **care services** (Part 4.4, Charts 5 and 6)

Key conclusions are that –

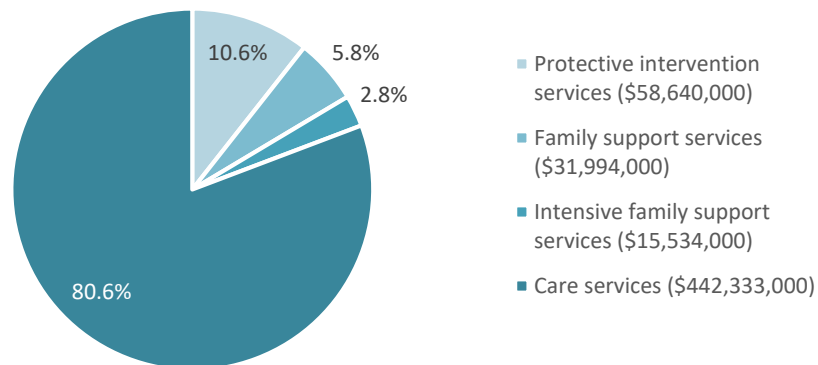
- **child protection services** expenditure (per child aged 0-17 in the population in South Australia) increased markedly in South Australia between 2014-15 until 2016-17, and in 2018-19 is 25.1 per cent higher than national average expenditure (Chart 3)
- **care services** expenditure accounted for 80.6 per cent of all South Australian child protection services expenditure in 2018-19 (see Charts 2, 4d and 11f)
- expenditure on **care services** per placement night in South Australia is 50 per cent higher than the national average (Chart 5) and has increased by 34 per cent since 2014-15 (Chart 6)
- real expenditure per child aged 0-17 in the population on **protective intervention services** was just over half that of the national average in 2018-19 (Chart 4a)
- national average real expenditure per child aged 0-17 in the population on **family support services** in 2018-19 was 10 per cent higher than the South Australian average (Chart 4b), with South Australia having increased its total real expenditure in this program area some 168 per cent since 2014-15 (Chart 11b)
- South Australian expenditure on **intensive family support services** per child aged 0-17 in the population in 2018-19 was 69.2 per cent lower than the national average (\$42.3 compared to \$87.1 per child) (Chart 4c).

4.2 South Australian real expenditure 2018-19 by child protection services program

South Australian expenditure on child protection services continues to show a heavy commitment to spending on care services, in 2018-19 making up 80.6 per cent of total expenditure.

Chart 2 (ROGS 2020, Table 16A.7)

Real expenditure on PIS, FSS, IFSS and CS expressed as percentages, South Australia 2018-19 (2018-19 dollars)

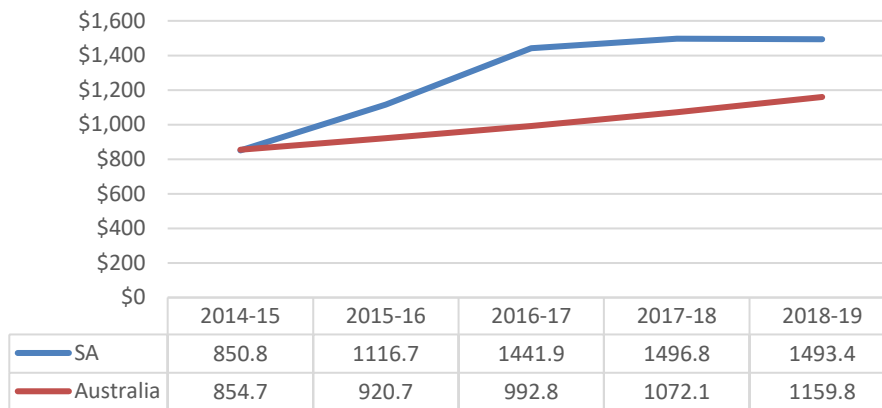


4.3 Expenditure per child - South Australia and other jurisdictions

Chart 3 shows that South Australian child protection services expenditure per child aged 0-17 in the population increased markedly between 2014-15 and 2016-17, but has remained steady since then. Child protection services expenditure in South Australia during 2018-19 was 25.1 per cent higher than national average expenditure.

Chart 3 (ROGS 2020, Table 16A.7)

Child protection services expenditure per child aged 0-17 in the population 2014-15 to 2018-19 CS, PIS, FFS and IFSS - South Australia compared to Australian average (2018-19 dollars)



Charts 4a to 4e compare real expenditure per child aged 0-17 in the population in South Australia with other States and Territories across the four program areas. South Australia continues to report higher expenditure in care services, compared to other jurisdictions. This is discussed further in Part 5 below.

Real expenditure on intensive family support services also is relatively low compared to other jurisdictions, while South Australia has the lowest level of expenditure with respect to protective intervention services.

Chart 4a (ROGS 2020, Table 16A.7)

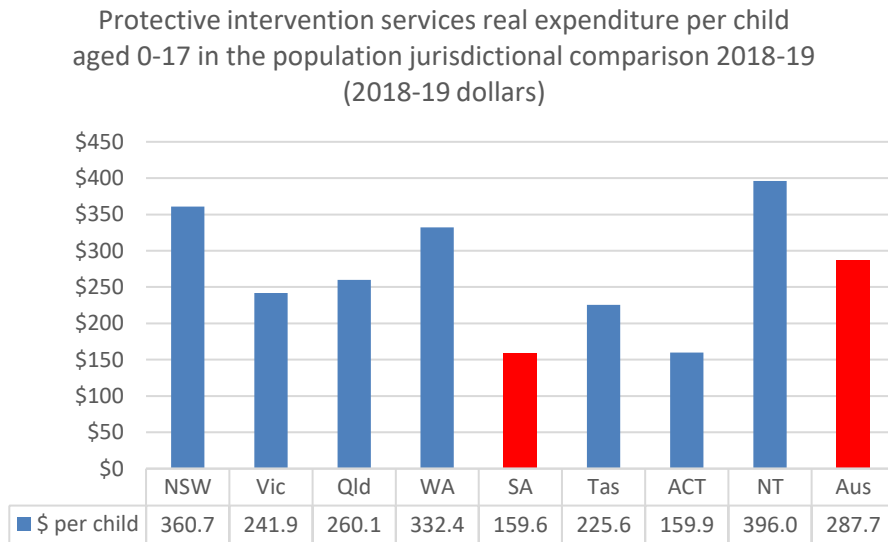


Chart 4b (ROGS 2020, Table 16A.7)

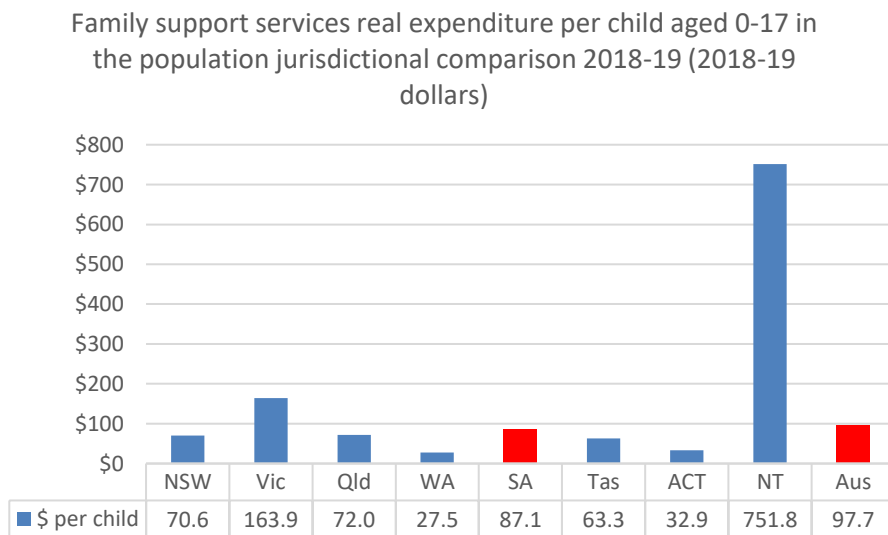


Chart 4c (ROGS 2020, Table 16A.7)

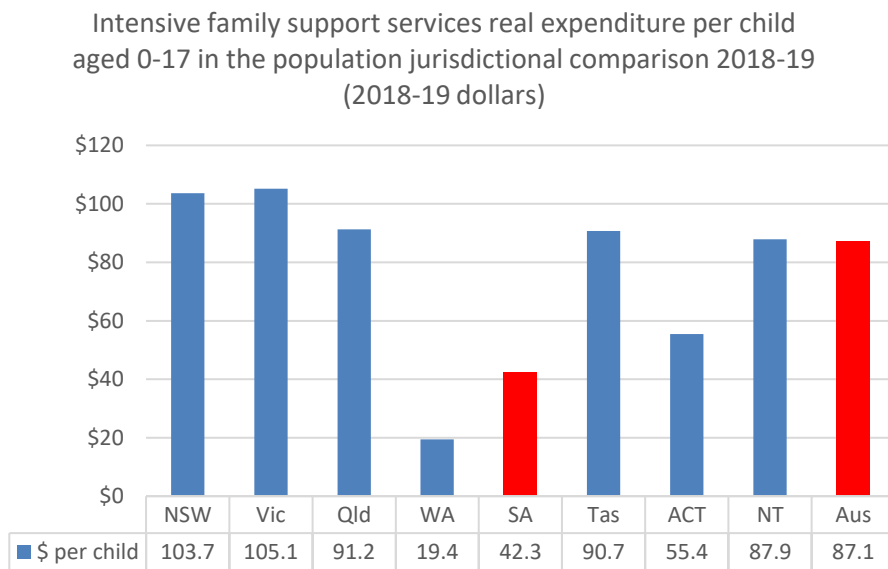


Chart 4d (ROGS 2020, Table 16A.7)

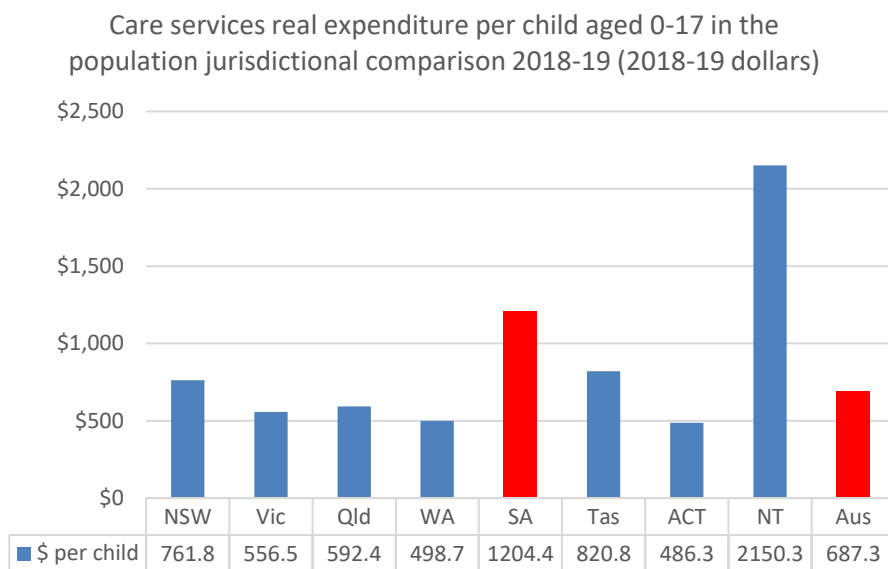
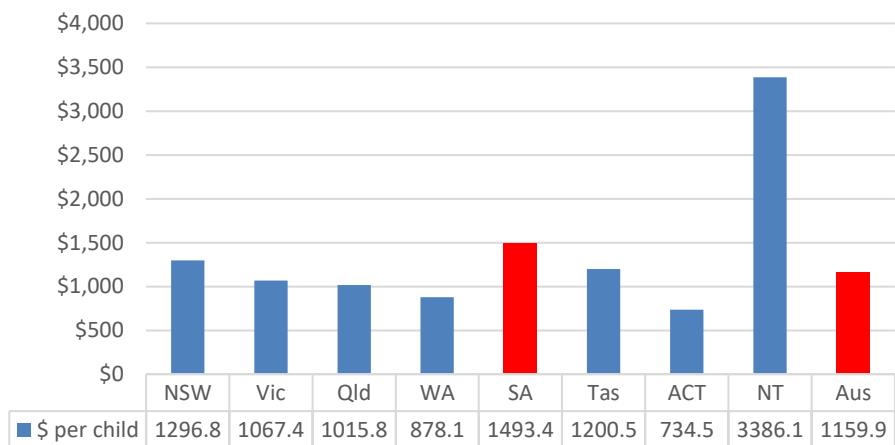


Chart 4e (ROGS 2020, Table 16A.7)

Overall child protection services real expenditure per child aged 0-17 in the population PIS, CS, FFS and IFSS jurisdictional comparison 2018-19 (2018-19 dollars)

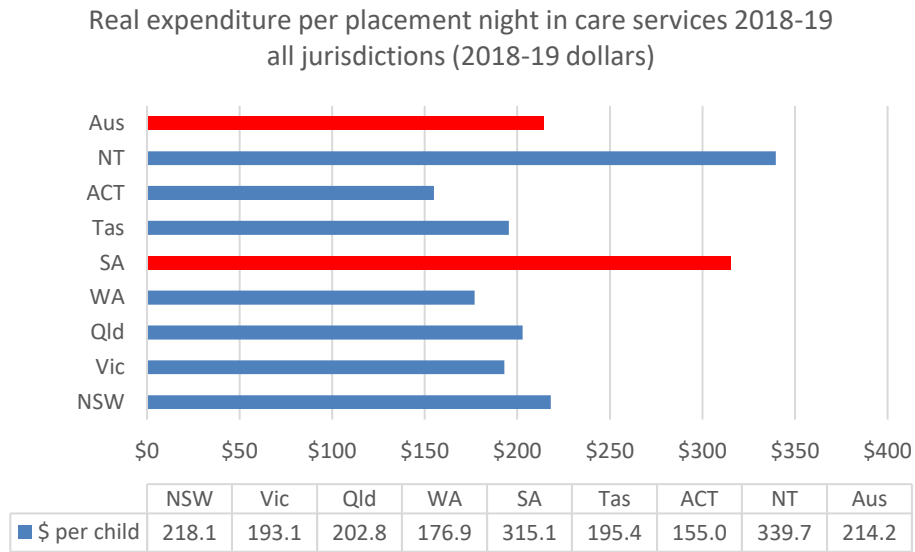


4.4 Expenditure per placement night in care services

South Australia and the Northern Territory are consistently child protection system outliers with the cost per placement night in care services as shown by Chart 5.

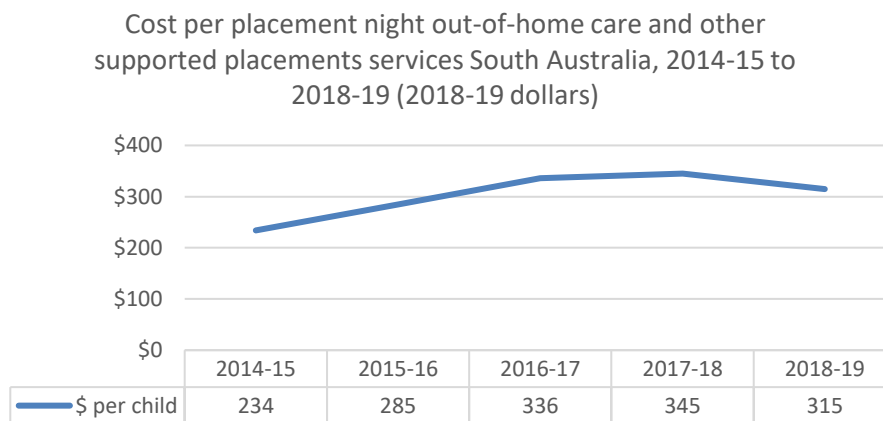
South Australia’s real expenditure on care per placement night is 38.1 per cent higher than the national average.⁹

Chart 5 (ROGS 2020, Table 16A.33)



Cost per placement night in care services has increased by 34.6 per cent in South Australia since 2014-15 (from \$234 to \$315 in 2018-19 dollars) however there was a 9 per cent decrease over the last year.

Chart 6 (ROGS 2020, Table 16A.27)



⁹ While ROGS 2020 Box 16.15 suggests caution when comparing unit costs for care services, we note the simple statement in relation to the accompanying Figure 16.13 that demonstrates the “considerably higher” cost per child in residential as opposed to non-residential care.

5 Prevalence and cost of residential care in South Australia

New counting rules for 'residential care' have been introduced to ROGS 2020 reporting.

The term 'residential care' now includes all children living in independent living placements¹⁰ as well as those living in residential care and commercial care. There were 50 children and young people in independent living arrangements at 30 June 2019.¹¹ The effect of this change is to inflate the proportion of those living in residential care to 14.2 per cent compared to the way this count was conducted in 2017-18 (Chart 7).¹²

Changes to the counting rules means that timeseries data are no longer comparable.

South Australia utilises residential care at a higher rate than all other Australian jurisdictions –

- the proportion of individual children and young people in residential care (inclusive of those in commercial or emergency care, but not including those in independent living) decreased for a second year to 12.9 per cent in 2019, compared to 13.5 per cent in 2018. There were 518 children living in residential and commercial care on 30 June 2019 compared to 501 the previous year.
- the State spent 60.4 per cent of its care expenditure on **residential care services** compared to 39.6 per cent for **non-residential care services** in 2018-19 (Chart 9).

¹⁰ See footnote (g) in Volume F, Table 16A.19, *ROGS 2020*.

¹¹ See reporting and statistics, Department for Child Protection <<https://www.childprotection.sa.gov.au/departments/reporting-and-statistics>>.

¹² The experience of those living in residential care is very different to those living in independent placements, so it is important to be able to distinguish between these two distinct groups in future OGCYP reporting.

Chart 7 (ROGS 2020, Table 16A.19)

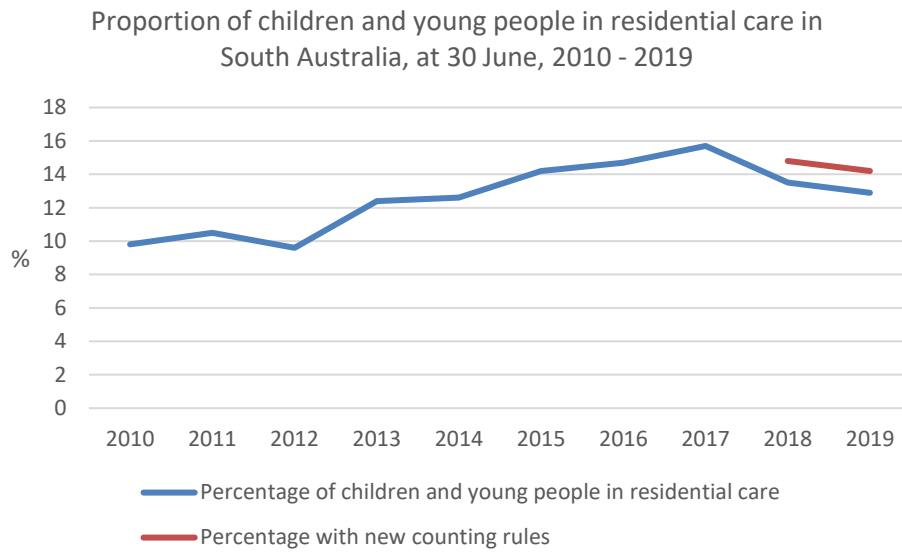
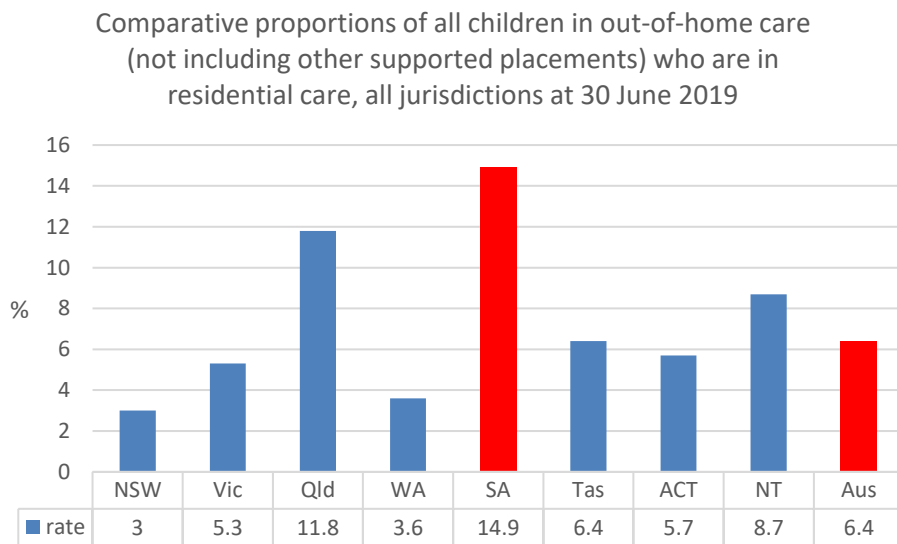


Chart 8 demonstrates South Australia’s comparative reliance on residential care. In South Australia, 14.9 per cent of those in out of home care (and not in other supported placements) live in residential care, compared to Australia’s average of 6.4 per cent.

Chart 8 (ROGS 2020, Table 16A.19)

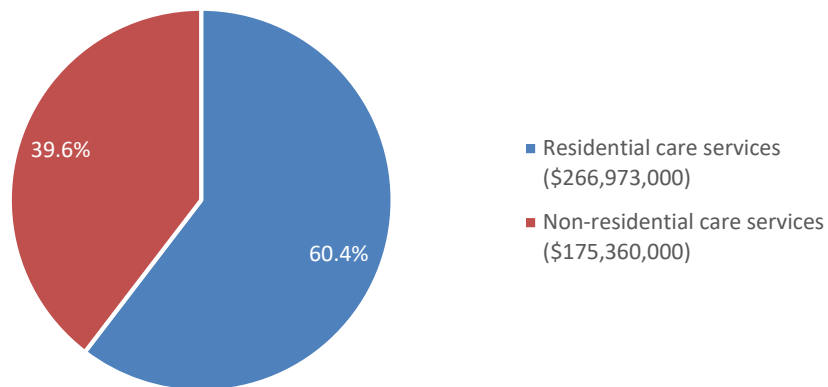


Please note that data for NSW, and therefore the Australian average was not available under the category of “out-of-home-care and other supported placements”, so for the sake of comparability, this chart uses proportions of those in out-of-home-care only. When including “other supported placements”, South Australia’s rate of residential care drops slightly to 14.2 per cent. Changes to counting rules means that those in independent living arrangements are now included in ‘residential care’, inflating the numbers.

Spending on residential care services consumed almost two thirds of the State's total care services spending in 2018-19 (Chart 9).¹³

Chart 9 (ROGS 2020, Table 16A.34)

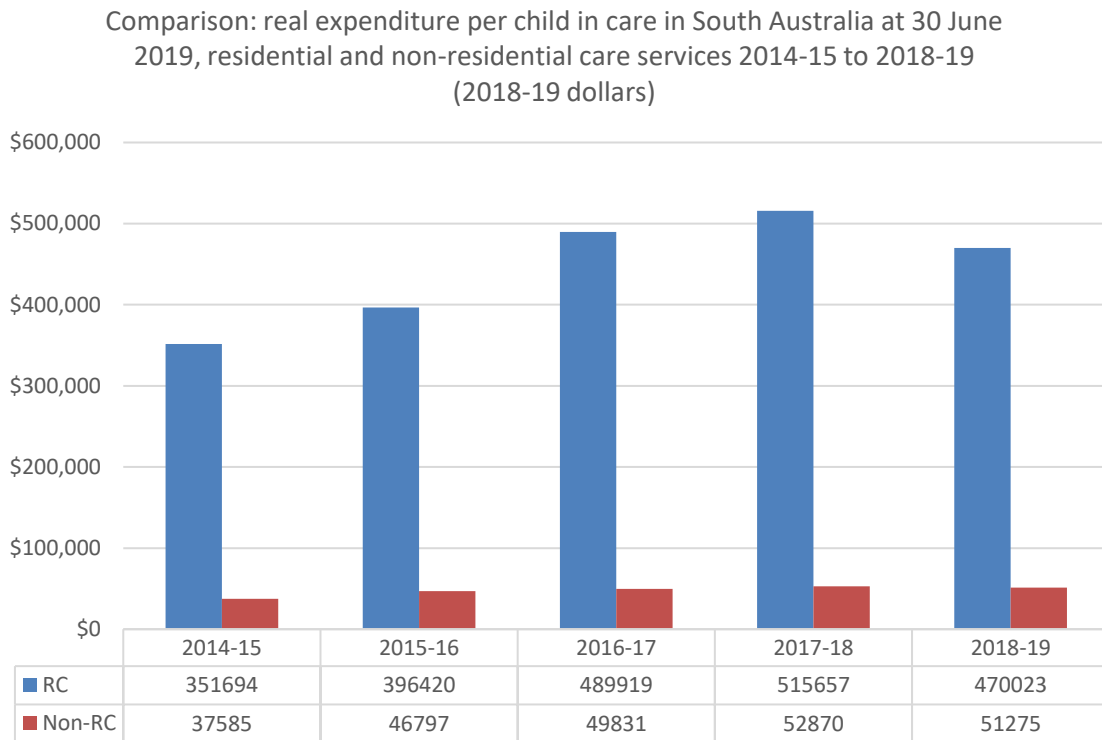
Comparative expenditure in residential and non-residential care services South Australia 2018-19 (2018-19 dollars)



¹³ Non-residential care services includes home based care and family group homes. Real expenditure per child in care is calculated using the number of children in out-of-home care and other supported placements at 30 June.

The gap between cost per child in care for South Australian residential and non-residential care placements has decreased. Per child real expenditure has increased by 33.6 per cent for residential care services since 2014-15 (Chart 10).

Chart 10 (ROGS 2020, Table 16A.34)¹⁴



¹⁴ Footnote (d) of ROGS 2020 Table 16A.34 states: 'These data need to be interpreted with care because they do not represent and cannot be interpreted as unit cost measures. Expenditure per child in care at 30 June overstates the cost per child because significantly more children are in care during a year than at a point in time. In addition, these data do not reflect the length of time that a child spends in care.'

6 Real expenditure 2014-15 to 2018-19

6.1 Introduction to expenditure over time

This section considers child protection expenditure in South Australia and across all jurisdictions (in terms of the general population) for the five financial years 2014-15 to 2018-19 in relation to -

- total real expenditure by program (Chart 2 above and Part 6.2)
- South Australian real expenditure per child aged 0-17 in the population over time (Part 6.3)
- real expenditure per child aged 0-17 in the population in a cross-jurisdictional context for the five financial years 2014-15 to 2018-19 (Part 6.3).

Key conclusions in relation to real expenditure over time are that –

- South Australia ranks second for total **child protection services** expenditure per child aged 0-17 in the population in 2018-19, with national average expenditure being 25 per cent lower than in South Australia (Chart 12a)
- the South Australian expenditure on **care services** per child aged 0-17 in the population has increased by 87 per cent from \$643.9 per child in 2014-15, to \$1,204.4 per child in 2018-19 (Chart 13d)
- the gap between cost per child in care for South Australian residential and non-residential **care services** has narrowed for the first time since 2014-15, however per child expenditure has increased by 33.6 per cent in residential care since 2014-15 (Chart 10)
- Spending in **non-residential care services** has also risen by 36.4 per cent since 2014-15, but in 2018-19, per child in care expenditure for **residential care services** was nine times higher than non-residential care services (Chart 10)
- total South Australian expenditure on **care services** compared to other program area spending (as shown for 2018-19 in Chart 2 above) is high and has grown over time (Charts 11e and 11f)
- from 2014-15 to 2018-19, South Australian expenditure on **protective intervention services** per child aged 0-17 in the population has consistently been much lower than the national average, with spending in 2018-19 just over half of the national average (Chart 13a)
- South Australian expenditure on **family support services** per child aged 0-17 in the population was just 45 per cent of the average Australian rate in 2014-15 but increased to be 89.1 per cent of the national average in 2018-19 (Chart 13b)
- South Australian expenditure on **intensive family support services** per child aged 0-17 in the population has decreased to less than half of the Australian average in 2018-19 (\$42.3 compared to \$87.1), after a high point in 2016-17, when spending exceeded the national average (\$89.3 compared to \$81.4) (Charts 11c and 13c).

6.2 South Australian total real expenditure over time

South Australia's real expenditure on child protection services has changed over recent years. Total real expenditure increased slightly for protective intervention services, family support services, and intensive family support services. Despite a decrease in spending for care services, Charts 11e and 11f demonstrate the ongoing commitment to care services for those in out-of-home-care and other supported placements.

The 2018-19 South Australian average real expenditure per child aged 0-17 in the population on **intensive family support services** was 69.2 per cent lower than the national average (see Chart 4c above), and the state has only increased spending in this program area by 13.3 per cent since 2014-15 (Chart 11c).

Total real expenditure for **family support services** has more than doubled since 2014-15 (Chart 11b).

Chart 11a (ROGS 2020, Table 16A.7)

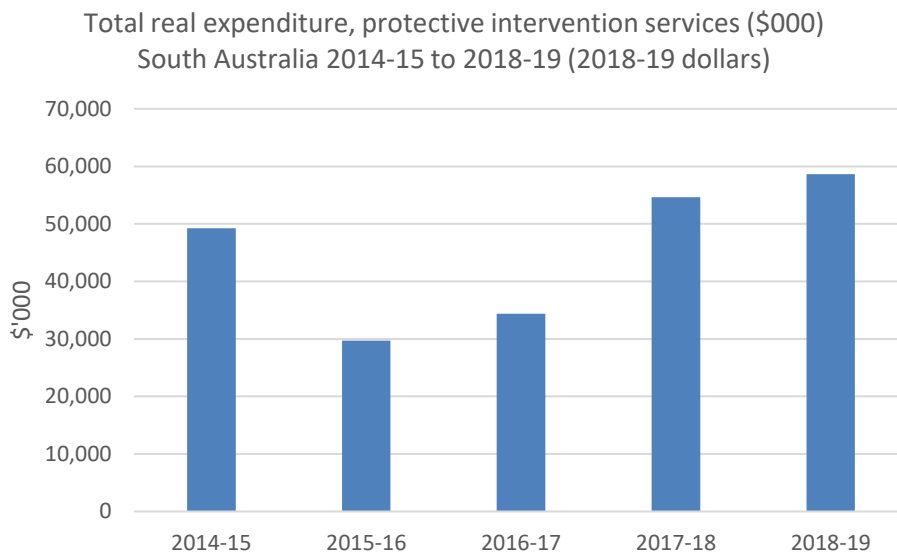


Chart 11b (ROGS 2020, Table 16A.7)

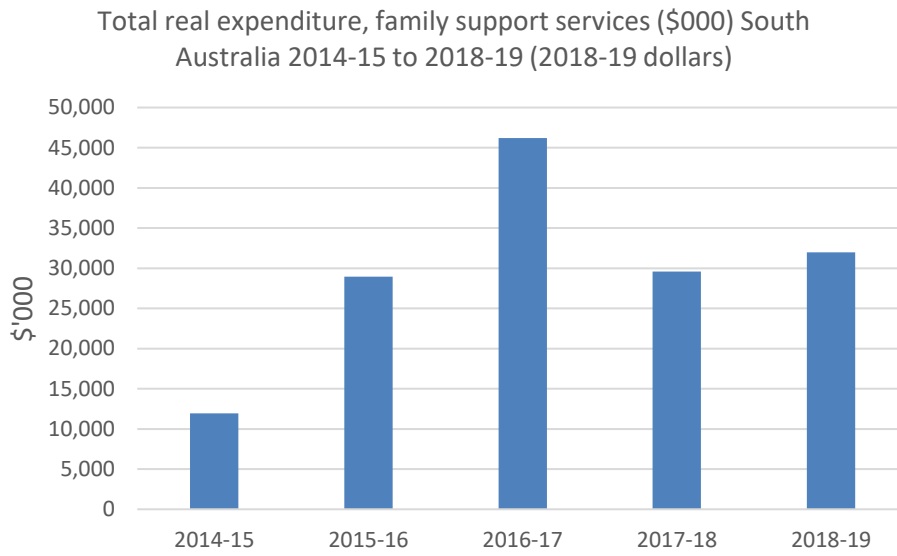


Chart 11c (ROGS 2020, Table 16A.7)

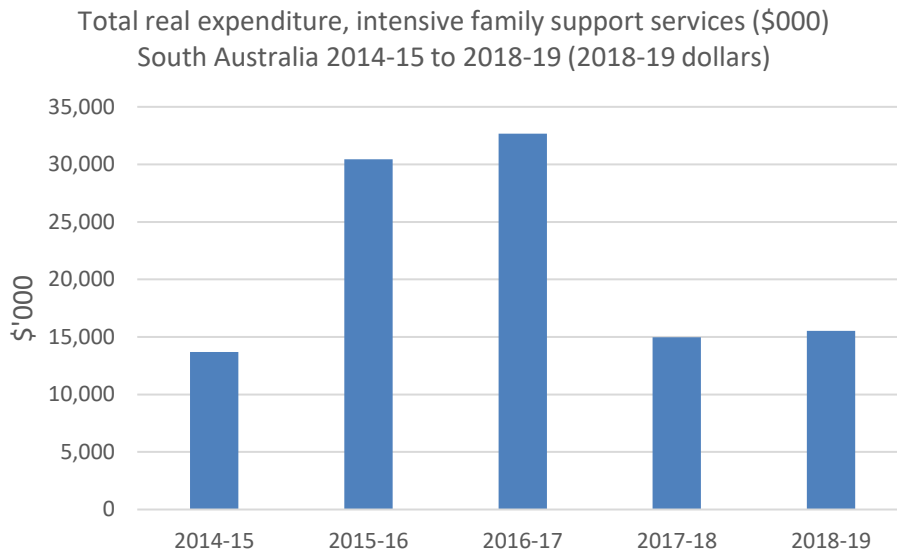


Chart 11d (ROGS 2020, Table 16A.7)

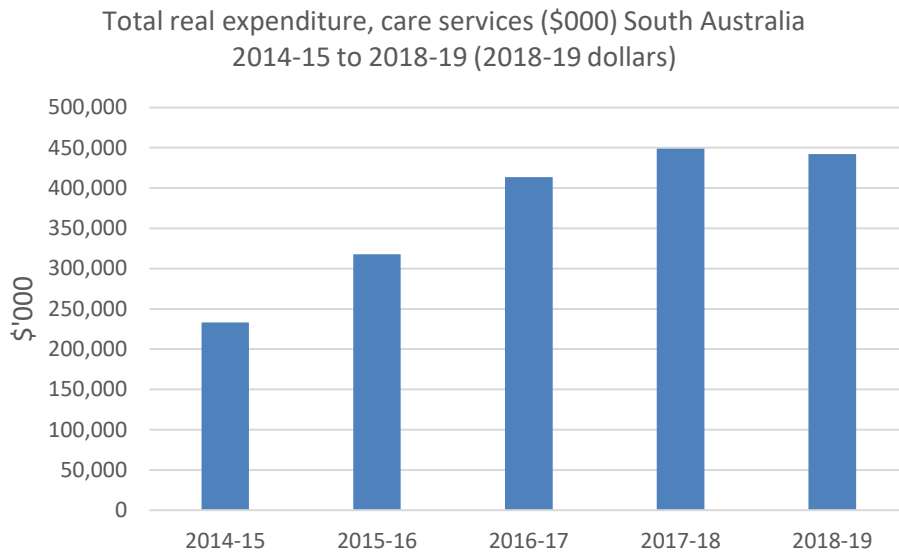


Chart 11e (ROGS 2020, Table 16A.7)

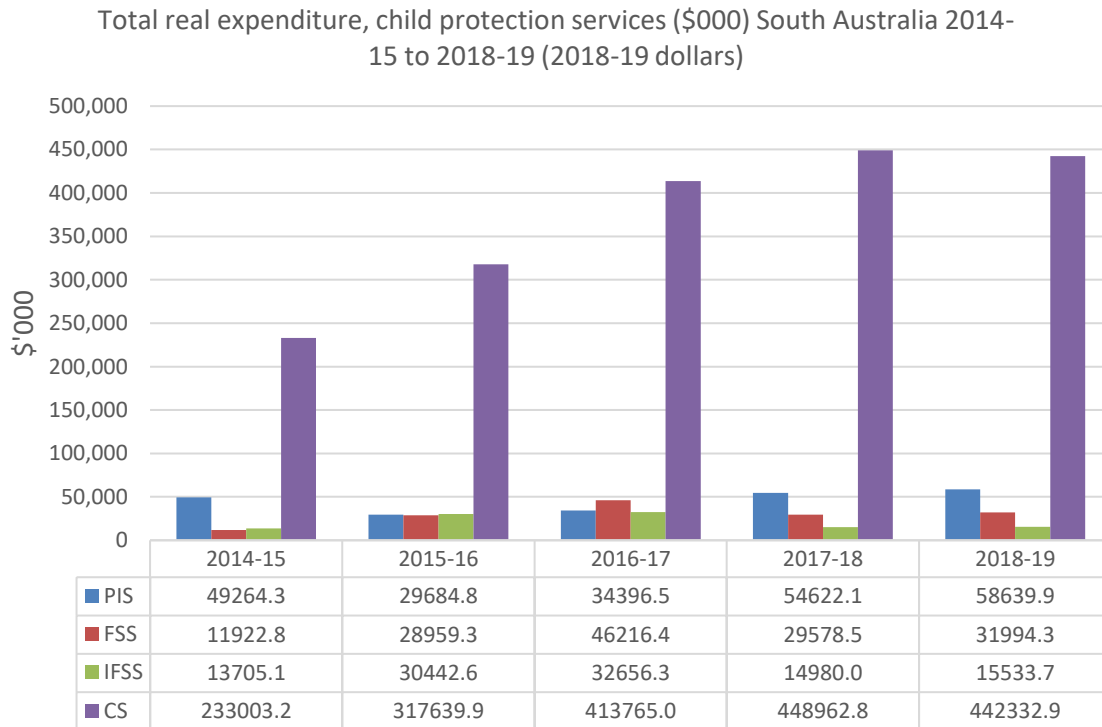
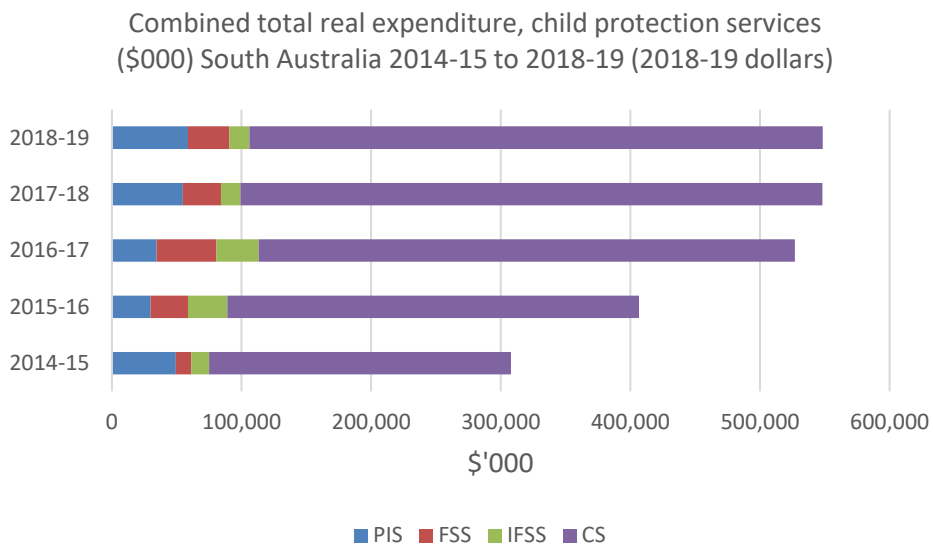


Chart 11f (ROGS 2020, Table 16A.7)



6.3 Comparative cross-jurisdictional expenditure per child over time

Charts in this section show real expenditure per child aged 0-17 in the population in a cross-jurisdictional context for the five financial years 2014-15 to 2018-19.

Chart 12a compares jurisdictional expenditure and indicates that South Australia has increased expenditure to the point where it ranks second in terms of expenditure per child, with the national average expenditure in this category being some 25.1 per cent less than that of the South Australian rate. Chart 12b illustrates this spending increase relative to other jurisdictions with the 'outlier' circumstances of the Northern Territory removed.

Charts 12c to 12f then disaggregate funding data by the four child protection services program areas for these five financial years.

Chart 12a (ROGS 2020, Table 16A.7)

Comparative child protection services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)

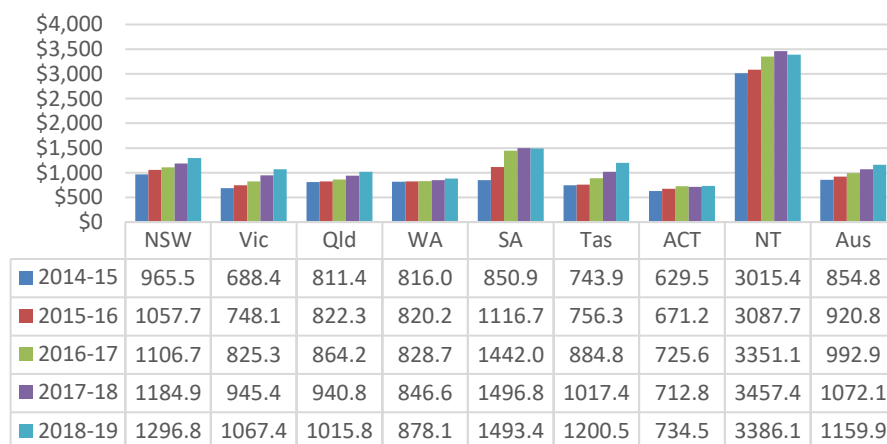


Chart 12b (ROGS 2020, Table 16A.7)

Comparative child protective services expenditure per child aged 0-17 in the population Northern Territory excluded, 2014-15 to 2018-19 (2018-19 dollars)

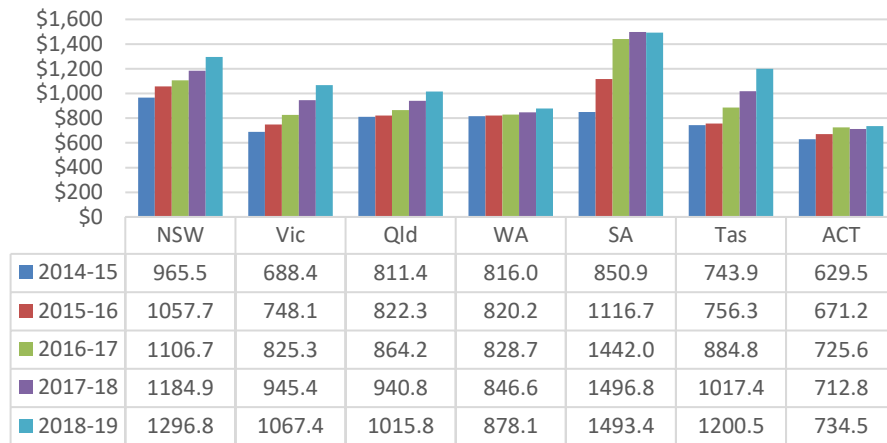


Chart 12c (ROGS 2020, Table 16A.7)

Protective intervention services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)

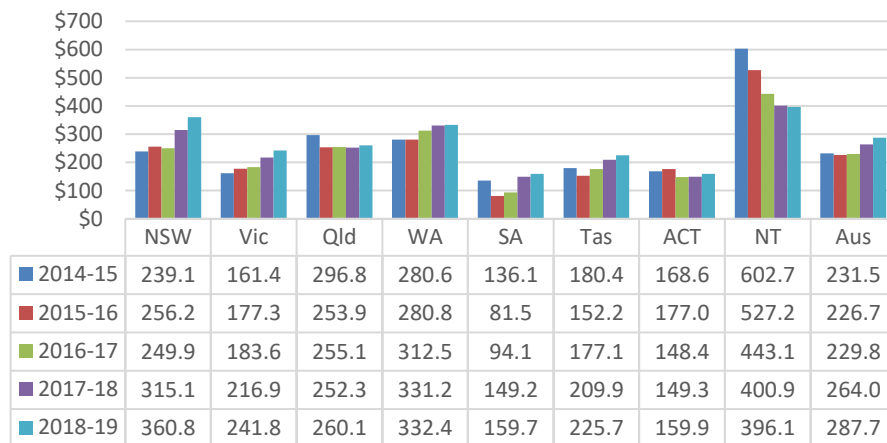


Chart 12d (ROGS 2020, Table 16A.7)

Family support services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)

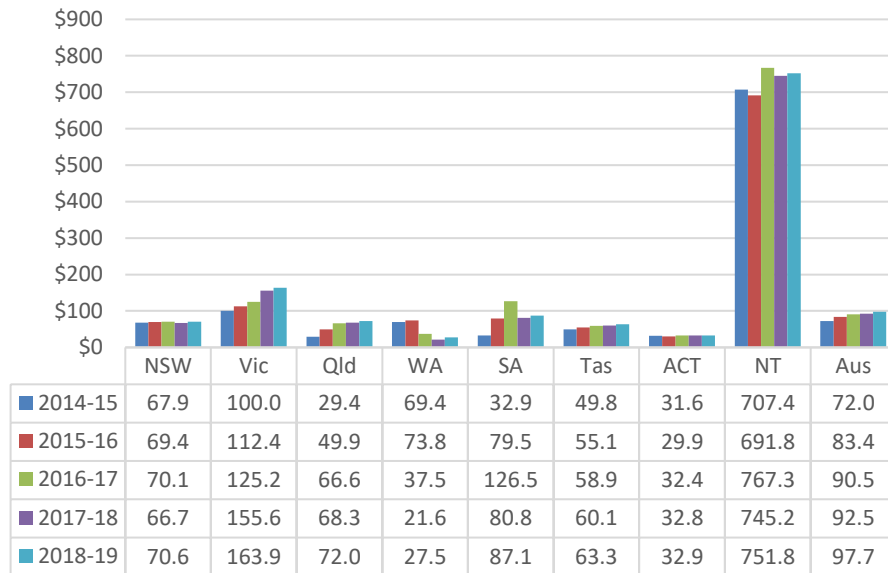
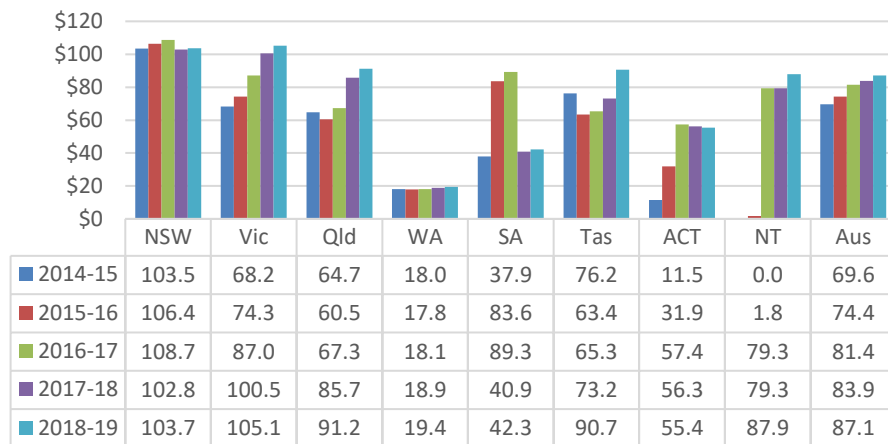


Chart 12e (ROGS 2020, Table 16A.7)¹⁵

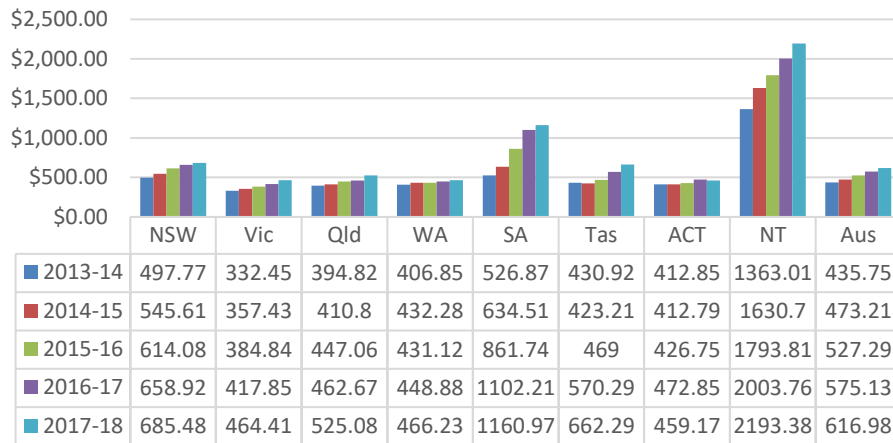
Intensive family support services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)



¹⁵ Data is not available for the NT in 2014-15 due to changes in expenditure reporting. For more information, please refer to footnote (k), Volume F, Table 16A.7, ROGS 2020.

Chart 12f (ROGS 2020, Table 16A.7)

Care services expenditure per child aged 0-17 in the population, all jurisdictions 2014-15 to 2018-19 (2018-19 dollars)



Charts 13a to 13e draw on the same data tables to show South Australian expenditure per child aged 0-17 in the population over time compared to the Australian average.

South Australia has consistently spent less than the Australian average across protective intervention services (Chart 13a), family support services (Chart 13b), and intensive family support services (Chart 13c). South Australian expenditure on care services however is so high, that our total child protection services expenditure is 25.1 per cent higher than the Australian average (Charts 13d and 13e).

Chart 13a (ROGS 2020, Table 16A.7)

Protective intervention services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)

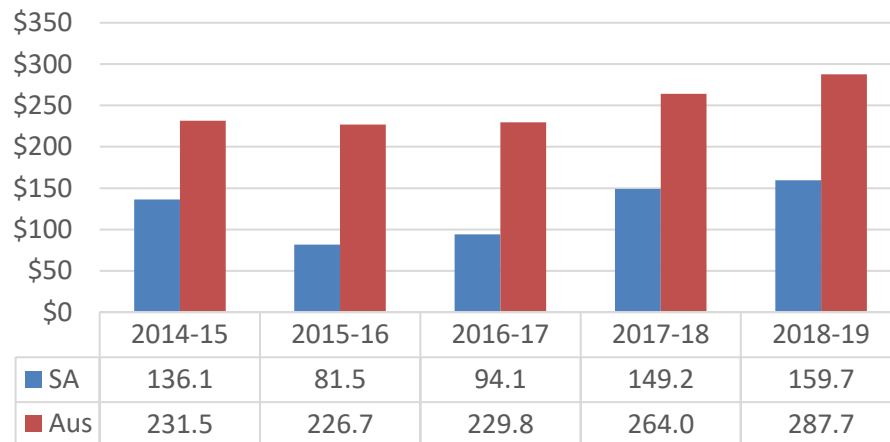


Chart 13b (ROGS 2020, Table 16A.7)

Family support services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)

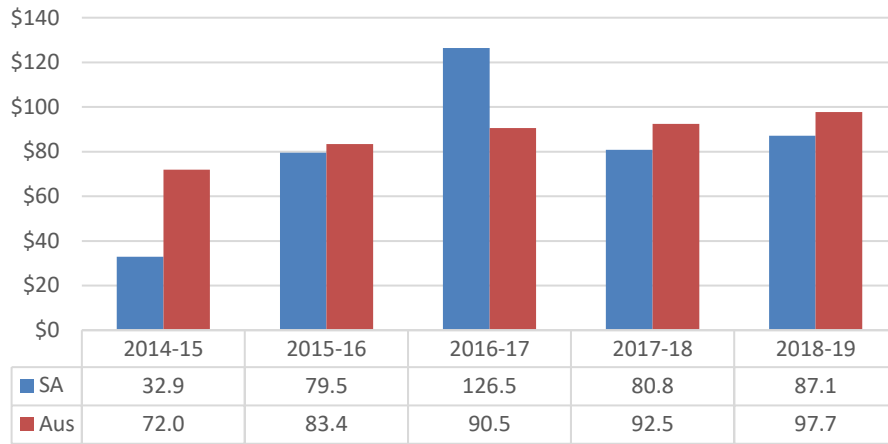


Chart 13c (ROGS 2020, Table 16A.7)

Intensive family support services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)

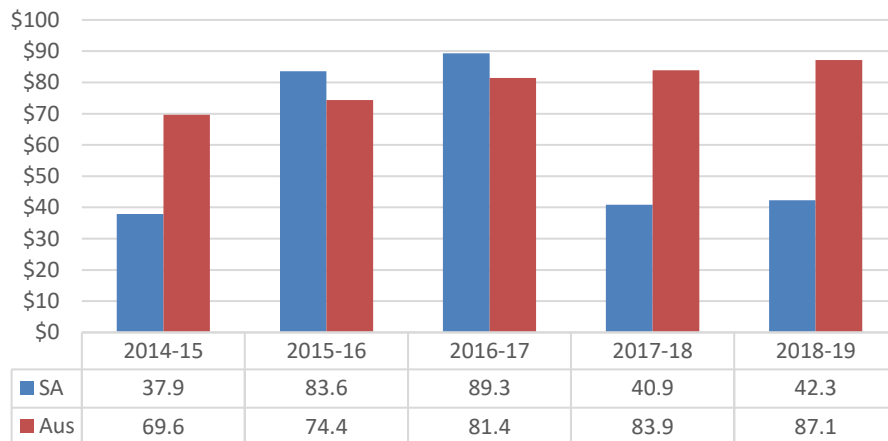


Chart 13d (ROGS 2020, Table 16A.7)

Care services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)

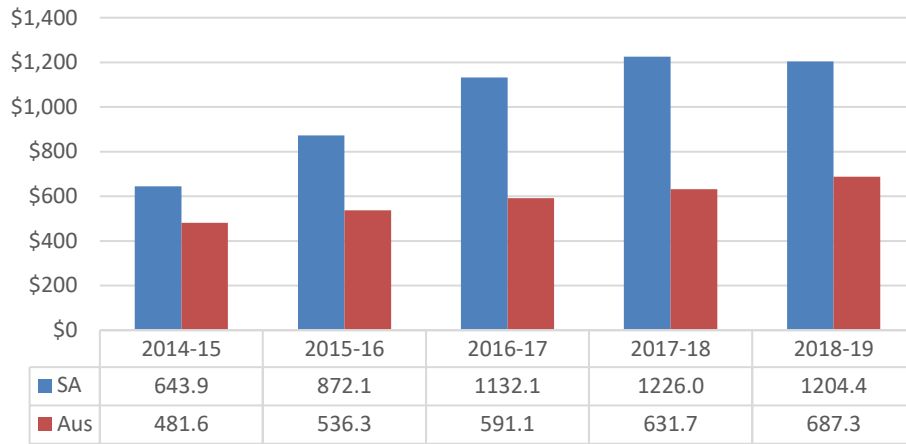
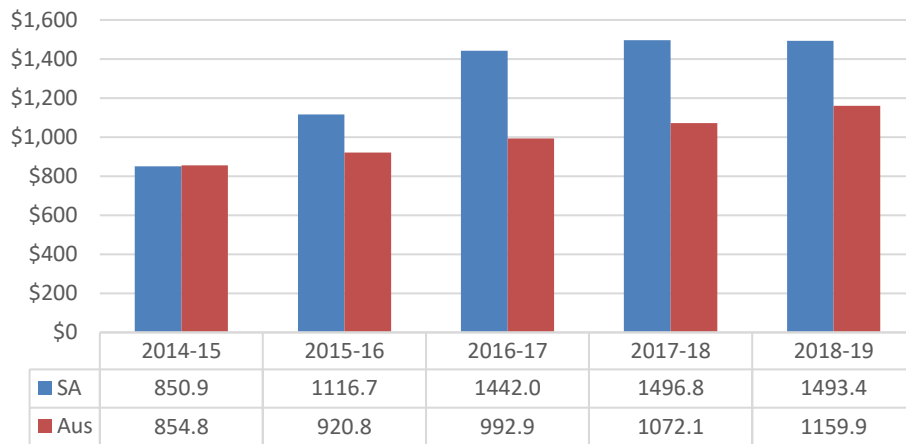


Chart 13e (ROGS 2020, Table 16A.7)

Total child protection services expenditure per child aged 0-17 in the population, South Australia and Australia 2014-15 to 2018-19 (2018-19 dollars)



Attachment 1 - Productivity Commission Child Protection Definitions

The Productivity Commission Report on Government Services 2020 (Volume F, Part 16.4) uses the following definitions -

PROTECTIVE INTERVENTION SERVICES - Functions of government that receive and assess allegations of child abuse and neglect, and/or harm to children and young people, provide and refer clients to family support and other relevant services, and intervene to protect children.

FAMILY SUPPORT SERVICES - Activities associated with the provision of lower level (that is, non-intensive) services to families in need, including identification and assessment of family needs, provision of support and diversionary services, some counselling and active linking and referrals to support networks. These types of services are funded by government but can be delivered by a child protection agency or a non-government organisation.

These services are typically delivered via voluntary arrangements (as distinct from court orders) between the relevant agency and family. This suite of services does not typically involve planned follow-up by the applicable child protection agency after initial service referral or delivery.

INTENSIVE FAMILY SUPPORT SERVICES – Specialist services that aim to prevent the imminent separation of children from their primary caregivers as a result of child protection concerns and to reunify families where separation has already occurred. These services:

- are funded or established explicitly to prevent the separation of or to reunify families
- provide a range of services as part of an integrated strategy focusing on improving family functioning and skills, rather than providing a single type of service
- are intensive in nature, averaging at least four hours of service provision per week for a specified short-term period (usually less than six months).

Families are generally referred to these services by the statutory child protection agency and will have been identified through the child protection process. Intensive family support services may use some or all of the following strategies: assessment and case planning; parent education and skill development; individual and family counselling; drug and alcohol counselling and domestic and family violence support; anger management; respite and emergency care; practical and financial support; mediation, brokerage and referral services; and training in problem solving.

OUT OF HOME CARE - Overnight care for children aged less than 18 years who were unable to live with their families due to child safety concerns. This includes placements approved by the Department responsible for child protection for which there is ongoing case management and financial payment (including where a financial payment has been offered but has been declined by the carer). This includes legal (court ordered) and voluntary placements, and placements made for the purposes of providing respite for parents or carers.

Other living arrangements that were previously included in the scope of out-of-home care will be reported separately as 'other supported placements'.

OTHER SUPPORTED PLACEMENTS - Governments may provide financial support for children and young people in these living arrangements and will usually have arranged these placements.

- Children on third party parental responsibility orders
- Children on immigration orders (where funding is provided by the Commonwealth and children do not come through the child protection system)
- Ongoing placements for children aged 18 years or older
- Pre-adoptive placements (mostly used for intercountry adoptions)
- Children who enter and exit a funded out-of-home care placement on the same day
- Placements solely funded by disability services, psychiatric services, specialist homelessness services, juvenile justice facilities, or overnight childcare services
- Children who are in placements without the approval of the Department (noting that if the placement is subsequently approved and the other criteria for case management and financial payment are met, the placement would be considered as out-of-home care).